LESSONS FROM THE COMMUNITY OUTREACH PARTNERSHIP CENTER PROGRAM

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EXECUTIVE SUMMARY

In 1994, the U.S. Department of Housing and Urban Development (HUD) launched the Community Outreach Partnership Center (COPC) program to foster and support collaborations between institutions of higher education and their communities. COPC is HUD's primary vehicle for engaging colleges and universities in community development. HUD commissioned the Urban Institute to review the experience of a sample of early COPC grantees in order to distill lessons about the challenges and contributions of campus-community partnerships and about how community outreach efforts like those supported by COPC are being institutionalized by colleges and universities. This report, based on the experience of 25 COPC grantees and their partners, presents the results of that review and analysis.

Background

With the COPC program, HUD hoped to encourage more colleges, universities, and community colleges to commit their intellectual, economic and human resources to the hard work of community change, through such activities as research, community outreach, and information exchange. A core premise of the program is that university engagement in communities is best done via collaborative, mutually-respectful, mutually-beneficial partnerships—and herein lies a central program challenge. Effective partnerships cannot be forged easily. They take time and effort. They require mobilization of resources from diverse parties with overlapping, and sometimes conflicting, interests. Sustaining them requires that the parties strike a balance between the interests of communities and higher educational institutions. And a sustained commitment to community-based academic work requires significant changes in the culture and organization of colleges and universities in order to institutionalize new activities, values, and relationships.

Since 1994, HUD has invested approximately $45 million in more than 100 colleges, universities and community colleges to support community engagement. Most COPC grantees (77 percent) are public institutions, and an even larger majority (81 percent) are universities; two-year community colleges constitute only six percent of program grantees. In recognition of the unique needs and opportunities in each locality, the COPC program is flexible and adaptable to local circumstances. COPC grants provide seed funds to enable institutions of higher education to start or expand community-based partnerships. To be successful, an applicant must show evidence (including the ability to leverage additional resources) that a genuine partnership is already emerging between the academic institution and neighborhood

residents and institutions, and that the COPC proposal was developed jointly as a reflection of this relationship.

Research Approach

This report presents and analyzes qualitative information about a sample of 25 COPC grantees and their community partners in order to address three questions of central interest to HUD:

- Has the COPC program helped colleges and universities broaden their community outreach activities?
- What kinds of partnerships have academic institutions forged with their communities, and to what end?
- How, and to what extent, have colleges and universities institutionalized their community outreach and partnership activities?

The sample of grantees included in this study was selected purposively to yield lessons about both the challenges and the accomplishments of the COPC program. First, we limited the sample to grantees that received their awards in one of the first four program funding cycles; they had been working on their COPC-funded activities for a long enough period that we could reasonably expect them to have made some observable progress. Second, we selected sites that are broadly representative of the types of institutions that had received awards during this period. And finally, we included grantees that HUD staff identified as at least moderately successful, so that we could draw broad lessons about effective campus-community partnerships and the institutionalization of community outreach activities. We reasoned that even those partnerships that had experienced the most success would have encountered enough challenges to elicit lessons. The resulting sample matches reasonably well the profile of all 1994-1997 grantees on a range of readily observable characteristics hypothesized to have an effect on COPC performance and sustainability.

The research team collected and analyzed data in three waves—a program review, core site visits, and follow-up site visits and telephone interviews. The program review assembled basic information from grantee application materials about all the COPC grantees that received awards during the 1994-1997 period. Senior team members made two-day core site visits to each of the 25 sites in the study sample. Semi-structured interviews with key informants from the academic institutions and their community partners centered on activities and relationships that received direct support from the COPC program; however, they also extended to some related activities, both pre- and post-COPC. Based on preliminary analysis of information

collected during the core site visits, senior team members conducted follow-up site visits to six COPC sites to further explore two topics of high priority to HUD: the nature of the partnership relationship, especially from the perspective of the community partners, and the institutionalization of community outreach within grantee institutions.

Summary of Findings

Key findings emerge from each of the three major areas of analysis: the content and development of outreach, partnerships, and institutionalization.

Community Engagement — Who is Doing What?

Many of the colleges and universities in this sample had been engaged in community outreach for some years prior to receipt of HUD funds; the COPC award thus supplemented or expanded existing lines of activity. In most places, socially committed and strongly motivated faculty—often in only one or two departments—led initial outreach efforts, but senior leadership commonly bolstered their efforts in institutions with sustained activity. Grantees with strong track records appear to have taken special care to ensure that such early efforts worked well, viewing this as central to establishing the institution's credibility.

The COPC program encourages grantees to engage in numerous types of activities—and they do. All grantees engage in activities in multiple policy areas; the number of different policy areas at individual institutions has fallen over time in conjunction with a decline in the size of the average COPC award, but mounting a variety of activities is nevertheless the norm. The most common types of activities, and the types of activities undertaken by the most grantees, are technical assistance in support of community development (such as neighborhood planning or building the capacity of community-based organizations (CBOs)), life skills training (generally in classes for community residents), delivery of professional services (such as visiting nurses or legal clinics), information technology (commonly shared data bases or training for CBO staff), and economic development (such as technical assistance to small businesses).

The COPC program also seeks to support adoption of both new approaches to teaching and research, and new roles in the community. Thus, COPC-funded activities involved entrepreneurial forms of engagement (in addition to more traditional teaching and research activities) more often than did outreach activities supported in other ways. Colleges and universities have used COPC funds to undertake new kinds of activity and to experiment with integrating teaching and research with other types of outreach activities. This experiment seems to have been relatively successful in the sense that the academic institutions and their partners were generally able to continue them after COPC funds were exhausted.

Colleges and universities most commonly partnered with existing nonprofit CBOs and volunteer-driven neighborhood associations. However, public institutions, primarily neighborhood public schools, are also frequently community partners. Community residents benefited from these activities both directly (as when they attended training sessions or received services) and indirectly (as when community organizations received training or technical assistance that enhanced their ability to provide services or connect residents to opportunities). Partnerships with city-wide or system-wide agencies are infrequent.

The most common approach colleges and universities adopt for engaging in community outreach, especially as outreach efforts mature, is to create a center that assumes responsibility for outreach on the institution's behalf. Over half of the activities reported by our sample grantees were implemented through such a center. These centers are most often part of an academic division, usually a professional school. Regardless of where they are housed in the academic institution, however, they can play a variety of roles. These include brokering relationships among individual departments or schools and community organizations or residents; raising and/or managing funding; supporting the design and implementation of activities conducted by others in the university; and delivering services directly.

Most of the activities in our study sample were judged successful by both academic and community participants. Some of these have been successfully completed, but the largest share are ongoing. The activities that seem to pose the greatest challenges for colleges and universities (and that experience the highest rate of failure) are those that require faculty (and sometimes students) to perform entrepreneurial roles such as consultant or organizational capacity builder.

Partnerships

In a partnership two or more parties make a commitment to invest resources in joint pursuit of a mutually beneficial end. By implication, each party to a partnership has something at stake — a contributed asset, whether money, expertise, time, data, or reputation — for which they expect some benefit in return. Academic institutions and CBOs possess and contribute very different assets, and may benefit in different ways from their joint pursuit of new, shared outcomes.

The demands placed on campus-community partnerships and the functions they need to perform depend in part upon the types of activities they undertake. Key factors include the level of technical expertise required to carry out an activity effectively and the extent of resident participation required for success. Activities that require a high level of technical expertise as well as ongoing engagement with community residents demand more durable and sustained

partnership relationships than activities that rely on more generalized knowledge and involve relatively little day-to-day interaction with community residents. The more challenging the activity, the more negotiation among the parties is likely to be required and the more important it becomes for the partners to remain actively engaged.

In addition to campus-community partnerships that are formed to carry out particular activities, about half the sites in our sample have built longer-term relationships with community organizations to plan, implement, and monitor multiple activities over time. These “umbrella partnerships” provide a framework for sharing information, airing diverse viewpoints, generating fresh ideas, identifying and solving problems, establishing shared priorities, and so forth. Whether formal or informal, strong umbrella partnerships are ones in which university and community representatives both have meaningful influence on decisions taken, and are committed to sustained engagement.

Partnerships entail challenges and risks. Three types of factors appear to influence the degree to which campus-community partnerships manage these well enough to meet the expectations of the partners: features of the activity undertaken (including how difficult it is to perform well); features of the partners (including their capacity and readiness to engage); and features of the relationship between the partners (including the number of partners and the complexity of the relationships among them).

Successful partnership performance depends centrally on the organizational capacity of the partners, i.e., their ability actually to deliver capably on the commitments they make to one another. This includes their ability to bring necessary resources (money, skills, etc.) to the table, but also includes their ability to negotiate and problem-solve together. The risk that partners will not be able to perform as expected seems to be minimized when the demands made by the partnership are most consistent with the organizations' core activities, i.e., when the community partners stay "on mission" and the college or university's contributions are linked to its core teaching functions or draw on established faculty expertise. An on-going issue for academic institutions is the tension inherent in the choice of community partners; outreach activities are more likely to be successful if conducted with strong community partners, but building the capacity of community organizations is a core strategy to strengthening community capacity.

A common early partnership challenge is clarifying what each participant can and cannot deliver. Two aspects of academic institutions are often sources of community misunderstanding. First, although colleges and universities appear wealthy from the community perspective, they typically do not have discretionary funds to finance community projects. Second, an academic institution is not monolithic; the activities of various units are rarely

coordinated, and the unit engaged in partnership may have no control (or even knowledge) of activities conducted by other units that can be disruptive to the partnership. Correspondingly, academics may misunderstand or misinterpret important attributes of their community partners, such as limits to their organizational capacity or political divisions they must navigate within the community.

As such issues are clarified and activities progress, both campus and community partners can significantly improve their partnership skills. Successful activities help to build trust, mutual confidence and (sometimes) capacity. They also increase the partners' ability to attract outside resources. Early successes are especially valuable in nurturing new partnership efforts, while unsuccessful activities can derail budding relationships. However, unsuccessful activities need not do long-term damage *if* the partners honestly and respectfully diagnose problems and acknowledge mistakes. The sample includes several examples of grantees that worked through major disappointments in ways that ultimately strengthened their partnerships.

Institutionalization

Institutionalization of community outreach—so that this approach becomes self-sustaining—poses a variety of challenges. We identified four principal ones: mobilizing a reliable stream of scarce resources; changing academic traditions; expanding the capacity of the university to be a responsive and responsible partner; and addressing any limits on the capacity of the community partner(s).

The COPC grantees we studied used a variety of administrative, academic and organizational approaches to move toward institutionalization, and often used multiple approaches. Common strategies included providing strong executive leadership, integrating community outreach into the curriculum, providing incentives and assistance to faculty in support of curriculum development and applied research, and strengthening the administrative infrastructure for outreach. Establishing a center as a focus for community outreach commonly accompanied one or more of these approaches.

As a group, the sample COPC grantees have community outreach and partnership efforts that are relatively institutionalized. In part, this reflects the selection criteria used both by the COPC program and this study. Nevertheless, the sample grantees range from those that exhibit a high overall level of integration of community engagement in academic and administrative practices and policies, to those that have more limited resources and are typically dependent on individual faculty members to continue their outreach work.

Drawing on the literature and our own analysis, we used 14 indicators to disaggregate and analyze the extent of institutionalization of community engagement within each institution.

Many grantees rank high on five of the 14 indicators: executive leadership, budget, publicity, faculty involvement and external fundraising; these seem to be organizational dimensions over which sponsors of outreach within the academic community have gained some influence or control. On the other hand, many of the sampled institutions rank relatively low on four other indicators: mission; hiring, promotion and tenure; community involvement; and policy. Most notably, very few schools have altered fundamentally the promotion and tenure guidelines to reward faculty for community outreach. These factors seem to be widespread impediments to further institutionalization of outreach.

The colleges and universities that have most fully institutionalized community outreach have been engaged in community outreach for a long time. However, three features (in addition to sustained effort) distinguish them: strong leadership for engagement at many levels of the institution; a center that coordinates outreach activities, helps monitor quality, assumes important responsibility for raising funds, assists faculty, and is seen by the community as the point of contact with the university that has some power to make things happen; and significant dedicated outside funding to support outreach. This funding comes from numerous sources, but regardless of the source of the funds, the central facts are that the institution has cultivated the capacity to generate a reliable stream of funds over time, and that this organizational capacity is consistently used to support community engagement (rather than being diverted to other purposes). At the other end of the spectrum, lack of resources seriously limits the ability to institutionalize partnerships and outreach. Activities that rely primarily on staff, consultants or adjunct faculty contribute less to institutionalization than those that rely on core faculty.

How an academic institution envisions community engagement and what it is trying to accomplish with these activities have a major impact on the level of effort and resources that are demanded, and therefore the ability of the college or university to institutionalize the process. In what appears to be the most ambitious approach, the academic institution defines its role in community engagement as undertaking strategic community revitalization with specific neighborhood(s) through reciprocal, enduring, and diverse partnerships. This approach requires sustained leadership, resources, and coordination to accomplish. Few institutions are likely to have access to the depth of resources that are required to achieve this degree of integration of community partnerships.

Many more institutions seem to have the potential to adopt an alternative approach that is more limited but nonetheless offers real benefits to both campus and community participants. In this approach, a college or university may define its role in outreach as being open to the community, available to help where needed, involved in a series of relationships with a variety of community groups and individuals, but without the perceived need (by any of the parties) to

connect these efforts to an overall neighborhood strategy. Under this approach, the academic institution may provide quality services and help to solve community problems. Pursuing this approach may push the institution to develop greater contact with the community than in the past, to adopt changes in its curriculum and teaching methods, and to make other changes that would institutionalize some aspects of community outreach. But this approach requires fewer outside resources, outreach may be less of a priority for senior leadership, and the college or university may engage with the community through a variety of individual, episodic or discrete activities that are useful but not necessarily connected with one another. We found this approach to community outreach more common among the COPC grantees in this sample.

Given the substantial leadership, organizational and funding requirements of the most strategic partnership relationships, and the scarcity of institutional and philanthropic resources that many colleges and universities face, it may be more realistic and appropriate to assist academic institutions to become more “open” to the community. This approach would be applicable to a broader range of institutions—including those located near communities with more modest problems and concerns than those that sample COPC grantees have targeted for sustained assistance.

1. INTRODUCTION

In 1994, the U.S. Department of Housing and Urban Development (HUD) launched the Community Outreach Partnership Center (COPC) program to foster and support collaborations between institutions of higher education and their communities. Although other Departmental programs and activities share this objective, COPC is HUD's primary vehicle for engaging colleges and universities in the process of community development.

HUD commissioned the Urban Institute (UI) to review the experience of a sample of early COPC grantees and to use that experience to distill lessons about two broad questions: How can institutions of higher education become more effective contributors to the well-being of communities, and what can supporters of this work do to encourage and assist them? This report, based on the experience of 25 COPC grantees and their partners, presents the results of that review and analysis.

1.1 The Potential of University-Community Partnerships

In establishing the COPC program, HUD hoped to encourage institutions of higher education to commit their intellectual, economic and human resources to the hard work of community change, through such activities as research, outreach and the exchange of information. The Department's investments in the program build on, and contribute to, at least two broad social and political trends.

First, over the past 20 years, public/private partnerships have become a central feature of community development.[1] This growing reliance on partnerships has been part of a much broader policy shift that emphasizes collaboratives of various kinds in addressing complex public problems. The federal Empowerment Zone and Enterprise Community program exemplifies this approach as pursued by the public sector.[2] An expanding group of philanthropically sponsored efforts to stimulate community renewal in poor neighborhoods—collectively referred to as comprehensive community initiatives (CCIs)—are privately-led efforts

[1] See, for example, Walker, Christopher and Mark Weinheimer. *Community Development in the 1990s*. The Urban Institute, 1998; and Vidal, Avis C. *Rebuilding Communities: A National Study of Urban Community Development Corporations*. Community Development Research Center, New School for Social Research, 1992.

[2] *Building Communities: Together; Guidebook for Community-Based Strategic Planning for Empowerment Zones and Enterprise Communities*. The President's Community Enterprise Board, U.S. Department of Housing and Urban Development, 1994.

seeking similar objectives.[3] Most such collaboratives, regardless of initial sponsorship, include both public and private participants. One goal of the COPC program is to encourage greater participation in such collaborations by colleges and universities.

Second, a relatively small (but growing) number of academic institutions have gained visibility and recognition for making significant contributions to nearby neighborhoods by engaging in those communities in a concentrated way.[4] These institutions have demonstrated that colleges and universities can play many roles in community development, as real estate developers, service providers, employers, researchers, and sources of skilled labor. They can also mobilize support for development activities, develop public service projects and instructional programs, and collaborate with other institutions to further community goals.

Early, tangible results of such efforts show promise of yielding a sustained stream of benefits. They have generated optimism that the abundant resources of more institutions of higher education can be brought to bear effectively on challenging urban issues. Key to making this happen is developing truly collaborative efforts—efforts in which colleges and universities are not outsiders walling the community out, but become assets that are part of the community and that contribute to its improvement. In this sense, partnerships between academic institutions and communities fit well into current community building approaches that emphasize "asset-based" strategies and resident engagement.[5]

Colleges and universities have valuable assets to offer community partners in their efforts to revitalize neighborhoods. They bring substantial intellectual, technical and technological resources to community problem solving. They play significant economic roles in their metropolitan areas—hiring staff in many occupations, purchasing a wide array of goods and services, and often attracting students who (collectively) also have considerable purchasing power. Harnessing even a portion of this economic activity for the community can bring substantial benefits to neighborhood businesses and residents. And academic institutions are

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[3] See, for example, Kubisch, Anne C., Carol H. Weiss, Lisbeth B. Schorr and James P. Connell, "Introduction" in James P. Connell, Anne C. Kubisch, Lisbeth B. Schorr and Carol H. Weiss, *New Approaches to Evaluating Community Initiatives: Concepts, Methods, and Contexts*. The Aspen Institute, Roundtable on Comprehensive Community Initiatives for Children and Families, 1995; and Chaskin, Robert and Prudence Brown, "Theories of Neighborhood Change," in Rebecca Stone, ed., *Core Issues in Comprehensive Community-Building Initiatives*. Chapin Hall Center for Children at the University of Chicago, 1996.

[4] For example, see Michael Marriott, "Taking Education Beyond the Classroom," *The New York Times Education Life Supplement*, August 4, 1996, which spotlights the community outreach work of the University of Louisville.

[5] See, for example, Kretzmann, John P. and John L. McKnight. 1993. *Building Communities from the Inside Out: A Path Toward Finding and Mobilizing Community Assets.* Evanston, Ill.: Northwest University Press.

places of innovation and experimentation that help to transfer and apply new knowledge and technology.

Colleges and universities have been motivated to take a more active role in urban development and community renewal for a variety of reasons. As place-based institutions with major investments and physical assets in cities, they have a strong self-interest in improving the quality of life in their surroundings, both to assure the security and safety of their students and staff, and to continue to attract students and faculty to their facilities. Academic institutions are also recipients of significant public funding: tax revenues provide support for scholarships and student tuition even at private institutions, which also have nonprofit status that exempts them from most property taxes. With the high level of public support for both public and private educational institutions, some have argued that academic institutions have an obligation to make a contribution to the social welfare of their communities.

These traditional motivations have been supplemented by others that have gradually been gaining increased visibility and influence. Today, many colleges and universities face greater competition for students than they did a decade ago; this is particularly the case for public four-year colleges seeking to recruit entry-level students in places where expanding community college systems provide a lower-cost (and sometimes more flexible) alternative. Moreover, student populations are changing and have become more diverse in age, race, and interests. In response, educational institutions are adapting their curricula and programs in various ways, including giving greater emphasis and visibility to community outreach, to meet the educational interests and needs of new student groups.[6] Colleges and universities are offering service learning and action research opportunities for students and faculty in greater numbers, providing new opportunities for them to strengthen their work by linking theory and practice, and building a stronger sense of civic responsibility.[7] And funding opportunities that stimulate interest in such efforts have increased, as well, although few provide sustained financial support.[8] The field research on which this report is based found examples of both the traditional and more recent motivations.

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[6] Wiewel, Wim and David Broski. "University Involvement in the Community: Developing a Partnership Model" in *Renaissance.* vol. 1,1.

[7] Harkavy, Ira. 1996. *Service Learning as a Vehicle for Revitalization of Education Institutions and Urban Communities.* www.upenn.edu/ccp/bibliography/service_learning.html.

[8] Other university partnership programs that have attempted to achieve some of the same goals as does the COPC program include the Department of Agriculture's Cooperative Extension Program, the Department of Health and Human Services Office of Community Services' initiative with Historically Black Colleges and Universities (HBCUs), the Kellogg Foundation's Community-University Partnership initiative, the Fannie Mae Foundation's University-Community Partnership Initiative, the Department of Education's Urban Community Service Grants (no longer funded), and Seedco's HBCU Partnership program, among others.

Successful partnerships have to serve the interests of all parties, and herein lies a central program challenge. Effective university-community partnerships cannot be forged easily; they require mobilization of resources from diverse parties with overlapping, and sometimes conflicting, interests. Colleges and universities have not always enjoyed good relationships with their surrounding communities; some have contributed to neighborhood distress through their land acquisition and disposition policies. For their part, community residents and organizations have often found it difficult to overcome deep suspicion of the willingness or ability of "academics" to contribute to meaningful community change. And there is often a "disconnect" between what partners can actually bring to a collaboration and what others expect or want of them. Community residents commonly see the academic institution as wealthy, and can be disappointed at the institution's inability to contribute substantial funding for community improvement activities. Conversely, academic researchers (both faculty and students) have traditionally seen communities mainly as a source of data, whereas community residents voice resentment of being treated as an object of study—examined but otherwise ignored. Only if the parties can work through and past such issues, and strike a balance between their respective interests, needs and strengths, can joint efforts to change communities for the better be sustained.[9]

1.2 The Community Outreach Partnership Center (COPC) Program

The purpose of the COPC program is to create enduring partnerships between academic institutions and communities in order to build capacity for more effective responses to the needs and problems of distressed neighborhoods and to enhance the research and teaching capacity of participating colleges and universities. Solutions and programmatic responses that are formed in these partnerships are supposed to be tailored to meet unique local conditions, challenges and opportunities. As a result, the COPC program allows for great flexibility, and encourages local partners to undertake a broad array of activities.[10] COPC grant recipients may use their awards for a combination of outreach, technical assistance, information exchange, and research activities, matched by non-Federal sources, and conducted with the advice of community representatives.[11] Since 1994, HUD has invested approximately $45

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[9] Ferguson discusses in more detail the different types of trust—in one another's motives, competence, dependability and collegiality—that partners need to cultivate if their collaboration is to be effective and sustained. See Ronald L. Ferguson, "Conclusion: Social Science Research, Urban Problems, and Community Development Alliances," in Ronald F. Ferguson and William T. Dickens, eds. *Urban Problems and Community Development*. Washington, D.C.: The Brookings Institution Press, 1999.

[10] Victor Rubin, James J. Fleming, and Judith Innes. 1998. "Evaluating Community Outreach Centers as Complex Systems: In Search of the 'COPC Effect.'" *Metropolitan Universities,* vol. 8, no. 4:11-22.

[11] Community Outreach Partnership Centers Program. <http://www.oup.org/about/copc.html>

million in more than 100 colleges, universities and community colleges to help them pursue a range of activities aimed at improving urban neighborhoods through their COPCs.

1.2.1 Selection Criteria

In recognition of the unique needs and opportunities in each locality the COPC program is flexible and adaptable to local circumstances. Participants in the program engage in a wide variety of strategies and activities intended to benefit their communities. COPC grants provide seed funds to enable institutions of higher education to start or expand community-based partnerships. By requiring matching funds, the program leverages federal dollars and requires applicants to demonstrate local commitment to the partnership efforts. To sustain the partnership, grantees are expected to attract additional funding and gain support within their institutions and communities to become lasting vehicles for cooperation.

The COPC program aims to link institutions of higher learning with low-income communities in sustainable partnerships to pursue community revitalization. Accredited urban public or private nonprofit institutions of higher education granting two-year or four-year degrees are eligible to apply for the program, and successful applicants receive funding to form or enhance partnerships with communities.[12] In addition, the COPC program requires applicants to:

- Pursue outreach, technical assistance services, and information exchange activities that comprise of at least 75 percent of total project costs. Research activities are to be designed to address specific problems in the project area, and cannot exceed 25 percent of total project costs;
- Raise non-federal matching funds equal to at least 50 percent of the costs of proposed research activities and 25 percent of the cost of proposed outreach activities;
- Create a community advisory committee that will identify local needs and develop strategies to meet them;
- Undertake a set of activities that span at least three functional types; HUD's Office of University Partnerships (OUP), which administers the program, characterizes activities into nine functional categories: campus in the community; education (K-12); job training/micro-enterprise assistance; economic development; consolidated/strategic planning; affordable/public housing/fair housing; leadership and CBO capacity building; health, safety and environment; and information sharing/on-line databases; and

[12] Actual grants varied among grantees and across competitive rounds. Maximum award amounts were $580,000 in 1994, $500,000 in 1995, and $400,000 in subsequent rounds. Average amounts actually awarded, by funding cycle, are shown in Exhibit 1-1.

- Engage multiple academic units and a broad array of participants—students, faculty and campus leadership—in those activities.

To be successful, an applicant must show evidence that a genuine partnership is likely to develop between the college or university, neighborhood residents and neighborhood-based institutions.

1.2.2 Characteristics of Grantees

While these core features of the COPC program have remained central to its design, selected program policies and guidelines have been refined over time. Notably, the size of the grants has become smaller, while the grant period has been extended from two years to three years in recognition of the difficulty and time-consuming nature of the work the COPCs seek to do. The second application cycle encouraged formation of university consortia; later cycles, while permitting consortia, gave priority to the quality of applicant plans to institutionalize their COPC activities after the end of the HUD grant period. Most first and second round grantees have received follow-on "institutionalization" grants; later grantees were eligible for competitively-awarded New Directions Grants.

Despite these revisions to the selection criteria, the basic characteristics of award winners have remained quite stable over time (see Exhibit 1-1). In the aggregate, a substantial majority (77 percent) of COPC grantees are public institutions, and an even larger majority (81 percent) are universities. Universities have predominated in every annual cohort, and public institutions have been more numerous than private ones in every funding cycle except 1999. Most of the non-university grantees are private four-year colleges; two-year community colleges have won COPC awards in only three years, and in the aggregate they constitute only six percent of program grantees. Applicants typically asked for the maximum amount of funding the program would allow in that funding cycle, and winners in each year received very similar awards; the average award thus mirrors closely the ceiling the program set for each year's grants.

In particular, grantees that received awards during the first four funding cycles (the focus of this analysis) seem broadly similar to those selected in later rounds of competition. Earlier and later award winners are about equally likely to be public institutions (24 percent versus 22 percent), and to be either universities (81 versus 80 percent) or four-year colleges (14 percent versus 12 percent). The exception to this pattern is that consortia are concentrated in three of the first four cohorts, particularly in 1995, when the selection criteria created strong incentives for applicants to collaborate. Since consortia are so atypical of the overall COPC portfolio, this analysis focuses almost exclusively on non-consortia grantees.[13] Thus, there is no evidence to

[13] Sample selection for this analysis is discussed in greater detail later in this chapter.

suggest that lessons learned from the current analysis, which examines grantees from the early cohorts, will not apply to subsequent grantees—and, indeed, to many other university-community partnerships.

Exhibit 1-1: Characteristics of Lead COPC Grantees

	Percentage Private	Percentage Public	Percentage Universities	Percentage Four Year Colleges	Percentage Community Colleges	Percentage Consortium	Mean COPC Grant Amount	N
1994	36	64	86	14	0	21	$549,474	14
1995	21	79	100	0	0	64	$499,997	14
1996	33	67	73	13	13	0	$393,753	15
1997	6	94	69	25	6	6	$398,441	16
Subtotal	24	76	81	14	5		$460,416	
1998	0	100	88	12	0	0	$388,318	17
1999	56	44	81	19	0	0	$399,656	7
2000	12	88	71	6	24	0	$391,084	15
Subtotal	22	78	80	12	8		$393,019	
TOTAL	23	77	81	13	6	12		97

Note: These figures characterize the institutions to which HUD made direct grants; for grants awarded to consortia, the percentages reflect the characteristics of the lead educational institution.

1.3 Learning from COPC Participants

This report presents and analyzes qualitative information about selected COPC grantees and their community partners. COPC participants provide an excellent source of information and insight about the requisites and dynamics of university-community partnerships. The COPC program encourages breadth in both the types of activities undertaken and the number and types of academic units that become engaged. Looking at their activities yields interesting portraits of the range of possible community outreach activities, community partners, and partnership forms. And many grantee institutions have a history of community outreach that predates the COPC program and extends beyond the activities the program supports financially; examination of their experiences with their communities can shed light on the potential of the program and on the potential of these partnerships as they work over time.

The central purpose of the report is to examine the answers to three core questions:

- Has the COPC program helped academic institutions broaden their community outreach activities?

- What kinds of partnerships have academic institutions forged with their communities, and to what end?
- How, and to what extent, have colleges and universities institutionalized their community outreach and partnership activities?[14]

The data collection and analysis were grounded both in an analytical framework developed from the authors' experiences analyzing numerous types of partnerships intended to strengthen communities and in the growing literature on university-community engagement. They were guided by an Advisory Group comprised of individuals with varied types of experience with academic engagement in communities. It included Eugene Grigsby, University of California at Los Angeles; Stephanie Jennings, Fannie Mae Foundation; Dennis Keating, Cleveland State University; Edwin Melendez, New School University; Art Naparstek, Case Western Reserve University; Ernie Osborne, Seedco; and Sandra Newman, Johns Hopkins University. This group reviewed the research design and attended a one-day meeting to provide feedback and advice on the sampling strategy prior to the data collection.[15]

1.3.1 Site Selection

This research is not a traditional program impact analysis, but an effort to tease out lessons that can be used—by current and prospective partnership participants, HUD, and other funders considering sponsoring university-community partnerships—to strengthen university-community partnerships and programs that support them, particularly COPC. Given this goal, the analysis employs *a purposive (rather than a random)* sample.

We had three objectives in selecting sites. First, we wanted sites that had been working on their COPC-funded activities for a long enough period that we could reasonably expect them to have made some observable progress. Hence we limited the sample to sites that had received funding during one of the first four funding cycles (1994-1997). Second, we wanted the sample to be broadly representative of the types of institutions that had received awards during this period. Since the program selection criteria had changed somewhat from year to year, this meant that we also wanted a sample that provided good representation across the

[14] Note that, mirroring the COPC program itself, this analysis focuses on “community outreach,” which is only a portion of the much broader set of university activities that can be characterized as "engagement in public affairs and problem solving" or "contributing to the broader society" in ways that go beyond traditional teaching and research.

[15] The authors are grateful to the members of the Advisory Group for their contributions, but absolve them from responsibility for any errors in the final product.

four funding cycles.[16] Finally, we wanted to examine a wide variety of grantees that had been at least moderately successful so that we could draw broad lessons about how to create effective university-based partnerships.

The rationale for emphasizing relatively successful sites was that they presumably have the most to teach us about "what works." Specifically, we wanted to include sites that would (a) exemplify the various ways in which COPCs can demonstrate quality performance, and (b) illustrate how common problems, such as bridging the differences among various parts of the academic institution or obtaining and sustaining meaningful community engagement, can be effectively addressed. Community development and building strong relationships among diverse organizations are both difficult tasks. Early discussions with OUP staff about individual sites made it clear that even some of the most successful COPCs have experienced some real challenges along the way; moderately successful COPCs have often experienced more difficulties. Hence, we expected that the experience of relatively successful grantees would provide adequate examples of the kinds of problems COPCs commonly encounter, as well as a mix of problem resolutions—some successful, some unsuccessful, some difficult but workable. This approach seemed likely to yield more valuable information than would visits to sites where little had been accomplished; in such cases, so many things have typically gone wrong that it is very difficult to gauge their relative influence. However, we did not simply "pick the winners." We included some sites because they illustrated particularly interesting problems, and we certainly did not include all the sites that might be considered successful.

We used three types of information to select the sample. First, we met with the then-current OUP staff members and asked them to identify sites they thought were particularly interesting for some reason and to discuss what each site might contribute to learning about partnerships. Second, we asked then-current and former OUP staff (knowledgeable about a broad cross-section of COPC program participants) to rate each grantee from the first four funding cycles on each of four items: previous history of university-community cooperation, estimated community impact, amount of payoff from the federal investment ("bang-for-the-buck"), and projected sustainability of the COPC partnership. Third, we conducted a Program Review (discussed in more detail below) that extracted basic information about each grantee,

[16] However, the program guidelines in 1995 provided incentives for universities to collaborate with one another to form consortia. Subsequently, OUP staff concluded that this was not a good idea, and the incentives were dropped. Funding cycles other than 1995 included very few consortia (presumably because adding university grantees spreads the COPC grant money more widely and makes the already challenging task of forming partnerships with communities even more difficult). Since consortia were therefore unlikely to yield uniquely-useful lessons applicable to future funding cycles, and since they would require longer, more expensive site visits to analyze adequately, we included consortia only when they promised to provide insight into topics of particular interest to HUD, e.g. the special challenges faced by two-year community colleges in accessing the COPC program.

including information about factors that might be used to assess the representativeness of the sample, from OUP's program files.

Exhibit 1-2: COPC Grantees that Received Core Site Visits	
DePaul University	University of Illinois at Chicago
Duquesne University	University of Illinois at Urbana-Champaign
Howard University	University of Massachusetts at Lowell
Hunter College	University of Michigan at Flint
Portland State University	University of Missouri at Kansas City
Pratt Institute	University of Pennsylvania
San Jose State University	University of Rhode Island
Santa Ana College	University of San Diego
Texas A&M University	University of Texas, Pan American
Trinity College	University of Wisconsin at Milwaukee
University of California at Los Angeles	Virginia Commonwealth University
University of California at San Diego	Yale University
University of Delaware	

The core of the sample of 25 sites includes a group of grantees that staff agreed were successful from various points of view. To this group we added sites that would (a) provide interesting examples of overcoming common and important problems, such as building relationships with communities located at some distance from the campus, and (b) make the sample more representative of the universe of 1994-1997 grantees. The COPC grantees that received site visits are shown in Exhibit 1-2.

1.3.2 Characteristics of Study Sites

The group of 25 study sites matches reasonably well the profile of all 1994-1997 grantees on a range of readily observable characteristics hypothesized to have an effect on COPC performance and sustainability (see Exhibit 1-3). The group somewhat under-represents four-year colleges (vs universities), public institutions, and consortia (these latter, by design). Of the private institutions, three have religious affiliations and one is an historically black university. The group includes one two-year community college (Santa Ana College).

Exhibit 1-3: Characteristics of Lead COPC Grantees — Study Sites versus All Grantees in First Four Funding Cycles

Characteristic	All Grantees, 1994-1997	Study Sites
Type of grantee		
Consortium	20%	8%
University	81	88
Four-Year College	14	8
Community College	5	4
Type of Lead Institution		
Public	76	64
Private	24	36
Funding Cycle		
1994	24	32
1995	24	16
1996	25	28
1997	27	24
Estimated Leveraged Dollars (from Grant Application)		
Above Median ($475,000)	51	42
Below Median	49	58

Note: Institutions that were part of consortia are reported twice: first to indicate their presence in a consortium, then again to indicate the type of institution.

The study sites are almost evenly balanced between grantees funded in the first two funding cycles and those funded in cycles three and four. This is an issue because the COPC program has evolved over time. Since its establishment, the grant size, the length of the grant period (and hence the amount of grant funds available per year), and the selection criteria all changed during the program funding rounds covered by this analysis. Sites with the longest track record (particularly those that no longer receive COPC support) are likely to provide the most reliable evidence about the sustainability and institutionalization of partnerships. On the other hand, COPCs in the more recent funding rounds best reflect the current guidelines (which have remained fairly stable since 1997), so those grantees and their partnerships are presumably more like institutions likely to receive support in future funding rounds. The under-representation of grantees from the 1995 funding cycle is a direct result of the large number of consortia funded in that cycle (because the 1995 grantee selection factors advantaged consortia, which we generally excluded from the sample.

The amount of money the grantees expected to leverage with their HUD grant was intended to serves as a rough proxy for the size of the program, which was assumed to affect

the scale of outcomes grantees could reasonably be expected to achieve. Hence, the group is spread across the full distribution of this indicator of scale, although somewhat less than half of the sites are above the overall median (about $475,000) while somewhat more than half are below it. However, this proxy did not prove to be very useful; the composition of leveraged resources varies considerably, and their effect is overshadowed by other factors such as the extent of the grantees' community outreach experience.

The group has good regional balance, which is a rough proxy for the general strength of the nonprofit sector and may therefore be one indicator of the likely strength of community partners.[17] It includes eight sites in the Northeast, six in the Midwest, five in the South, and six in the West.

Finally, the group includes as many examples of two specific characteristics of particular interest to OUP as is feasible given the large number of factors that the sample selection process tried to take into account. Specifically, it includes three community colleges (only one of which was a lead grantee), three grantees that are working with communities quite distant from the campus (e.g., the *colonias* in the Rio Grande Valley), and numerous others that are working with non-adjacent communities (e.g., University of Rhode Island and Hunter College).

1.3.3 Three Phases of Data Collection

Data were collected and analyzed in three waves, designated as the Program Review, Core Site Visits, and Follow-up Site Visits.

The Program Review assembled basic information about all COPC grantees that received their awards during the program's first four rounds of competition (1994-1997). The research team retrieved this information from grantee applications contained in program files maintained by HUD's Office of University Partnerships. The Program Review had two purposes: to inform the selection (discussed earlier) of the 25 COPCs that would receive site visits, and to enable the research team to put the sites selected for study into the context of the broader COPC program.

Individual senior research team members made two-day Core Site Visits to each of the sites selected during the Program Review. At each site, they conducted semi-structured interviews with a variety of key informants, focusing most intensively on (1) the core group of faculty and staff directly involved in COPC and (2) leaders of neighborhood organizations and

[17] Many parts of the nonprofit sector are strongest in the Northeast and the West and weakest in the South; this is certainly true for the community development field, and, as discussed in Chapter 2, many COPC activities address community development. For a regional analysis of the relative strength of community-based development organizations in meetings the housing needs of their poverty populations, see Christopher Walker, "Nonprofit Housing Development: Status, Trends, and Prospects," *Housing Policy Debate,* vol. 4, no. 3, 1993, p. 381.

other partners (e.g., staff of local public schools or city community development agencies). Site visitors drew the names of some interview candidates from OUP grantee files; local COPC program directors or administrators offered additional suggestions and the final list was determined jointly. The local site contact person had the latitude to set up individual or small group interviews as they thought appropriate, so the detailed format of the visits varied considerably—but one-hour, one-on-one interviews were the most common venue, and most grantees tried to spotlight as much of their program as possible in the time available. In general, local contacts had the greatest difficulty setting up interviews with community members, especially residents who serve their communities as volunteers and are at work during standard business hours.

These interviews sought information about the background and context for the local COPC program, the partnerships formed, the performance of the activities conducted, and participants' views about the factors that contributed to the likely sustainability of the partnerships and outreach activities. (The specific research questions each site visitor was expected to answer are presented in Appendix A.) In addition, site visitors collected a variety of program materials, such as research reports, publications, outreach materials, and program reviews, and typically visited a selection of COPC-funded activities and projects.

Although the interviews centered around activities and relationships that received direct support from the COPC program, they also surfaced a variety of information about related activities; these include both community partnerships and programs that predated the COPC program and helped to establish the foundation for COPC-funded activities, and new partnerships and activities that are, at least in part, outgrowths of COPC-funded activities. The report draws on information about *all* the relationships and activities about which the team obtained information, *not* just those funded by the COPC program—with the explicit recognition that the completeness of the information about non-COPC activities varies considerably from site to site. Some colleges and universities are engaged in much more community outreach activity than the research team could possibly document in a two-day visit, so the profiles presented in the body of the report do not necessarily capture the full picture of what the institutions studied are doing in their communities. However, extending the purview of the research beyond COPC-funded activities is the only way to gain insight into such important issues as the influence of institutional context, the impact of prior activity (or lack of it) on the process of forming and expanding complex relationships, and the potential fruits of COPC-like efforts.

Based on a detailed analysis of the information collected during the initial 25 site visits, individual senior research team members made an additional, follow-up site visit to each of six COPC sites. While the first visits cast a very broad net, the follow-up visits honed in on two topics of high priority to HUD: the nature of the partnership relationship, with particular attention to the perspective of the community partners, and the ways in which COPC grantees were (or

were not) moving toward institutionalizing community outreach. This phase of data collection also included selected follow-up telephone interviews to fill in missing information from other sites. Follow-up data collection emphasized rounding out the community perspective on the program (since interviews with an array of community members were often difficult to obtain in the initial site visits), but also sought to obtain factual details about particular activities that were missing from the site reports.

1.4 Analysis Strategy and Overview of the Report

The analysis strategy mirrors the structure of the program itself. A core goal of the COPC program is to induce and support colleges and universities to undertake activities that will benefit the community. The program requires grantee institutions to undertake a variety of activities, but allows them the latitude to select and structure those activities in ways that take advantage of the strengths of the institution and the desires of the community. These activities lead to the most visible and direct outcomes in the community. However, the COPC program is much more than the activities it funds. The program requires grantees to implement their activities in partnership with the community, and to do so in ways that engage the energies of many different academic units and members of the college or university. Because the activities are numerous and varied, most grantees institutions have entered into multiple partnership relationships with community-based organizations.

The data analysis strategy reflects this structure by focusing in turn on activities, partnerships, and the grantee institutions themselves. Activities can be thought of as the product of community-university partnerships—that, if well chosen and implemented, will contribute to building mutually respectful and productive relationships. Taking the individual activity as the unit of analysis, we examine the activities of COPC participants from a variety of perspectives. These include the kinds of academic units (departments, centers, divisions) and community partners that engage in the activities, who benefits from them, and how COPC-funded activities have progressed to date.

Chapter 2 presents the results of this analysis. It describes why and how the colleges and universities in our sample have attempted to realize the COPC vision—to become engaged and responsive to the needs of the surrounding community and to support community involvement by multiple parts of the academic institution at multiple levels (students, faculty and administrators). The chapter begins by briefly summarizing the origins of community outreach at our sampled institutions and then provides a basic overview of the range of community outreach activities being undertaken. More specifically, the information and analysis presented here address four basic sets of questions about academic institutions' community outreach activities:

- Who and what first motivated these colleges and universities to open their doors to the community?
- What community outreach activities are they implementing today and who is responsible for performing the activities from both the academic institution and community side?
- Who is benefiting from these activities and how?
- To what extent are community outreach activities perceived as successful and how many are being continued?

This basic descriptive background provides a starting point for analysis of the role of partnership relationships in community outreach (Chapter 3) and the challenges colleges and universities face as they try to sustain and institutionalize their community outreach efforts.

Although partnerships take many different forms, it is helpful to think of them in terms of a commitment among multiple parties to invest resources in pursuit of mutually beneficial ends. Each party to a partnership has something at stake—a contributed asset, whether money, expertise, or reputation—for which they expect some benefit in return. But the contributions and benefits that academic partners contribute and receive are different from those contributed and received by community partners. Moreover, both academic institutions and communities are internally complex. Practically, this means that departments or centers within a college or university and community leaders or organizations within communities must balance the demands of their relationship with each other with the demands placed on them by their respective institutions or constituencies. Thus, the essential function of partnership is inter-mediation—the accumulation and investment of human and financial assets from multiple parties to produce returns that no single investor could achieve on his or her own.

Chapter 3 focuses on the characteristics and experience of partnerships formed between academic institutions and community organizations in our study sites. It explores the partnership resources required by different clusters of activities, and explores how the key features of the activities may influence the function and duration of the partnerships that conduct them. In addition, it describes partnerships that extend beyond a discreet set of activities to plan and carry out a portfolio of evolving activities over the longer term, and analyzes factors that enable partnerships to meet the expectations of the partners. In so doing, it addresses the following questions:

- What do partnerships contribute to the successful performance of outreach activities, and what benefits do the respective parties derive from their participation?
- How do the forms and functions of partnerships vary across different types of community outreach activities?

- What does it take to make partnerships work well for all of the parties involved? How do the parties resolve the challenges they face?

Activities that yield the kinds of benefits participants expect, while making demands on their organizations that they find both reasonable and manageable, in the context of a positive relationships, generate the impetus to sustain both the activities and the partnerships. From the college or university's perspective, sustaining those activities and the collaborative manner in which they are conducted—and doing so in a way that makes them dependably available—requires institutionalization. While this can be done (at least up to a point) within one or a small number of academic units, institutionalizing *university* outreach and community partnerships implies a broader commitment and hence more widespread institutional change. Hence the final element of the analysis aggregates up to the level of the academic institution to focus on the COPC grantees.

The findings of this analysis are presented in two parts. Chapter 4 addresses two principal questions:

- What challenges do colleges and universities face in their efforts to institutionalize community outreach and partnerships?
- What strategies have COPC grantees used to address those challenges?

In the process of examining these questions, it presents a working definition of institutionalization. It also considers broadly the role that the COPC program has played in helping the grantees move toward institutionalization.

Chapter 5 then assesses the extent to which the sampled grantees have actually institutionalized community outreach to date. It addresses the question:

- What progress toward institutionalization of community outreach have the sampled academic institutions made?

Drawing on both the literature and our analysis, the chapter begins by developing a matrix of indicators of the degree of institutionalization along each of 14 dimensions of colleges and universities as organizations. These indicators are used to describe the various levels of institutionalization observed among various clusters of the academic institutions in our sample. It identifies the domains in which COPC participants have made the most progress toward institutionalization, as well as dimensions of the organization that COPC participants have found most difficult to change. Drawing on the experience of the COPC grantee sample, it concludes by presenting a series of lessons about what institutionalization of community outreach seems to require and how it can be facilitated.

The report concludes with Chapter 6, which looks across the three core analyses to address the policy questions posed at the beginning of this chapter:

- What lessons have we learned about how institutions of higher education can become more effective in working with and strengthening their communities? and
- How they can best be supported in that endeavor?

It summarizes and draws out some of the implications of the findings of the empirical chapters, but also reflects more broadly on the question of what can realistically be expected of different types of academic institutions, and on the role of the COPC program.

2. COMMUNITY OUTREACH – ORIGINS AND ACTIVITIES

This chapter describes why and how the colleges and universities in our sample have attempted to realize the COPC vision—to become engaged and responsive to the needs of the surrounding community, and to support community involvement by students, faculty and administrators. The chapter begins by briefly summarizing the origins of community outreach at our sampled institutions, and then provides a basic overview of the range of community outreach activities being undertaken. More specifically, the information and analysis presented here address four basic sets of questions about academic institutions' community outreach activities:

- Who and what first motivated these institutions to open their doors to the community?
- What community outreach activities are they implementing today and who is responsible for performing the activities on behalf of the college or university and the community?
- Who is benefiting from these activities and how?
- And finally, to what extent are community outreach activities perceived as successful and how many are being continued?

This basic descriptive background provides a starting point for analyses of the role of partnership relationships in community outreach (Chapter 3) and the challenges academic institutions face as they try to sustain and institutionalize their community outreach efforts (Chapters 4 and 5).

2.1 Motivation for Institutional Involvement in Communities

In most of the universities in our sample, socially committed and strongly motivated faculty led initial outreach efforts. In several cases—Howard, Pratt Institute, and the Universities of Delaware, Illinois at Chicago (UIC), Illinois at Urbana-Champaign, and Pennsylvania—these faculty founded centers or projects that have helped institutionalize community outreach. An excellent example is the Pratt Institute Center for Community and Environmental Design (PICCED). Pratt faculty member Ron Shiffman received a grant from the Rockefeller Brothers Fund to start the Center in 1965; it has flourished for the 35 years since and has always emphasized planning and social justice advocacy, community control and building community capacity. Although Stephan Percy at University of Wisconsin at Milwaukee did not create the Center for Urban Initiatives and Research, he did dedicate it to the coordination of community-based research.

Faculty members at many academic institutions have been motivated to integrate community outreach into their teaching because they have found it to improve student learning. For example, the University of California at San Diego has built one of the top-ranked community pediatrics departments in the country. At UIC, the planning program has given consistent emphasis to applied work and courses that got students into the community and has become well-known for this approach. At Yale University, the professional schools of law, architecture and management all wanted their students to benefit from real-life applications of the theory taught in class.

While individual faculty members often sow the seeds of community involvement, it usually requires a senior university officer to promote its cultivation throughout the university. Sometimes this senior leadership comes from deans. For example, the dean at the University of Rhode Island created the Urban Field Center in 1972. But more often presidents or chancellors take the lead; in two-thirds of the institutions in our sample, these senior university officers played an important role in introducing, expanding, or institutionalizing community outreach.

At the University of Delaware, the president observed that the dean of Urban Affairs had developed an excellent record of community outreach and produced good will for the university. To extend this model of community outreach to other schools, he created a new college—merging two schools, three departments, and ten research and service centers—and appointed as dean the former dean of Urban Affairs. Similarly, the Center for Community Partnership at the University of Pennsylvania had been developing partnerships since it was originally founded by a faculty member within the School of Arts and Sciences. Once elevated by the president to a university-wide center, however, it helped further community engagement throughout the university as a whole.

The leadership at several institutions—DePaul, Howard, Hunter, Santa Ana, University of Missouri at Kansas City (UMKC), Virginia Commonwealth, and Yale—created university-wide centers to promote community outreach. At UMKC, the acting chancellor commissioned a set of task forces to help define the university's urban mission, partly through community outreach. Drawing on the results of these task forces, the new chancellor, who is committed to community outreach, recently established the Center for the City. Under the chancellor's leadership the University of Massachusetts at Lowell has sponsored more than thirty centers in which faculty apply their research.

At other institutions—Duquesne, Portland State, and the Universities of Michigan at Flint, Texas-Pan Am and Wisconsin at Milwaukee—the university leadership spearheaded community-based initiatives and/or supported faculty in applying for grants to support their community outreach work. For example, based on a long record of good work by the Great

Cities Institute at UIC (GCI), the chancellor secured ongoing funds from the state legislature to make support for GCI part of the university's core budget.

What prompts these senior university officers to support and invest in community outreach efforts? In some cases, they appear to be strongly influenced by their interpretation of their university's mission. In particular, institutions that are the urban extension of a state university system, or that have land grant or urban land grant designation typically see community outreach as central to their mission. The University of Massachusetts at Lowell, where the chancellor articulated a special mission of supporting the social and economic development of the Merrimac Valley Region is an example. Some of these institutions offer extension services for specific sectors (agricultural, nonprofit) and do not have a geographically-based outreach mission.

There are three other types of circumstances illustrated by our sample in which an institution's mission motivates community outreach. Howard University is an historically black university with an original mission to serve freed men and free men; DePaul University was named after St. Vincent DePaul, who was known for his lifelong service to the poor; and as a community college, Santa Ana College sees educating community residents and preparing them for college as a core part of its mission.

For some other colleges and universities, outreach to the surrounding community was originally prompted not by the institution's sense of mission but rather by concerns about neighborhood conditions. For the University of Pennsylvania this has meant extensive involvement with the West Philadelphia school system and with other major local nonprofit players since the 1980s. In addition, the current president—herself a West Philadelphia native—has introduced several university-funded efforts to support community development in West Philadelphia. Both Yale University and Trinity College are prestigious institutions located in cities experiencing decades of economic decline. Like Penn, they have devoted substantial resources to bring economic (and in the case of Trinity, cultural) development to neighboring communities. As a result their faculty and students will benefit from improved safety and neighborhood quality of life.

At public institutions, the university leadership may also be motivated by the priorities of political leadership in the state university system. For example, during the selection process for a new chancellor at the University of Illinois at Chicago, both the mayor and the governor made it clear that they preferred a chancellor who would make the university work for the benefit of the City of Chicago. At the University of Illinois at Urbana-Champaign, the initial impetus for their now well-established work in East St. Louis was a state representative threatening to hold up funds for the university unless it committed to doing some work in her district. Although the University of Texas-Pan Am was already heavily involved in community outreach, the University

of Texas system mandated that the campus establish an office that would oversee the work of its 18 different outreach programs. And Texas A&M University became involved with the *colonias* after national media coverage highlighted the third world living conditions in these border communities, causing the state legislature to turn to the university as a source of resources for solutions.

Sometimes the pressure for community involvement comes from next door rather than from the state capital. The presidents of two institutions in our sample—Howard University and Virginia Commonwealth University (VCU)—were approached by leaders of neighboring community associations to express dissatisfaction with the university's actions and demand that it do something different. The presidents at these universities assigned high-level, effective leaders to develop a plan on how to respond to the community's demands. They also promoted community outreach within the university and promoted the university's community outreach efforts to the world at large. Although community pressure was only one of several forces driving these universities toward community involvement, it was nevertheless influential.

Finally, academic institutions can sometimes be motivated by carrots as well as sticks. The president and dean of the University of Delaware have over time developed strong relationships with the state legislature and have been able to demonstrate the university's relevance to the legislature to gain support for state funding of its budget. One example is a direct funding line in the state budget for student internships with state government; the legislature and the state government see the internships as a boon to themselves as well as helping to develop students for public service careers. More unusual is the experience of the University of Michigan at Flint, to which the Charles Stewart Mott Foundation offered grant support as an incentive to encourage the Michigan state legislature to include the university in what became its initial major community work in the City of Flint.

2.2 Community Outreach Activities

The COPC program requires grantees to engage in multiple activities and in multiple types of activities—and they do. All the institutions in our sample engage in multiple policy areas. As discussed in Chapter 1, the number of different policy areas being pursued by individual institutions has fallen over time, in conjunction with a decline in the size of the average COPC award. Nevertheless, mounting a diversity of outreach activities is the norm.

Within our sample of 25 colleges and universities implementing COPC programs, we looked closely at activities that were fully or partially supported by COPC funding. We also captured information on some other community outreach activities, particularly if they were being implemented or organized by the same actors as the COPC-funded activities or if they represented significant initiatives. This makes it possible to explore some differences between

COPC and non-COPC activities.[1] The remainder of this section describes the community outreach activities undertaken by the sampled institutions, drawing from activity lists and descriptions provided by interview respondents during our site visits. Both COPC and non-COPC activities being carried out at the sampled institutions are included in this analysis. Not all respondents defined "activities" in the same way. For example, if a university is implementing three youth-serving activities with the same community partner, respondents may describe this as three separate activities—tutoring, summer programs, free lunches—or as one activity—improving the well-being of youth in the target neighborhood. We have tried to be faithful to how the grantees defined their activities, rather than combining or splitting up activities to achieve complete consistency across sites. As a result, this analysis focuses on broad patterns, not small differences among the activities.

Using the Office of University Partnership's policy categories as a point of departure, we developed eleven activity categories that correspond to the community's perspective of what services or expertise they are receiving from the university. Exhibit 2-1 provides examples of activities academic institutions have implemented in each of these categories.[2]

Exhibit 2-1: Examples of Community Outreach Activities from the Community's Perspective of Services or Expertise Provided

Activity Type	Examples of Engagement
Facilities	Investments in physical infrastructure, usually on land adjacent to the university but outside the traditional university boundaries, for joint or exclusive use by the community. Howard University developed 48 homes in LeDroit Park from houses that had been boarded up. The university began the redevelopment efforts with the most affordable homes because creating homeownership opportunities within the community and for university staff and city employees was a priority. Howard used the would-be profits to offer down payment and closing cost assistance. Other examples include constructing a library, a baseball stadium and an educational center, development of multi-family housing, and development of brownfields. Note that COPC funds cannot be used for construction activities.
Education (K-12)	Any activity concerning schools or school-age children that is of an academic nature. Academia del Pueblo, created under Santa Ana College's COPC, provided tutoring and homework assistance to children whose parents mostly do not speak English. The program also explained to the parents the kinds of homework the children have and encouraged them to ask to see the homework so they are sure it is really getting done. In order to accommodate more children, the program moved from the CBO to the local elementary school; the school received a grant from the Department of Education for its continuation. Other examples include tutoring programs; homework centers; math and science enrichment programs; artist residencies at schools; and sponsoring of schools.

[1] About one quarter of the activities for which we have complete information (65 out of 271 activities) were implemented without COPC funding.

[2] Note that four activities did not fit into any of these eleven categories.

Exhibit 2-1: Examples of Community Outreach Activities from the Community's Perspective of Services or Expertise Provided (continued)

Activity Type	Examples of Engagement
Life Skills Training	Training for youth or adults on how to function as a citizen. The University of Rhode Island's Child Opportunity Zone provides parenting training to low-income parents of children attending the local school. Other examples include training that provides homebuying information; English as a Second Language (ESL) classes; anti-violence/anti-gang efforts; family support centers and interventions designed to address domestic violence, conflict and high school dropping out; home care and maintenance; self-esteem workshops; leadership training; and summer mentoring programs for disadvantaged youth.
Workforce Development	Primarily training specific to a particular career (as opposed to ESL under Life Skills Training). It may also include the university's efforts to hire community residents. In the *Promotoras* program at Texas A&M, local service providers train public housing residents on the social services currently available to *colonia* residents. When they complete this training they become paid community health and service promoters, or *promotoras*, and go door to door, identifying community needs and promoting existing social programs. Local agencies then bring in the needed social services. Other examples include summer internship programs offered to neighborhood youth; minority training in environmental mediation jobs; counseling on job opportunities; training for would-be entrepreneurs; and a course to become a certified home childcare provider.
Economic Development	Typically endeavors by business schools to provide technical assistance to small business owners. Yale helped the Greater Dwight Development Corporation (GDDC) with its incorporation, development of a neighborhood plan and development of its projects—including a 76,000 square foot shopping center. The Yale Law School clinic provided research and also helped the GDDC in contract disputes with the private developer once the project was completed. Other examples include business mentoring; studies on local business markets; surveys of local businesses; work with business associations on marketing and feasibility studies.
Community Planning	Engaging the community in developing plans. Pratt facilitated a collaborative planning process with several community partners in the Red Hook neighborhood. This was the first comprehensive plan to go through the entire 197a planning process since NYC's Charter Reform in 1990. Work involved studio courses, research, forums in the community and even a competition at the American Institute of Architects in Brooklyn for designing live-work space. Other examples include planning for HOPE VI revitalization and landscape redesign.
Community Development Technical Assistance	A gamut of TA activities from capacity building for CBOs, to organizing structures for providing services. The Housing Capacity Building Program at the University of Delaware works to help place more low- and moderate-income people in affordable housing. It provides information for organizations on housing resources and programs and technical assistance to nonprofit housing organizations. In addition to training and TA, the program convenes seminars, conferences and policy sessions on affordable housing. Other examples include internships with CBOs or community development corporations (CDCs); organizing or capacity building for CBOs; research on housing or transportation needs; surveys of the community; and superblock initiatives.

Exhibit 2-1: Examples of Community Outreach Activities from the Community's Perspective of Services or Expertise Provided (continued)

Activity Type	Examples of Engagement
Community Development Training	Generally formal training opportunities offered on a regular basis, usually for members of CBOs. Portland State University created the Community Development Training Institute, which provides training to community persons and CBOs on topics including self-advocacy and community development. The program offers placements for the staff and board from the five CDCs in Northeast Portland and focuses on increasing their capacity to do commercial revitalization. Other examples include a certificate program for nonprofit employees; classes for CDCs; university courses opened up to practitioners; and leadership institutes for CBOs.
Community Service	In these activities the academic institution provides labor (students or non-faculty staff) and/or pays someone to provide non-technical services to the community. Virginia Commonwealth University police patrol a neighboring community and check in on elderly residents. Other examples include university courses with community service components; non-curricular but university-organized work weekends and community service clean-ups; and university funding of summer activities for children in the community.
Professional Services	These activities require some professional expertise, usually provided by pre-professional students. **Health:** UIC works with *Las Mujeres*, a CBO focused on providing social services to Hispanic women. UIC trained a group of women as health educators to become promoters of health within their community. Other examples include nursing staff support for local schools or interns for local hospitals; free medical screenings/exams at wellness clinics, health fairs or outreach campaigns; and health care promotion/illness prevention programs. **Social Work / Clinical Psychology:** The psychology clinical childcare program at VCU provides interns to Carver Elementary School, with increasing responsibility—from tutoring in their first year, to performing assessments in their second year, to counseling the children in their third year—as they progress in the program. Other examples include interns at local schools; an inventory of childcare needs; and evaluations of social work programs. **Legal:** Law students at the University of San Diego ran a legal clinic at the Bayside Community Center to help immigrant renters having disputes with their landlord. Other institutions offered legal clinics on economic development and community development; and provided legal technical assistance to CBOs on how to obtain nonprofit status.
Information Technology	Building IT systems or increasing capacity in the community to use IT. The University of Illinois at Urbana-Champaign (UI-UC) created East St. Louis Geographic Information Retrieval System (EGRETS) and an on-line warehouse of maps available to CBOs. This on-line data center introduces users to basic Geographic Information System (GIS) concepts and geographic data using East Saint Louis public data sources and data collected by UI-UC in response to requests by East St. Louis community organizations. Other examples include community asset mapping, creating GIS or neighborhood databases or informational clearinghouses; providing software training; and establishing computer centers.

Two of the eleven categories listed above account for a third of all the activities in our sample—community development technical assistance (20 percent) and life skills training (13 percent). One of every ten activities involved the provision of professional services, such as health, social work, clinical psychology, legal or engineering. Information technology also accounted for one out of every ten activities. Other common activity categories were economic development, community planning, workforce development, community development training and education (K-12).

Although many different activities occur with some frequency, five are widespread. Most of the sampled institutions delivered some form of community development technical assistance. Two thirds provided life skills training, and two thirds also had graduate students engaged in rendering professional services in the community. Finally, about three fifths of our sample institutions undertook information technology projects and participated in some type of economic development activity.

From the perspective of the university, an activity is defined not only by what benefits or services it delivers to the community, but also by the roles that students and faculty play and the types of resources required from the university. Based upon this perspective, COPC and non-COPC activities undertaken by institutions in our sample can be grouped into three categories:

- ***Teaching and research activities***, including courses for community residents, pre-professional coursework, applied research, non-professional coursework, and internships.
- ***Entrepreneurial activities,*** which could involve serving as a consultant or service provider to the community, helping to build capacity in the community, or acting as a grantmaker or convenor.
- ***Institutional initiatives,*** which involved redevelopment investments in areas adjacent to the university and were directed by the university's central administration.

This way of thinking about outreach activities can be useful because it differentiates those that build directly upon traditional teaching and research roles and responsibilities from those that may require faculty, students, administrators, and other staff to perform less conventional roles or draw upon other kinds of university resources.

The COPC program seeks to encourage academic institutions to adopt new approaches to teaching and research, and to assume new roles in the community. We found evidence that colleges and universities do use COPC funding to expand into "entrepreneurial" forms of engagement as well as to pursue new approaches to teaching and research activities. Almost half (47 percent) of the COPC activities involved entrepreneurial forms of engagement compared to only about a third (35 percent) of the non-COPC activities. One plausible

explanation why COPC funding was often used for entrepreneurial forms of engagement is that the activity had not been tried before; without support and encouragement from an outside grant the university either did not have the funds or did not want to commit resources to it.

Colleges and universities also used COPC funds to experiment by integrating entrepreneurial activities with related teaching and research activities. In general, the COPC-funded activities were more likely to be complex—defined as involving two or more activity types (e.g. pre-professional training for students combined with related consulting services provided by faculty or staff)—than non-COPC activities. Forty-three percent of the COPC activities were associated with two or more activity types, while only 29 percent of the non-COPC activities were associated with two or more activity types.

Only three percent of COPC activities were institutional initiatives compared to 17 percent of the non-COPC activities. Since we collected information on only some non-COPC activities and cannot be sure which we excluded, this may be an artifact of the limitations of the data. However, it is also the case that construction activities, which cannot receive COPC funding, play an important role in institutional initiatives. Moreover, schools such as the University of Pennsylvania and Trinity College, which together accounted for a large proportion of the institutional initiative activities we observed, have been involved in neighborhood revitalization for decades. These programs were long established as university priorities before the COPC program and do not need to look to COPC for funding.

2.3 Key Actors in Community Outreach

The most common approach academic institutions adopt for engaging in community outreach, especially as outreach efforts mature, is to create a center that assumes responsibility for outreach on the institution's behalf.[3] Over half of the activities reported by our sample grantees were implemented through such a center (see Exhibit 2-2). These centers are typically part of an academic division, usually a professional school, although some institutions have established centers that are housed within the central administration and that can draw resources from across the campus. Professional degree programs also commonly engage directly in outreach, whereas traditional academic departments are less often involved. Five percent of the community outreach activities in our sample were carried out directly by the central administration.[4]

[3] In many of our sample cases, these centers were established prior to participation in the COPC program.

[4] Note that the COPC program seeks to discourage central administrative control over university partnership activities.

Exhibit 2-2: Distribution of Activities by the College or University Unit Involved	
College or University Unit	**Percentage**
Centers under academic divisions	29
Professional degree programs	29
Centers under the central administration	22
Traditional academic departments	10
Central administration	5
Other	5
N	263

Centers, regardless of where they are housed in an academic institution, can play a variety of roles. Centers may provide services directly, for example, by engaging staff or consultants to do training (say, in life skills) or provide specialized technical assistance. However, other roles are more common; these include brokering relationships among individual departments or schools and community organizations or residents; raising and/or managing funding (including reporting to the funder); and supporting the design and implementation of activities conducted by others in the university. In some instances they may house, or provide administrative services for, partnerships between another university unit and a community agency (discussed in Chapter 3). And, as discussed in Chapters 4 and 5, they can make significant contributions to institutionalization, as well.

The community organizations engaged in these outreach activities were most commonly volunteer-driven neighborhood associations and nonprofit CBOs (see Exhibit 2-3). Public institutions are also frequently community partners. Most often these public institutions are neighborhood public schools; only rarely are they city-wide or system-wide agencies.

A significant share of outreach activities involved more than one organization from the community. Thirteen percent of the activities were carried out on the community side by consortia—two or more organizations from the community working jointly with the university on a single activity. An example is the University of Delaware's Housing Capacity Building program, which brings together the expertise and resources of the Delaware State Housing Authority and the Delaware Community Investment Corporation. Another thirteen percent of the activities were carried out by multiple organizations, each working with the college or university independently, often in a client-like relationship. A typical example of an activity with multiple

partners is UCLA's Community Development from the Ground Up, a regular honors course that draws students from throughout the university and each year selects a different issue to address, always involving a different community partner organization. In the past, the students' research has helped such clients as a union of home care workers and tenant advocacy groups.

Exhibit 2-3: Distribution of Activities by Types of Community Partners

Types of Community Partners	Percentage
Volunteer-driven neighborhood associations	31
CBOs (may be CDCs or service delivery organizations)	28
Public institutions (including schools and government agencies)	23
Consortia of community partners	13
Multiple partners (client relationship / actual partners unidentified)	13
No partners	13
N	263

NOTE: Frequencies do not sum to 100 percent because it was possible for one activity to involve different community partners working in a consortium.

Some community outreach activities are implemented without the active involvement of any community organization. These activities typically involve direct services to community residents; research on community issues; university courses or certificate programs offered to community members; or institutional initiatives (usually retail or residential real estate development). For example, the dental school at the University of Missouri at Kansas City operates a clinic in which advanced students provide free dental services to community members.

We found considerable evidence of differences in the actors implementing COPC and non-COPC activities. Almost one in five non-COPC activities were implemented directly by the central administration, while among COPC activities, the central administration was rarely involved (fewer than one percent of the activities). A volunteer-driven neighborhood association was identified as the community partner 37 percent of the time for COPC activities, but only 12 percent of the time for non-COPC activities. COPC activities were more likely to be implemented through a consortium in the community (15 percent compared to 8 percent) and less likely to be implemented with no community partner (10 percent compared to 22 percent). These differences suggest that the emphasis of the COPC program on collaboration may play a significant role in helping to shape the outreach activities undertaken by academic institutions.

2.4 Benefits and Beneficiaries of Community Outreach Activities

Community outreach activities undertaken by academic institutions, like the partnership relationships that create and sponsor them, are generally expected to produce benefits to both the community and the university. For any given activity, the distribution may be unequal, with one party clearly gaining more than the other; over time, however, participants in partnerships are likely to seek a mix of contributions and benefits that seems equitable to all of them.

2.4.1 Community Benefits

In the aggregate, almost half of the activities in our study sample were designed to benefit nonprofit organizations, almost always community based organizations (CBOs). Most have as their goal some form of community improvement, such as better health, education and employment opportunities for residents, enhanced economic activity and vitality of small businesses, affordable housing, community safety, community revitalization, and/or producing benefits for low income residents. Other important types of beneficiaries include public institutions (usually local public schools), clients of agencies, individual residents, and the neighborhood as a whole. About a quarter of all activities reported serve each of these latter types of beneficiaries (with the proviso that an activity can serve multiple types of beneficiaries).

Different categories of outreach activities tend to serve different types of beneficiaries. Community based organizations can potentially benefit from the capacity building that comes from working with academic partners, who typically command superior resources. CBOs were most likely to be the beneficiaries of community development training activities, such as those conducted by Portland State University, Trinity College and the University of Delaware. They also benefited from information technology projects. An example is Delaware's Diamond Net, a virtual community with 1300 users from 200 agencies that provides email, web-hosting, file transfer, information and data on a variety of topics, and real-time conferencing, as well as technical training. Other types of activities that typically delivered benefits to nonprofit organizations include community development technical assistance and economic development projects. These capacity benefits can be converted into community outcomes as community organizations expand their ability to deliver programs, convene community stakeholders, provide information to community stakeholders and residents, develop and communicate a community vision, and help provide community residents with access to external opportunities.

Public schools benefited from educational activities and also from health and social work services. These activities respond to the fact that in some communities the lack of social services and health care hampers children's ability to learn. Our sample included several examples of colleges and universities stepping in to address this need, e.g., the Mid-City Clinic (at UC-San Diego) places a nurse practitioner at Rosa Parks Elementary School and Monroe-

Clark Middle School. The nurse practitioner is supervised by a UCSD physician, provides healthcare services to students and links them with a "medical home" in the community. At Virginia Commonwealth University, the clinical psychology/ childcare program requires that first year students do tutoring at Carver Elementary School to observe and experience children in an urban school setting. In their second year, some students perform assessments for the children. In their third year, the students provide counseling to the children and their families. In these examples, both the schools themselves and the schoolchildren (as clients of agencies) benefit.

Life-skills training activities deliver benefits to the clients of CBOs, but also to individual community members, who may not be connected to any particular community agency or institution. These represent alternative strategies for delivering life skills training: through an existing agency or directly to the populace. Individuals also benefited from health-related activities such as free medical exams at a health fair; economic development programs such as marketing advice given to local businesses as part of a business course; and workforce development programs, such as hiring programs.

Facilities projects, community development technical assistance, and community planning were the activity types most likely to result in a general neighborhood benefit. The University of Rhode Island's support for Woodlawn's neighborhood improvement projects—improved streetscape, a playground and a redeveloped park—is a typical example of providing a general neighborhood benefit.

2.4.2 Benefits to Academic Institutions

Academic institutions are not only givers; they also reap benefits from engaging in community outreach. As with the community, benefits accrue to different parts of the university, depending on the activities involved. Some benefit participants directly, e.g., by providing learning opportunities for students or by leading to publications for faculty members. Cumulatively, however, outreach activities can yield indirect benefits to the outreach centers, campus departments, and other entities involved in the design and conduct of outreach activities, including the academic institution as a whole.

In many cases, community outreach has enhanced the university's core mission of educating its students. At Pratt Institute, for example, the community involvement of the PICCED has helped faculty do a better job of educating architecture and city planning students, and PICCED's reputation has enabled Pratt to expand its student pool to include national and international students. Students come to Pratt to have the opportunity to be involved in practical and applied work while studying. The University of Delaware has long involved its graduate students in community outreach through internships. More than 40 graduate students in the

School of Urban Affairs and Public Policy are fully funded annually through the Community Development Resource Center. The CDRC also connects undergraduate students majoring in family and community service with appropriate nonprofits. With service learning and community service now required for many Delaware undergraduates, community outreach has spread far beyond the CDRC. Teaching innovation grants are helping to make this happen by supporting faculty to work with the CDRC for two months to develop ways to incorporate community outreach in their courses. Trinity College has also been able to attract students because of its commitment to community service. In response to student interest, Trinity constructed a community service residence hall for students who want to focus on community service.

Trinity is also benefiting from participating in extensive physical investments in its immediate community, including a 200 million dollar development of 16 acres of brownfield sites. The University of Pennsylvania provides another example of an institution active in improving the physical environment around the university campus. The university has invested in the community through a Business Improvement District, retail development, economic development, a home purchase program for university employees, and links to neighboring schools. By improving the physical environment and neighborhood amenities, the university can better attract students and retain its prestigious faculty.

Howard University and Virginia Commonwealth University have improved relations with neighboring communities as a result of concentrated outreach activities. Both of these universities needed to rebuild damaged relationships. At Howard, the main issue was boarded-up houses owned by the university, which were a blight to the LeDroit Park neighborhood. Howard's redevelopment of the houses through an initiative that encouraged homeownership was an important beginning to trust-building. At VCU, the main issue was encroachment of the university into the Carver neighborhood, particularly of insensitively-designed student housing. In response to the community's number one priority—safety—VCU extended the jurisdiction of the campus police to the Carver neighborhood. The police patrol on bicycle, check in on senior citizens, visit the local school, and give needy families Thanksgiving and Christmas food baskets (the latter a volunteer initiative using their own donations). The program has received universal praise from the community and was awarded a community-policing grant from the U. S. Department of Justice to extend the program.

2.5 Outcomes of COPC-Funded Activities

Although this research effort did not formally evaluate the impacts of COPC-funded activities, we did ask participants from both the university and the community to assess their overall outcomes. Faculty and other staff at the academic institutions were generally candid about the performance of the various activities, but whenever possible we attempted to confirm

this information with the community. We focus here on two outcomes for each activity: its perceived success or effectiveness and its current status. On the first dimension—success—an activity was classified as: (1) *failure*, either because it did not produce anything or because it backfired; (2) *partial success*, signifying either that the activity experienced problems or that the results were not particularly useful; (3) *verdict not in*, when the success could not be determined because the activity was still going on (note that for some ongoing activities it was possible to consider them successes already); and (4) *full success.* We also classified each activity according to its status at the time of our site visits: (1) *aborted* (never got off the ground, usually because of poor coordination or incompatible partner goals); (2) *completed*; (3) *ongoing* (still being implemented with COPC funds, but with no continuing support identified); or (4) *ongoing after completion* (with identified support).[5]

It is important to recognize that in some cases, efforts that seem to "fail" may nonetheless be useful because of the learning that takes place or the trust that is engenered. Still, it is useful to explore any patterns of differences between activities deemed by university and community participants as successful compared to those they characterized as unsuccessful. Overall, the success of community outreach activities varied considerably by activity type, both because of the difficulty in implementing various activities and the experience of the actors involved.

Activities were most likely to be considered full successes (by both university and community participants) when students were involved as part of their coursework (especially in pre-professional courses such as planning, health, and social work), and when faculty and/or staff were transferring technical expertise via technical assistance or organizational capacity building. The greatest challenges were experienced in mounting successful applied research projects and in providing effective courses for community residents. After community planning, health and social work, the more successful subject areas include community development training, education, community development TA, and economic development. In contrast, life skills training, workforce development activities, and activities imparting legal expertise were more likely to be considered partial successes.

Activities involving students through their coursework (both pre-professional and non-professional) were also the most likely to be sustained (with outside funding if needed for their continuation). Other good candidates for continuation after COPC were courses for community residents and the transfer of technical expertise via technical assistance or organizational

[5] Six institutions in our sample received COPC funding in 1997; one of these COPC programs ended in 2000; the other five ended or will end in 2001. When we knew that program directors had already secured future funding to continue particular COPC activities we coded this as "continuing after COPC with new source of support."

capacity building by faculty and staff. Once begun, applied research projects were generally completed, but 13 percent never got off the ground. In terms of the activity subject area, the community planning projects were by far the most likely to be completed and not continued, possibly because they were discrete, time-delineated efforts. Information technology projects were the most likely not to get off the ground. Sixty percent of the community development training projects and half of the projects imparting professional (health, social work or legal) expertise were continuing after COPC.

Clearly, not all successful activities need to be continued or sustained over the long-term. This is particularly true of community planning activities that end once they have achieved their goal of developing a plan (although in some cases, such as VCU, the university is continuing to work with the community in implementing the plan). In contrast, some other activities that were not particularly successful were continued—after corrective action was taken by the partners. We identified several of these "transformed" activities that were only partial successes initially, but that were nonetheless continued with modifications.

Transformed activities were not common, but they do provide interesting accounts of how academic institutions and their community partners have been able to overcome obstacles. DePaul University teamed up with two service agencies to address unemployment, a complex but pressing problem within the West Humboldt Park community. Because the university is a major employer, the partners first hoped to link entry level job seekers with university jobs, targeting food services (for which DePaul contracts out) and maintenance of physical facilities. It was soon clear that success would be limited because of the existing union contract and DePaul's commitment to giving its students priority access to entry level positions. One of the service agencies gave up on the initiative. However, the other, STRIVE, decided to continue to work with DePaul on this goal, but with a different approach. The partners have linked this employment activity with activities for youth. Through a new Computer Advancement Technology Center, STRIVE is able to provide computer training to young people in West Humboldt Park, in addition to all of its usual services. This new initiative is funded by a grant from the Department of Education.

Santa Ana College and its partner the Delhi Center (a nonprofit services agency) offered homeownership education as part of ESL training. However, the more the students found out about the responsibilities involved in homeownership, the less inclined they were to become homeowners. Reviewing these results, the partners realized that they had not targeted the correct audience. They changed course and decided to provide information on Home Ownership Assistance through a "Buy in Delhi" homebuyer fair. A local Spanish-language newspaper sponsored the event for the Delhi neighborhood for two years. The newspaper considered it so successful that they now sponsor a fair for the whole county.

Combining the status and success dimensions, we constructed a variable with the following possible outcomes:

(1) the activity failed or did not happen;

(2) the verdict is not in regarding the activity's success because it is ongoing;

(3) the activity was only a partial success but was completed;

(4) the activity was only a partial success, but is continuing with identified support after corrective action was taken;

(5) the activity was a full success and was completed;

(6) the activity is a full success and the partners want to continue it, but new support has not been identified to date;

(7) the activity is a full success and partners have identified support for its continuation after COPC.

A large majority of activities carried out in the sites we sampled were considered to be at least partially successful (67 percent), and almost half (45 percent) have been judged by participants to be fully successful (see Exhibit 2-4). The largest category of activities (29 percent) are those that are perceived to be successful and are continuing with identified support, and only one in ten activities either failed altogether or never got off the ground.

Exhibit 2-4: Distribution of COPC-Funded Activities by Performance and Outcome Status

Performance / Status	**Percentage**
Failed / Didn't Happen	10
Verdict Not In / Ongoing	17
Partial Success / Completed	18
Partial Success / Continuing ("transformed")	4
Success / Completed	13
Success / Ongoing (to date, no continuing support identified)	3
Success / Continuing (with identified support)	29
Do Not know	6
N	*205*

There are good reasons to expect that success levels may vary by type of outreach activity due to differences in the resources and expertise they demand of the university. Teaching and research activities draw upon resources that are readily available to the university—faculty perform their traditional functions, teaching courses or doing research, and students also perform their usual function, learning through coursework or internships. Colleges and universities are likely to experience greater difficulty mustering the resources necessary for entrepreneurial forms of engagement with the community. Student involvement in this type of activity is often minimal, and although faculty may be involved, they perform entrepreneurial roles such as consultant or capacity builder that may be unfamiliar to them. Therefore, the success of these entrepreneurial types of activities may be more dependent upon the capacity and performance of community actors, on the ability of the university to attract the right faculty members to these activities, on the strength of the university-community partnership (discussed further in the next chapter), and on the ability of the university to allocate financial resources.

The experience of the academic institutions in our sample confirms that entrepreneurial activities are more likely to encounter problems and/or complications than teaching and research activities. Fourteen percent of entrepreneurial forms of engagement did not happen or failed, compared to only eight percent of teaching and research activities and six percent of activities that combined teaching and research with entrepreneurial activities (see Exhibit 2-5.) The share of combination activities (linking teaching and research with entrepreneurial activities) that was successful appears especially high. This raises the possibility that combining different types of outreach activities represents a promising strategy for achieving better results and greater longevity.

Exhibit 2-5: Distribution of Outcomes for COPC-Funded Teaching/Research, Entrepreneurial and Combined Activities

Performance / Status	Teaching and Research Activities	Entrepreneurial Activities	Combined Activities
Failed / Didn't Happen	8%	14%	6%
Verdict Not In / Ongoing	15%	25%	15%
Partial Success / Completed	33%	13%	9%
Partial Success / Continuing ("transformed")	5%	3%	5%
Success / Completed	9%	14%	21%
Success / Ongoing (to date, no continuing support identified)	3%	3%	2%
Success / Continuing (with identified support)	27%	27%	43%
N	75	63	47

Note: Percentages may not sum to 100% because of rounding.

2.6 Conclusions

Effective and enduring community outreach involves more than an array of individual activities, and the chapters that follow explore the strategies academic institutions have employed in their efforts to create durable partnerships with community institutions and to establish community engagement as a central value of their institutions. This chapter provides a starting point for understanding these efforts, by describing the basic characteristics of community outreach activities that the colleges and universities in our study sample have implemented.

Community outreach typically originates from the initiative of highly motivated faculty, but also requires support from senior administrators. Socially committed faculty members, who believed that community engagement creates learning opportunities for their students, took the lead in establishing outreach activities within most of the colleges and universities in our sample. However, the active involvement of senior administrators also played a critical role in promoting community involvement throughout the university. Some of these administrators were primarily motivated by their interpretation of the university's larger mission. In other cases, concerns about deteriorating conditions in neighborhoods surrounding the university, pressure from state legislatures, or complaints from the immediate community about the university's local impacts were important motivators for high-level commitment to community outreach and engagement.

The COPC program appears to have encouraged grantees to experiment with new types of outreach activities. All of the institutions in our study sample have implemented multiple outreach activities involving multiple policy areas. The most common activity types involve technical assistance to CBOs and life-skills training to residents. Comparing COPC-funded activities to other community outreach activities suggests that COPC funding has encouraged colleges and universities to expand from teaching and research forms of engagement (such as pre-professional coursework, applied research, and internships) into entrepreneurial forms of engagement (such as providing consulting services to organizations and delivering direct services in the community). Institutions also used their COPC funds to experiment with linkages between these differing types of outreach activities.

Most outreach activities are carried out by centers within academic divisions, working with neighborhood-based organizations within the community. Especially as their outreach activities expand and mature, most colleges and universities establish centers to coordinate and support community engagement. These centers are most commonly housed within a single academic division, such as a professional degree program, but a sizeable minority are administered centrally to cut across academic divisions and departments. The community organizations that work with these academic institutions are typically volunteer-

driven neighborhood associations and nonprofit CBOs; few are city-wide organizations or agencies. Not all activities actually involve a community partner, but the evidence suggests that COPC-funded activities are more likely than other outreach activities to be carried out in conjunction with a community-based organization.

Community outreach activities yield tangible benefits both for the university and for organizations and individuals in the community. Depending upon the type of activity, community beneficiaries include organizations (that benefit from information, capacity enhancements, or expanded service to their clientele), individual residents (who receive direct services such as health care, counseling, or life-skills training), and the neighborhood as a whole (through streetscape improvements, playground construction, or a redeveloped park). But university participants clearly receive benefits as well, and often these benefits seem to correspond to the factors that motivated the community engagement in the first place. More specifically, institutions in our sample believe that they have improved the quality of education for their students, enhanced their national and international reputations for their applied programs, and attracted both students and faculty with particular interests in these opportunities. In addition, improvements to the appearance, safety, and amenities of the surrounding neighborhood can improve the quality of life for university students and faculty and may contribute to recruitment and retention efforts.

Most of the activities in our study sample were judged successful, but the challenges were greatest for activities that required the university to perform unfamiliar roles and functions. Not all community outreach activities are successful; some of those in our study sample were never launched at all, while others were deemed to be relatively unsuccessful. The majority of activities, however, were considered successful by both university and community participants. Some of these have been successfully completed, but the largest share are ongoing. The activities that seem to pose the greatest challenges for colleges and universities (and experience the highest rate of failure) are those that involve non-traditional forms of engagement, requiring faculty (and sometimes students) to perform entrepreneurial roles such as consultant or capacity builder.

3. ROLES AND CHALLENGES FOR PARTNERSHIPS BETWEEN ACADEMIC INSTITUTIONS AND COMMUNITIES

This chapter examines the relationships COPC grantees have forged with community organizations and institutions. The COPC program design views partnerships as playing a critical role in the successful pursuit of many of the community engagement activities academic institutions undertake. We find that although engagement activities almost always benefit from their conduct through partnership arrangements, partnerships convey more important benefits to some kinds of activities than they do to others. We also find that partnerships may contribute to the institutionalization of community outreach within universities.

Academic institutions and community organizations form partnerships both to plan and carry out specific activities and to manage an evolving portfolio of activities over the long-term. Our analysis addresses three basic questions about these partnerships:

- What do partnerships contribute to the successful performance of outreach activities, and what benefits do the respective parties derive from their participation?
- How do the forms and functions of partnerships vary across different types of community outreach activities?
- What does it take to make partnerships work well for all of the parties involved? How do the parties resolve the challenges they face?

The chapter begins by presenting a framework for understanding and analyzing partnership relationships. It then explores important variations in the demands that different types of activities place on the partnerships formed to carry them out. Next, we describe the "umbrella" partnerships that have evolved at many of the sites in our sample to encompass multiple activities launched in collaboration with community groups over time, and discuss how they help strengthen performance of outreach activities. Finally, the chapter concludes with an assessment of the factors that influence the performance of partnerships between academic institutions and community organizations.

3.1 Understanding Partnerships — A Framework for Analysis

The term "partnership" is widely and casually used, but to understand and analyze their performance, it is helpful to think of a partnership as *a commitment among multiple parties to invest resources in pursuit of mutually beneficial ends.* Because partnerships require "investment," the parties to a partnership must contribute something of value, whether money, talent, reputation, community connections, or other assets. And because they place this investment at risk, they expect some concrete reward from participation. Later on, we will

distinguish among outreach activities based on the types of investments, or resources, required of universities and communities to carry out these activities successfully.

Exhibit 3-1 summarizes a framework for analyzing partnerships in which partnerships intermediate relationships between the university and community. *Activities* are what the partnerships do: they are the concrete terms of university and community interaction; academic and community actors contribute resources to carry them out and expect benefits from them.[1] *Partnerships* are relationships through which activities are designed, resource commitments defined, expectations of benefit clarified, and activity performance monitored. The essential task of partnership is intermediation—the accumulation and investment of human and financial assets from multiple parties to make investments, and produce benefits, not possible from one investor, acting alone. This is the value partnerships add to the conduct of activities.

Partnerships can be examined according to an implicit balance sheet of investments and returns. Colleges and universities may expect research opportunities for faculty, learning opportunities for students, gains in community reputation for administrators. Communities may expect educational opportunities for residents, technical assistance for community organizations, increased credibility for neighborhood leaders.

We emphasize that not all relationships between universities and communities are usefully understood as "partnerships." Just as simple economic transactions produce benefits to the parties, but are not partnerships, classroom situations in which teachers only provide instruction (and the university confers course credits) and students only learn (and pay tuition) are not partnerships either.[2] What distinguishes "partnerships" as the term is used here (as well as in other areas, e.g., forms of legal or business partnerships) is that they carry out activities intended to produce a *community* benefit. A*ctivities* that involve simple two-party exchanges—between a university researcher and a community "client" for his or her services, or between an instructor and a student taking a course in nonprofit management—however beneficial to the participants, will not be considered partnerships. This does not preclude these activities from being undertaken under the aegis of a partnership between university and community institutions; it just means that they are not, themselves, partnerships.

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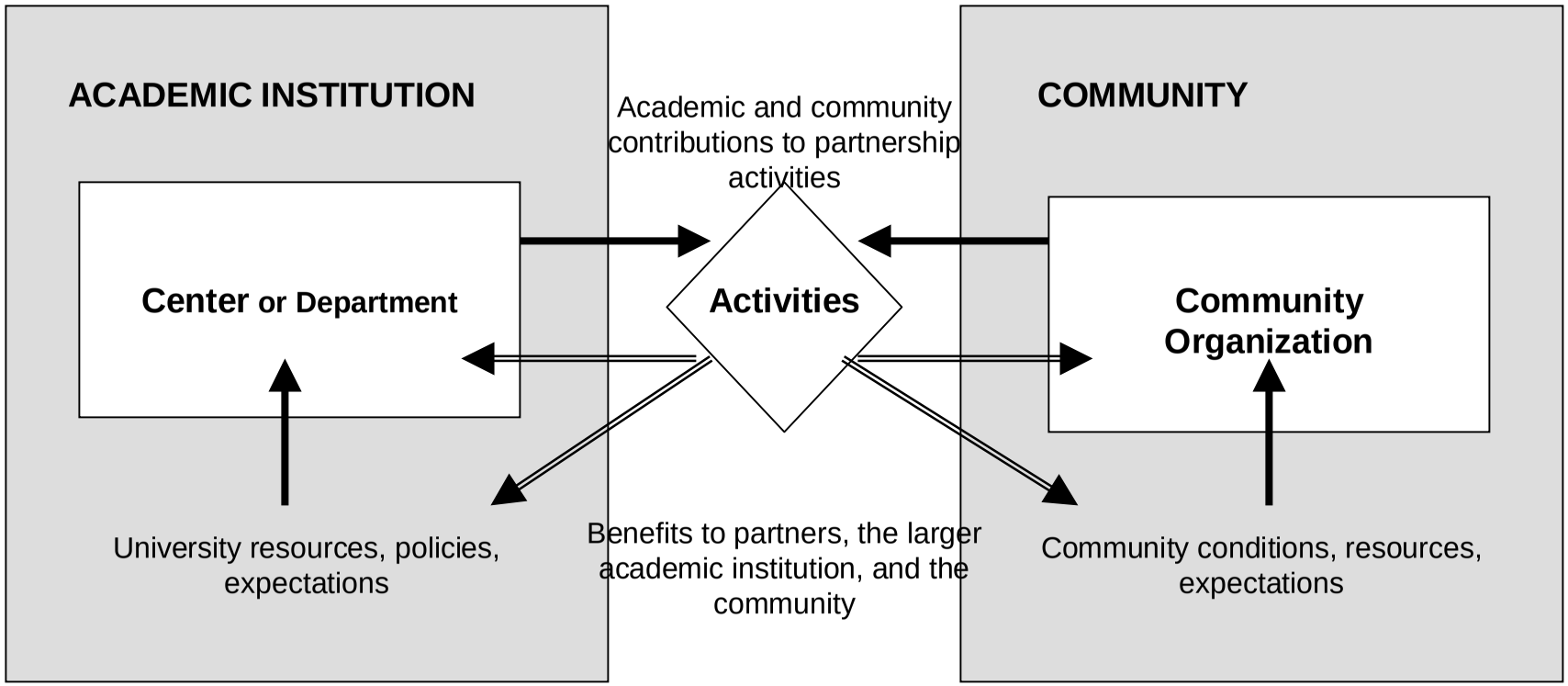
[1] There are, of course, other interactions between university and community, consisting of anything from conflict over student behaviors to university efforts to make their grounds and other aspects of their face to the community more attractive.

[2] There is a metaphoric sense in which teachers and students are "partners" in learning—teachers commit to giving their best efforts to instruct and students commit to participating actively in their own instruction; there even are grounds for regarding teachers as learners and students as teachers. Used in this way, most relationships that involve some kind of exchange—including the most ordinary of retail transactions—could be described as partnerships.

Exhibit 3-1: Framework for Analysis Between Universities and Communities



The benefits of partnerships do not flow automatically; partnerships take on several demanding tasks that make the success of their efforts uncertain. For example, the contributions universities and communities make and the benefits they receive are not identical. Indeed, the fact they are not is what makes partnerships worth having. But one of the most difficult challenges in university-community relationships is to reckon the relative value of each others' contributions and the adequacy of their returns, and then to ensure that rewards are fairly allocated.

Moreover, both academic institutions and communities are internally complex. Community leaders and organizations within communities may be expected to contribute to the conduct of joint activities with university partners, but must also meet demands placed on them by their community constituents. For example, a community organization may welcome the help of a university graduate course in devising a community plan, and be willing to open its meetings to outsiders to that end. However, community residents who are deeply suspicious of the university may suspect the community organization's motives in partnering with an ally presumed to be untrustworthy.

An academic institution's faculty and staff may be expected to contribute expertise, analytic tools, and accumulated knowledge to that same community planning effort, and expect in return a learning opportunity for graduate students. But at the same time, faculty and staff may have to demonstrate that the educational value of this practical experience is equivalent to, or superior to, classroom instruction, or that the recommendations of a community plan do not pose unacceptable demands on the university's facilities planning. In other words, within the university, there are multiple internal relationships among university administrators, faculty (of various kinds), staff and students. Each of these actors has values and interests that sometimes overlap and sometimes diverge as they pertain to the allocation of opportunities and resources.[3]

3.2 Partnerships and the Success of Outreach Activities

Across our analysis sample, activities that are carried out by strong, reciprocal partnerships appear more likely to succeed and to continue with ongoing funding than activities that are carried out by weaker, more nominal partnerships. We did not measure partnership strength in a systematic way, but we did assess whether relationships appeared to the actors involved to be those in which decisions were jointly and publicly made (where appropriate) and offered fair opportunities to all the parties. But not all activities depend to the same degree upon the strength and reciprocity of partnership relationships for their successful conduct. Some

[3] For a complete inventory of these overlapping and divergent interests, see Young, Dennis R. 1996 "Games Universities Play: An Analysis of Institutional Contexts for Center of Nonprofit Study." Prepared for the Conference on Nonprofit Management Education. Berkeley, CA.

activities may be effectively implemented by weak partnerships, or even without any partnership at all. Others can only be effectively pursued through strong partnerships among university and community entities. The value of partnerships to the activities they pursue is partially explained by the types of resources these activities demand from universities and community organizations.

Technical expertise is a primary resource that colleges and universities have in abundant supply, but that is scarce in most resource-poor communities. For example, they are capable of mounting large-scale research and documentation projects, and they often have technical expertise in the areas of finance, law and health sciences.[4] In contrast, community knowledge and connections are the primary resource communities have in abundance that are critical to academic institutions hoping to engage in community outreach.[5] These two dimensions—academic institutions' technical expertise and community organizations' ability to provide access to and engage community residents as active participants in outreach effort—provide a basis for the understanding the variety of roles that partnerships may play in the success of outreach activities.

Building upon the analysis of individual outreach activities presented in chapter 2, we defined prototypical activities based on differences in the level of technical expertise and the depth of resident participation that they require (see Exhibit 3-2). The horizontal axis of Exhibit 3-2 represents the degree of technical expertise that outreach activities require. Generally speaking, the "high technical expertise" end of the continuum (the left panel of the exhibit) includes applied research and pre-professional activities, undertaken by research faculty and staff and graduate students, who have advanced knowledge and skills in the activities being undertaken. Activities of this type include community development training and technical assistance; health, law and social work services; information technology; and community development training. Activities on the right side of the continuum—though challenging and important—require general knowledge rather than specialized technical expertise. Examples include community service, some workforce development activities (e.g., readiness training), life skills training, and some youth programs.

The vertical axis of this exhibit represents the level of participation typically required of community leaders and individual residents to perform a given activity well. This resident participation is most often mediated by CBOs, which is a task of considerable value to some

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[4] Rubin, Victor. 1998. "The Roles of Universities in Community-Building Initiatives". *Journal of Planning Education and Research*. 17 (4): 302-311; Gates, Richard T. and Gib Robinson. 1998. "Institutionalizing University-Communty Partnerships". *Journal of Planning Education and Research*. 17 (4): 312-322.

[5] Baum, Howard. 2000. "Fantasies and Realities of University-Community Partnerships". *Journal of Planning Education and Research. 20* (2): 234-246.

university outreach activities.[6] The top of the continuum contains activities that require considerable participation by community members, for example, through participating in neighborhood meetings to devise a community plan, or by showing up for medical screenings at a community health fair. Organizing university access to residents and enlisting community participation in outreach activities usually requiring active negotiation between university and community partners. Community partners must help university partners understand community mobilization tasks and the special constraints placed on community organizations when they take this activity on. Colleges and universities must help community partners understand university needs for quality research information, teaching opportunities, or practical learning situations their students need. The bottom contains activities that do not require a substantial amount of community participation for their execution (although they may be better-performed if they do). For example, many COPC sites offered training to community organization staff in ways that were very similar to their regular course offerings, and which did not require community participation of any kind.

The remainder of this section focuses in turn on each of the four activity types defined by Exhibit 3.2, discussing the demands they impose upon university-community partnerships and some of the attributes partnerships need in order to implement them successfully. This analysis is based upon data on activities implemented in our study sites that cluster at the extremes of the “technical expertise” and “resident participation” continua. Many activities carried out by academic institutions and communities fall somewhere between these extremes. But focusing on these prototypical activity types highlights key implications about the varying roles that partnerships play in the success of different types of activities, and the demands that are placed on partnerships by the particular activities they choose to undertake.

[6] Of course, this is not the only resource contributed by community partners. In many cases community organizations possess expert knowledge about a particular activity and contribute staff time, space, and materials to partnership activities. We focus here on resident mobilization because it has important implications for the performance of activity-level partnerships.

Exhibit 3-2: Typology of Activities from a Partnership Perspective

RESIDENT PARTICIPATION	TECHNICAL EXPERTISE: HIGH	TECHNICAL EXPERTISE: LOW
HIGH	**A:** Activities that require both sophisticated technical expertise and substantial engagement by community residents – such as the delivery of health care or legal services by professors and graduate students to address the needs of community residents.	**B:** Activities that involve relative general (non-technical) expertise and skills but require substantial engagement by community residents – such as the provision of life-skills classes or after-school youth programs for community residents.
LOW	**C:** Activities that require sophisticated technical expertise but little ongoing participation by community residents – such as upgrading the computer and information management systems of CBOs.	**D:** Activities that require neither sophisticated technical skills nor substantial resident engagement – such as programs that enable students to perform community service activities for local organizations.

Group A: High Technical Expertise — High Resident Participation Activities

The activities in this group—typically health services, law, social work, and community development planning—require considerable technical expertise from academic faculty, staff, and students, and the organization and management of a sometimes complex community participation process from community partners. There are two different kinds of activities in this group: community planning and clinical services.

Our analysis sample contains many examples community planning activities. For example, at Pratt Institute of Technology, PICCED faculty worked with the East New York Planning Group (ENYPG) to facilitate an inclusive planning process. This was a broad attempt to take on complex economic development issues, but do so through a participatory planning process that would heighten resident participation in community life and allow community organizations to move beyond the project-by-project approach typical for many CBOs. And the planning seminar that provided community aid helped students develop professional skills than they could not obtain in the classroom.

Other activities in this group include health, law, and social work services. Health and medical assistance includes informational outreach, screening, review of medications, physician

and hospital referrals, and other activities. Legal services includes clinics and direct services to individuals and CBOs in housing, corporate, nonprofit and other areas of the law. And social services include needs assessment and case management services, primarily.

In these activities, community outreach often is the clinical counterpart to the corresponding academic fields: as part of their pre-professional education, students get experience in delivering services in community-appropriate ways. For example, nursing schools and their students learned how to tailor outreach and service delivery to the ways people receive information and "attach" to medical services. At Howard University, nursing students worked directly with elderly public housing residents, reviewing medications and helping them access a variety of elderly services in the community. Community members benefit by getting access to services, but community organizations benefit also: they get credit for arranging services that would be otherwise unavailable to their constituents, and in several instances, community partners got at least some capacity-building payoff; they were able to leverage their ties to the campus to generate new financial resources. At Virginia Commonwealth University, University of San Diego, and University of California at San Diego, each school secured foundation support to continue health service partnerships started under COPC.

Risks are high for both university and community partners in the activities in this group. University partners are sensitive to the academic calendar, the financial costs of their own participation, and the "quality" of the educational experience for students, which in the classroom setting can be controlled, but in the community setting, often cannot. For community members, community participation raises community expectations and community partners are on the hook for the results that affect the communities in which they work over the long term. As a result, these activities often demand that partners resolve numerous issues of timing, role assignment, review and approval authority and other items that may require them to carry out sometimes difficult negotiations. It is difficult to imagine Pratt, or any of the other universities engaged in community planning efforts, soliciting residents directly. The unique value of the partnership lies in providing a structured way to surface and resolve these issues in ways that other relationships do not often require.

Most of the partnerships formed to conduct these kinds of activities appear to be simple one-on-one relationships between a university department or school and a single community organization. Typical partnerships for activities of this type include faculty from professional schools engaged in direct relationships with a community partners such as settlement houses (San Diego), public housing projects (Duquesne) and public schools (VCU and Howard). Community development planning activities typically link individual faculty members and their courses with a CDC or neighborhood association.

Group B: Low Technical Expertise — High Resident Participation Activities

As with Group A, active engagement of individual community residents is important to the effective execution of activities in this group, but the technical demands on the university are not high. Examples of activities in this category include life skills training and support for educational services to adults and children. Many of the examples in this category include service learning programs for undergraduates, in which students get exposure to community settings, and communities get supervised volunteer help with service provision.

These activities tend to benefit individuals, not whole communities. Life skills and youth development training help open up opportunities for individuals who might never get them. But there were significant social capital returns to several of those involved in the delivery of life skills training. To illustrate, Santa Anna College helped its community partner work with the parents of children enrolled in an after-school tutoring program. Thereafter, the parents started to discuss neighborhood issues, and eventually a group split off to incorporate as a neighborhood association. For the academic institutions, benefits lie principally in the service-learning opportunities provided to students and, occasionally, in research opportunities for faculty. Because these activities require the university's organizational capabilities, but not technical expertise, they represent useful volunteer placement activities for students outside their course work, service-learning sites for those in undergraduate courses, and paid internships for graduate students.

These activities were undertaken in one of two ways. They were provided by community organizations that were cooperating with, and even supported financially by universities. Most commonly, these were public schools. Or on occasion, and where community partners were scarce, they were provided directly by universities, who hired individuals to provide these services. At Texas A & M, for example, the Center for Housing and Urban Development built more than 15 community resource centers to serve *colonia* residents, and hired staff to deliver health promotion, family support, workforce development, tutoring and mentoring, and arts programs to *colonia* residents.

The role of the community organization seems to be more prominent in this group of activities relative to that of the university, although this is not always the case. For example, after the University of Missouri at Kansas City conducted research to show that over a third of school children in one neighborhood were being raised by a grandparent, a CDC partner, with university support, designed and implemented a grandparent support program to help them care for their grandchildren. Most often, community partners in this group acted as intermediaries between university staff and individual clients. So, unlike Group A, community partners in this group often take on greater programmatic responsibilities. Where community organizations provided services, the relationships between the CBOs and the campus units resembled a grant or contract arrangement. These activities may have been carried out by partnerships, but they

did not require the communication, negotiation, and joint decisionmaking that activities in group A required.

Group C: High Technical Expertise — Low Resident Participation Activities

Activities in this group require fairly specialized knowledge on the part of university partners, but community organizations typically are not called upon to mediate access to community residents. Indeed, relationships formed to carry out activities in this group resemble those between consultants and clients: community organizations participate as consumers of no- or low-cost technical services provided by university centers or departments.

Typical principal activities in this group—community development training, technical assistance and information technology—require considerable expertise in community design, organizational development (e.g., accounting, human resources, financial analysis and management), and information technology. The University of Delaware and Portland State University offer exceptional models of COPC-funded community development training. These activities were carried out by faculty as applied research and direct community service, or by pre-professional students from planning or urban policy masters degree programs as applied research.

Participation provides practical planning and research opportunities for students and faculty. It also may satisfy their community change or community-based research interests, which often appear not to be tied to academic research ambitions. Respondents from several sites pointed to the difficulty of engaging faculty in community research; indeed, some senior faculty members actively discouraged younger (non-tenured) faculty from doing community projects, for fear that they might draw time and energy away from their primary writing and teaching responsibilities.

Individual community members typically are not required to conduct these activities. And community partners, when they participate, do so almost exclusively as clients of university service providers, receiving low-cost help with a variety of programmatic, organizational, and political efforts. This kind of assistance is particularly important where resources and programs are few, or where CBOs are only weakly-developed. For example, at the University of Texas, Pan American, the COPC office assessed health conditions in *colonias* for the City of Mission and Hidalgo County, where residents are often reluctant to participate in official studies. Using this new information, local governments were able to secure federal and state dollars to support badly needed services.

COPC funding helped universities with little previous involvement with this type of activity to establish relationships with community agencies; where this activity was long-standing, it helped them to broaden their reach into new neighborhoods. For example, the University of Michigan at Flint established a business resource center in the heart of the North

Flint Enterprise Community, the first university initiative north of the Flint River, a historic dividing line between downtown Flint and the near north community. Since the opening of the Center, the university has used the center's resources to help forge new partnerships with local public schools and businesses.

These high-tech, low-community participation activities were among the least difficult to fold into ongoing community partnership initiatives. The University of Illinois at Urbana-Champaign is an important example of a university that expanded pre-existing partnerships into new areas. In 1994, four years after work had begun in East St. Louis, information technology (IT) initiatives became an important part of the ESLARP initiative. The IT work, done almost exclusively by university staff and students, included an on-line guide to geographic information about East St. Louis, web-based Urban Systems Modeling, and the development of integrated support and data management systems for urban planning. These efforts proved to be a tremendous benefit for individual agencies and the city as a whole; they provided data and support to both city agencies and the East St. Louis Enterprise Community.

Group D: Low Technical Expertise — Low Resident Participation Activities

Some outreach activities require neither a high level of technical expertise from academic participants nor extensive community engagement. Most examples in this group include programs that encourage and support students to volunteer for local organizations. These community service activities do not appear to require sustained and engaged community-university partnerships to be implemented effectively. This is not to say that these activities convey few benefits to those that undertake them; we simply mean that the activities usually do not require strong partnerships to carry them out.

In these activities (like those in group C) the "community" in community partner was sometimes difficult to define. Partners were sometimes defined as whole neighborhoods, or as individual neighborhood residents, or as specifically named CBOs. Community service activities yield substantial benefit to communities at large but fewer to academic participants engaged in these types of activities. For faculty, community service is difficult to link to course work or scholarship, although returns to participating students under these circumstances can be quite high.

Often these activities are taken on by partners engaged in other outreach activities and for some partnerships, they provide partners with an important way to demonstrate good faith. Like group C activities, these projects often are coupled with other activities done by a more conventional set of community and university partners. At DePaul University, for example, the university provided volunteers for a neighborhood clean-up day and for new park construction to supplement its housing initiative. At the University of San Diego, students helped paint a mural in the heart of the Linda Vista Community. And students enrolled in ESLARP urban planning

courses were bused to East St Louis for “work weekends” that included cleaning vacant lots and yards of elderly residents, and building new recreational facilities in neighborhood parks.

Although strong partnerships are not essential for activities of this type to be implemented well, elements of partnership relationships can contribute to their effective performance. For example, many activities benefited from up-front negotiation regarding expectations and roles of respective parties, which, once established, allowed activities to take place without significant re-negotiation. The agreement between the Delaware Association of Nonprofit Agencies and the University of Delaware to establish a Community Development Library in the local Community Service Building can be seen as this type of partnership. The library, which offers information on fundraising, nonprofit management and housing, is staffed and maintained solely by the University.

3.3 Building Partnerships that Support Multiple, Ongoing Activities

Some partnerships are formed to pursue concrete outreach activities, others to create an overall framework under which these activities are implemented. We call the latter “umbrella” partnerships to reflect the over-arching nature of the relationships they embody and the purposes they pursue. Almost half of the sites in our study sample have built umbrella partnerships that plan and carry out a portfolio of activities with a view toward sustaining these (or some other) activities over time. We may think of these partnerships as a kind of framework within which individual university partners may change, relationships evolve, activities come and go, community partners are added and dropped, but what remains is a general agreement to cooperate on projects of community importance. At least initially, umbrella partnerships rarely specify a detailed slate of outreach activities, and sometimes they remain informal, “handshake” agreements to cooperate. Other times, they become formalized in partnership institutions with steering committees, advisory bodies, and other highly visible, and rule-governed, ways of defining, implementing, and evaluating community projects. These umbrella partnerships go beyond those formed to carry out specific activities. They typically:

- Engage in outreach activities with a discrete set of community partners. University units that claim to partner with a “place”—a neighborhood or larger area—but that do not have identifiable partners lack an important source of accountability;
- Involve joint planning and, in some cases, joint management of *multiple* outreach activities, which can take place serially or simultaneously;
- Allow for review by advisory and/or other governing structures that include university and community representatives; and
- Are committed to sustain engagement beyond a single activity or funding stream.

Because many of these partnerships originate from a general recognition of the importance of community engagement on the part of the university, but without a concrete set of activities in mind, several of these umbrella partnerships were created by institutions that have had difficult histories with local communities, and therefore, no previous working relationship. For example, Virginia Commonwealth University established its VCU-Carver Partnership after another community protested an incoming president's inaugural celebration. The University of Illinois at Chicago's Great Cities Institute works in communities where residents have disputed proposed university land uses. Other sites established umbrella partnerships to assure community partners of the seriousness of the university's commitment. As a case in point, East St. Louis community leaders were reluctant to work with University of Illinois faculty unless they committed to do so "for many years to come."[7]

Umbrella partnerships come in two varieties, formal and informal. Formal umbrella partnerships are those in which relationships between university units and community organizations are governed or advised by committees or other bodies that include both university and community representatives. At the University of Illinois at Chicago, a steering committee composed of community, university, and city representatives operates as a board of the UIC-Neighborhood Initiative and identifies new projects and community needs. The steering committee also acts as a connector for community representatives to get to know people from other parts of the university. The VCU–Carver Community Partnership began with a process in which representatives of the university and Carver Community Association defined a joint program. Plans were then discussed at a steering committee retreat, adopted, and presented to the larger Carver community at a town meeting to get general buy-in.

Partnerships need not be formalized in order to provide a useful framework for effective pursuit of outreach activities. Informal umbrella partnerships accomplish some of the same tasks and are involved in some of the same kinds of relationships as formal partnerships, but they are not governed by committees or follow written decisionmaking procedures. They typically evolve from long-standing relationships between one or several university units and one or several community organizations (including public institutions). The University of California at San Diego (UCSD) provides an example of an informal umbrella partnership. The UCSD School of Medicine benefited from the experience of a faculty member whose work and strong reputation in the Mid-City area of San Diego dated back over a decade. The School's sustained relationships did not require formal mechanisms to ensure accountability and voice for their effective continuance, but rather, relied on a relationship of trust established over the long term. Strong variants of either formal or informal partnerships are characterized by relationships in which the decisions taken (or advice given) by university and community

[7]Quote drawn from a May 12, 2000 site visit interviews with East St Louis Community partners at the ESLARP Neighborhood Technical Assistance Center.

representatives have some detectable influence over the form and content of activities undertaken.

What benefits do umbrella partnerships convey? Those sites with active umbrella partnerships rely upon them to centralize planning and implementation of activities, serve as a clearinghouse of information for the both community and university staff, and help institutionalize outreach within the university. Thus, on the strength of early projects, Virginia Commonwealth went on to create a community development leadership academy, a new undergraduate focus in the field, and a grant program to support small, faculty-led, community research projects. All these have set an institutional anchor for future collaborations. VCU's Office of Community Programs also designs programs and directs technical assistance under the supervision of five professors. Five steering committees oversee the partnership's various activity areas, under the direction of the Carver-VCU Partnership Steering Committee, comprised of faculty, neighborhood residents, local school teachers, and city staff. The Office of Community Outreach's growing capacity and the involvement of local residents has been crucial to the partnership's success in raising funds and executing projects that target local needs.

Although many community-serving activities can be effectively implemented without umbrella partnerships, such partnerships clearly help. Unsupported by umbrellas, activities appear more dependent on individual faculty members and the strength of the relationships they personally form with individuals and organizations in the community. Without an umbrella partnership, both university and community partners appear to have more difficulty planning new activities, raising funds to sustain their efforts, solving implementation problems as they arise, or holding one another accountable for performance. For example, the University of San Diego entered into several partnerships around discrete activities with individual community organizations in the Linda Vista area, including the Linda Vista Civic Association, the Bayside Settlement House, and several local church groups. Community members were enthusiastic about participating in the programs that these partnerships implemented, and indicate that they would like to partner with the university in the future. However, these efforts have not been able to raise sufficient funding to support ongoing activities, and will likely expire when COPC funding runs out.

Even though departmental faculty most often provide a university's direct contribution to joint work with community partners, the quality of activities and strength of partnering relationships seem to gain tremendously from umbrella partnership support that is extended through centers for community outreach. Because outreach centers often are the university's public face, they become one of the main access points for community agencies seeking help. The Trinity Center for Neighborhoods and Virginia Commonwealth's Office for Community Programs are good examples of this. Each center links the research needs of neighborhood associations with faculty who have the time, interest and expertise to work on the proposed projects. Several respondents pointed to the difficulty of aligning community expectations with

the actual resources available to the university partners, particularly in new partnerships. University centers provide a place where community members and faculty can identify and reconcile partner expectations.

Finally, umbrella partnerships appear to be essential if the goal of the university is to make a significant impact on a neighborhood over the long-term—to systematically promote a redevelopment agenda that is shared with community residents. In East St. Louis, the commitment to sustain the work of the East St. Louis Action Research Project remains, though some of the early partners, from both the university and the community, have moved on. And, by establishing a local technical assistance office, the University is able to provide direct assistance to community agencies and the local planning office in ways that simply were not possible for faculty working from the university's campus in Urbana-Champaign.

3.4 Factors Influencing Partnership Performance

We did not seek to measure in a systematic way the success of campus-community partnerships, or to compare the value of alternative partnership arrangements. Instead, we investigated the various challenges partnerships face. In this section, we highlight the risks that partnerships between academic institutions and community organizations run, and discuss factors that appear to determine how effectively partnerships manage these risks.

Partnerships must perform two core tasks: they must mobilize resources and manage relationships. Resource mobilization includes securing each partner's own contributions as well as resource commitments from other sources. Relationship management refers to efforts by the partners to monitor partnership status and the relative contributions of the parties, evaluate potential risks, and devise and implement appropriate responses to these risks. We find that two risks predominate: strategy risk and capacity risk. Strategy risk is the likelihood that the partners' programs fail to achieve their goals (not unheard of in the realm of community development policy and practice). Program failure produces strong pressures on the partners to indict one another, or the partnership as a whole. Capacity risk refers to the likelihood that parties who make good-faith commitments are unable to carry out those commitments due to shortfalls in financial, human or political resources.

For many study sites, the COPC grant presented the university with an opportunity to take risks in the first place. For some, such as the University of San Diego or Virginia Commonwealth University, the grant supported formation of new community partnerships where academic institutions had little or no previous experience. For others, the grant provided an opportunity to extend existing outreach by engaging a wholly new set of community partners. This means that colleges and universities with extensive outreach experience and those relatively new to community outreach were managing very similar risks.

Capacity risk—the likelihood that partners are unable to carry out their commitments—seem to rise for both university and community partners as community participation increases, though for different reasons. For university partners, greater community involvement in the planning and execution of an activity can undermine administrative efficiency, as measured by whether timetables and budgets are adhered to. For community members, greater community participation often raises community expectations, which may strain capacity to deliver programs or services that meet these expectations. And in communities where expectations are high, community partners run the risk that inadequate performance by their academic partners will indict them as well as participants in the effort.

Generally speaking, community partners face different risks than do academic institutions, as illustrated by the following example from the University of Wisconsin at Milwaukee. School of Architecture faculty worked with community youth to design a housing project for older children awaiting adoption. The resulting design was quite responsive to the interests and ideas of the youthful residents. But while the project produced an innovative design the partners failed to secure the funding needed to build it. For the youth and adoption agency staff, the effort represented a failed investment in time, energy and hope. In contrast, while the faculty members were disappointed, this failure did not affect their standing at the university or their reputation in the field.

To manage risk, academic institutions, particularly those with little prior experience with community work, relied heavily on the existing infrastructure of community agencies. For example, the University of San Diego drew on the San Diego Organizing Project to help bridge cultural gaps in organizing leadership groups across the different ethnic communities that attended Linda Vista churches. In other cases, where community capacity was simply not present, universities provided services directly. Texas A&M presents one of the most ambitious examples of this strategy. Working in some of the most impoverished communities in the country, many of which lacked the most basic facilities of potable water and a working sewerage system, the Center for Housing and Urban Development helped build community infrastructure by developing community resource centers in the Texas Valley. These *Colonia* Resource Centers have become important hubs for *colonia* residents and provide local agencies with new opportunities to service local residents.

We offer three sets of factors that influence the ability of academic institutions and their community collaborators to meet the challenges of community engagement. These are factors related to (1) the specific activities undertaken, (2) the partners themselves, and (3) the partnership as a whole—the relationship between the partners.

Characteristics of the Activities Being Performed Can Influence Partnership Performance

Several features of the activities universities and their partners undertake influence the how well partnerships that carry them out perform. Many partnerships hope to sustain the activities they undertake, but some of these are more easily supported than others given funder interests and the amounts of money typically available. Some activities are inherently difficult to implement, and some do not align well with core university missions.

Availability of Resources. Some activities—including health, legal and social work activities, as well as the life-skills activities—would appear to have a wider range of potential funders than others. For example, community development technical assistance appeared to be often supported by local foundations after the end of COPC funding. Activities that lack sources of ongoing funding are much more difficult to sustain over time, regardless of the strength of the partners and their relationship.

Level of Difficulty. Some activities are straightforward, easily implemented, and produce outcomes that are relatively easily monitored and evaluated; others are complex, contentious, difficult to implement, and hard to assess. At the extremes, the health, legal and social work group, although by no means perfectly implemented everywhere, appeared, on balance, to be more successfully conducted from the partners' perspectives; in contrast, community planning activities were much more challenging and were less likely to be considered successful by participants.

Certainly, risks of successful implementation go up as outcomes depend on the support of third parties. For example, where partners design and implement participatory community planning projects—for neighborhoods, for public housing projects, and so on—the resulting plans almost always require support from local government agencies for subsequent implementation. For a variety of reasons linked to tight government budgets, adverse political circumstances, and other factors, it is not at all unusual for plans to be shelved. As noted earlier, however, disappointing outcomes may not be particularly damaging, in the short run, to the university partner. But where the community expected better results, and there was some expectation of a sustained relationship—with a community organization, intermediary, or neighborhood—these failures of strategy can undermine future working relationships.

Alignment with Traditional Functions. Some community outreach activities require the participating academic unit to make contributions that are closely aligned with its core teaching functions and enhance students' educational experience. Other activities require university contributions that are less central to the institution's central purposes. University administrators are more likely to provide institutional support for the former activities than for the latter. Using pre-professional graduate students to provide community members with services (health, law, social work, business, and so forth) is an excellent example of the former. In contrast, activities such as life skills training may not be costly to carry out, but are much less

likely to receive institutional support (in the absence of external funding) since they typically involve few university students and their impact is often hard for an outside observer to discern.

Characteristics of the Individual Partners Can Influence Partnership Performance

Some features of the partners themselves can affect partnership performance, apart from the kinds of activities they undertake. Here we describe two of these: the readiness of the community to partner with the university, and the importance of leadership.

Community Readiness. In several new initiatives we investigated, the university strategy appeared to be to select a community, identify some community "representatives", hold meetings in which the idea of campus-community engagement is introduced, and have the "community" identify some issues it wants to work on. In such cases, the university assumes that the community (through its representatives) understands the choices it is about to make, which presumes an understanding, among other things, of the institution it is about to partner with. There are, however, several sources of potential community misunderstanding at the outset. First, the university is not monolithic: there are real differences across university schools and departments; the law school behaves very differently from the planning school. Second, the university is not a repository of undifferentiated resources that can be made freely available if only it choses to do so. Rather, there are imperatives that govern resource allocation choices. For example, as seen at Duquesne, although the community may rightly see the Law School as a repository of legal talent that could be extremely helpful in filling gaps in low-income legal services to indigent clients, the Law School's own priority lies in providing opportunities to practice the law of nonprofit organizations, which could be satisfied best through pro-bono help to community-based organizations.

Leadership. Apart from the personal qualities required to establish a "vision of the good" and lead people to it, the selection of an appropriate point person on university outreach can be very important to a college or university's ability to communicate the seriousness of its interest in community engagement. In numerous instances, we see the importance of selecting someone who has the community's confidence. For example, at the University of Massachusetts at Lowell, the director of the Center for Family, Work and Community and a tenured professor who has been at UML for 23 years, was the lead for the COPC proposal; she is well respected both in the university and in the community due to her frequent work with many community organizations. In Chicago, the head of the University of Illinois's Great Cities Institute gained the respect and confidence of the community by spending long hours in the neighborhood attending community meetings and listening to residents' concerns and ideas. It appears that this is one way that institutions can "learn collaboration."

Characteristics of the Partnership Relationship Can Influence Partnership Performance

Several features of the partnership relationship can influence performance, including the complexity of partnership structure and its longevity.

Partnership Structure. A simple partnership structure can make it easier to arrive at agreement on the type, duration, level of effort, respective contributions of the parties, and other design and implementation decisions. In contrast, partnerships that require the engagement of multiple partners to undertake complex community development tasks require more effort and skill to manage successfully. However, while complexity may make near-term outcomes more difficult to achieve, it may also be the case that complex multi-party partnership forms can be more durable. If difficulties arise, particularly if these involve the responsiveness of the academic partner, multi-party partnerships sometimes allow an appeal to other partners for help in resolving disputes.

Partnership Longevity. Dedication to partnership work over a long period of time enables centers to build a strong cadre of seasoned staff as well as lasting relationships with well-motivated faculty in individual departments. This has value on both the supply side and demand side: at Pratt, the Center for Community and Environmental Design provides a source of practicums and studio courses that allow the university as a whole to attract capable students able to add value to community-based efforts. In turn, the Center's reputation for high-quality work has allowed it to build relationships with community-based organizations, community boards, and elected officials that generate interesting and important work for the Center and its students. What factors might contribute to durability of partnership relationships? The Pratt Center's long-term involvement in Brooklyn (probably the longest such relationship maintained by any single university center) is founded on at least four factors:

- A set of relationships with mature community-based organizations that are clear on their own contributions and the respective strengths and weaknesses of the parties;
- Joint agendas that are driven by the community members of the partnerships, and for which Pratt provides expertise in areas where it has an established competency;
- Clear understandings among the parties as to what the university can provide that is of high quality, and
- Diverse relationships within and among Center staff and community organizations, boards, and elected officials that do not depend for their continuance solely on one or two principal university staff.

The validity of these items is seconded by the experience at the University of Illinois at Chicago (UIC), with a going-in attitude of cooperation and neighborhood-centered agendas on the part of the faculty and staff that helped overcome historic distrust by residents of the institution as a whole. Further, evidence from Chicago suggests that as organizations mature,

they gain a better idea of what they can achieve through cooperation, including the value of multi-party cooperation within a neighborhood to encourage additional, related, and more diverse activities from the university.

Finally, it may be that some of the more valuable partnerships are ones that are between academic institutions and “wholesale” or intermediary organizations. There are examples of this within the community development technical assistance category as well as some others; e.g., the Trinity partnership with a citywide community management organization that in turn provides support to, and is the voice for, neighborhood-based community management organizations. This also has been the arrangement for much of Penn’s involvement in West Philadelphia through the West Philadelphia Partnership, which Penn certainly values, and which appears to connect to some of the more competent community-based organizations in the neighborhood.[8]

[8] Benson, Lee, Ira Harkavy & John Puckett. 2000. "An Implementation Revolution as a Strategy for Fulfilling the Democratic Promise of University-Community Partnerships: Penn-West Philadelphia as an Experiment in Progress." *Nonprofit and Voluntary Sector Quarterly* 29 (1): 24-45.

4. UNIVERSITY APPROACHES TO INSTITUTIONALIZING COMMUNITY OUTREACH

An important HUD goal for the COPC program is to encourage institutions of higher education to make enduring commitments to working with communities to address urban problems. HUD wants community outreach and partnerships to continue after the COPC grants are ended. One early change to the program was to provide more incentives for colleges and universities to institutionalize outreach. HUD provided nine of the early grantees with special "institutionalization" grants when they completed their COPC-supported work. In later funding cycles, program guidelines put greater emphasis on institutionalization in the scoring of new grants. And institutionalization indicators are important in the awarding of New Directions grants for past COPC recipients. In this context, institutionalization is a process that is expected to enable academic institutions to maintain lasting community outreach and partnership efforts.[1]

This chapter examines the steps taken by sampled COPC grantees to institutionalize community outreach. It begins with a working definition of institutionalization. The chapter then discusses the major challenges that various actors within academic institutions face as they try to institutionalize community outreach and partnerships. It summarizes the role that the COPC award played in the institutionalization process, and lays out the strategies the COPC grantees have used to address them.

4.1 A Working Definition of Institutionalization

This analysis follows the example of Robinson and LeGates in their discussion of university-community partnerships by adopting Philip Selznick's definition of institutionalization: a new approach within an organization to "infuse the organization with value beyond the technical requirements of the task at hand. An organization that is infused with value becomes satisfying to individuals in the organization; they and the organization work to advance the new values. Thus, a new approach becomes self-maintaining."[2] In a similar vein, but somewhat

[1] We recognize (and discuss at various points in this report) that community participants in university-community partnerships may also have to make organizational changes in order to engage in them in an effective, sustainable way; this analysis focuses on the university side of the partnership relationship because fostering greater community outreach among grantees is a central purpose of the COPC program.

[2] Selznick, Phillip. 1957. *Leadership in Administration: A Sociological Interpretation*. Evanston, IL: Row, Peterson & Co. p. 17 as discussed in LeGates, Richard and Gib Robinson. 1998. "Institutionalizing University Community Partnerships." *Journal of Planning Education and Research* 17:312-322, (Summer 1998) 313.

more concretely, Plater and Bringle emphasize the "degree to which the campus administration, infrastructure and operations have been changed by the new approach."[3]

As Schramm and Nye point out, this means not only that the academic institution values community outreach, but also that it values working in collaboration with organizations and groups that represent and give voice to the concerns and goals of community residents.[4] Most faculty and students who become engaged in community outreach hold this value; as noted in Chapter 3, meaningful participation by the community also increases the likelihood that activities will yield mutually satisfactory outcomes. Thus, this analysis considers what the COPC grantees in this sample have done to infuse their structures, norms and processes (both formal policies and informal practices) with the value of working collaboratively and in partnerships, to pursue community goals.[5]

4.2 Challenges for Institutionalizing Community Outreach and Partnerships

Institutionalizing community outreach presents numerous challenges. All institutions of higher education, especially universities, are sizeable organizations with both bureaucratic procedures and academic traditions that are typically well established. Introducing new kinds of activities that require new types of behavior and that compete with existing activities for resources requires sustained effort—usually across multiple dimensions of the institution. In our analysis of the data from the 25 COPC grantees in our sample, we discerned four broad types of challenges: mobilizing scarce resources, changing academic traditions, expanding capacity within the academic institution, and addressing limits on the capacity of community partners. Other researchers have also identified many of these challenges to institutionalization.[6]

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[3] William Plater and Robert Bringle, "Advanced Institute on the Engaged Campus," presentation to Campus Compact at University of Rhode Island, October 24-26, 1999.

[4] A key ingredient in successful partnerships reported by COPC-funded colleges and universities is a shared underlying philosophy of community development that emphasizes the importance of community control over this process. See Nancy Nye and Richard Schramm. 1999. *Building Higher Education Community Development Corporation Partnerships*. Washington, D.C.: HUD, 10-12.

[5] Definitions of institutionalizaton are commonly fleshed out by articulating specific dimensions or aspects of the organization that the institutionalization process is expected to change. We pursue this approach in detail in Chapter 5.

[6] Holland, Barbara, 1999, “Factors and Strategies that Influence Faculty Involvement in Public Service,” *Journal of Public Service and Outreach,* Vol. 4, No. 1, 38-39.

4.2.1 Mobilizing Scarce Resources

Community outreach and partnerships require various types of resources. Despite commonly held community perceptions that colleges and universities are wealthy, from the academic institution's perspective resources for outreach are frequently constrained—since funds and staff are fully committed to other functions. As other researchers have noted, mobilizing a dependable and sustained stream of resources is a major challenge facing most efforts to institutionalize community outreach.[7]

Cultivating and sustaining outreach and partnerships requires funding; for outreach to be institutionalized, the funding (or the ability to raise it consistently) must be predictable. How much funding is needed and how it is allocated will depend on the strategy chosen, but in general funding must be secured to cover the costs of new faculty activities and new administrative tasks.

Faculty commonly seek support for the extra time (over and above teaching time) needed to build and maintain relationships with current and prospective community partners, develop courses, conduct applied research, and gain new skills (such as learning new types of pedagogy or new facilitation skills). In addition, many of these activities have other associated costs, e.g., for teaching or research assistants, data collection or acquisition, and travel.

At some colleges and universities, faculty have such heavy teaching loads that finding the extra time for outreach courses or action research is very difficult, if not impossible. Since heavy teaching loads are a consequence of very tight budgets, this could be thought of as simply another aspect of the faculty funding issue. It is worth distinguishing, however, because making faculty time available under these circumstances most often requires "buying out" of one or more courses—which means either that someone else must be identified to do that teaching, or that students have fewer course options. At the San Jose State University (SJSU) COPC, faculty participation in outreach has been limited. Rapid growth in the number of students in the College of Business created faculty shortages, while relatively low salaries for the Silicon Valley region made faculty hiring difficult. As a result, the SJSU faculty have heavy teaching loads and limited ability to buy out their teaching responsibilities to take on community outreach or applied research.

Engaging in outreach at any serious scale also requires administrative support. Partnerships require coordination to conduct their work—to set up meetings, plan effectively,

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[7] Thomas, Nancy L., 1998, Working Paper No. 22, “The Institution As a Citizen: How Colleges and Universities Enhance their Civic Roles,” in *Civic Responsibility in Higher Education*, edited by Thomas Erlich, American Council on Education and the Oryx Press, Phoenix, p. 39.

prepare proposals, conduct projects, and so forth. Matching faculty and students with appropriate community partners for service learning courses, group projects (studios, workshops, team policy analyses), individual research projects, or internships requires one or more individuals to play a clearinghouse or brokering role. If performing these functions entails establishing a new office, center or institute (or expanding an existing one), space—often at a premium—as well as funding may be required.

A third category of funding, often not considered by academic institutions, is support for the cost of the time and activities of participating staff of the community partners. Staff members of community-based organizations that work with colleges and universities commonly note that while faculty are paid for teaching and get grants to cover their research time, and student interns receive a salary or stipend, the community organization and its staff contribute the time required to teach faculty and students about the community so they can do their work competently. Most COPC partnerships did not provide direct funding to community partners, as Alpern, et al, noted about the COPC program, "the purpose of the program is to build university capacity, not to serve as a pass-through to other entities."[8] A few of the schools in this sample used non-COPC sources of funding to provide direct support to community partners, commonly as capacity building grants for affordable housing or economic development efforts. The University of Delaware's Community Development Resource Center made capacity grants for economic development to community-based organizations in the Wilmington Enterprise Community using other HUD funds. The University of Illinois at Chicago (UIC) used a portion of its state grant money to provide direct funding to some of its community partners.[9] Yale University provided substantial support to the Greater Dwight Development Corporation from its Joint Community Development grant.

4.2.2 Changing Academic Traditions

The longstanding traditions of academia also can present significant obstacles to institutionalizing outreach where that requires changing institutional norms, encouraging more interdisciplinary and applied work, and adopting new forms of scholarship and pedagogy. While some academic traditions are broadly shared (e.g., the tenure system is very widely observed in universities and four-year colleges, although not in community colleges), academic institutions

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[8] Alpern, Lauri, Jerome Burstein, Jane Karadbil, and Joni Lee, 2000, "Building an Engaged Institution: The HUD Community Outreach Partnership Program," *Metropolitan Universities,* Vol. 10, No. 4.

[9] Guerrero, Ismael and Wim Wiewel, 1997, "Long-Term Collaboration: Building Relationships and Achieving Results in the UIC Neighborhood Initiative," *Metropolitan Universities,* Vol. 7, No. 4.

vary greatly in other aspects of their academic culture. Even within a single institution standards and norms can differ considerably across divisions and/or departments.

In most colleges and universities, faculty reward systems (including standards for hiring, promotion and tenure) generate strong pressure to publish research in peer reviewed academic journals. Especially in the traditional disciplines, these journals typically privilege theoretically grounded analysis, and relatively few provide an outlet for very applied work, especially action research. Any rewards for community-grounded applied research or other community service are generally quite small by comparison. As Davidson et al point out, even at Portland State University where tenure and promotion guidelines have embraced the "scholarship of outreach," "At the department level there is still resistance to reviewing community learning scholarship materials for promotion that may look quite different from traditional standards."[10]

This incentive structure is a product of, and reinforces, a traditional structure of academic disciplines, definitions of research, and pedagogy that (with some exceptions, discussed below) value the autonomous nature of the academic institution and the independence of faculty in deciding what to teach and study. Differences among academic units and departments may be further emphasized by turf issues and competition for resources and recognition. This tradition of independence runs counter to the multi-disciplinary nature of many community problems and the collaborative approach that partnership-based responses require. And some faculty may be wary that potential political conflicts involved in community engagement might compromise the institution's or faculty's neutrality or objectivity. For example, researchers at the University of Illinois at Chicago regretted that politicization of some development projects supported by the UIC Neighborhood Initiative undermined the university's role as a fair broker of resources.

Finally, as a byproduct of their training, experience and reward structure, most faculty have little or no experience with community engagement; some may not even be aware of the possibilities it offers. Those trained in traditions that emphasize the primacy of individual scholarship have often had no occasion to develop the types of skills required for collaboration and shared leadership, and many are unfamiliar with roles as co-creators of knowledge. Even those skilled at collaborative teaching and research may lack the experience and sensitivities needed to work successfully across differences of race and class. In one example, a research project on small business capacity at the University of San Diego caused some confusion when neighborhood businesses owned by Vietnamese immigrants misunderstood the intent of students collecting data on annual revenues and participation in business associations.

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[10] Davidson, Sherwin L., Seanna Kerrigan and Susan Agre-Kippenhan, 1999, "Assessing University-Community Outreach," *Metropolitan Universities,* Vol. 10, No. 3, p. 69.

University of Massachusetts at Lowell COPC Director Linda Silka notes there are a number of conflicting expectations inherent in university-community partnerships that reveal “confusions concerning how faculty are expected to contribute to solving society’s problems with the tools they bring to partnerships.”[11]

4.2.3 Expanding the Capacity of Academic Institutions

Community outreach must build on the strengths and needs of both the academic institution and the community if the participants are to build durable, trusting relationships.[12] The inability of the college or university to respond to community needs and opportunities may be a barrier to institutionalizing partnerships, over and above the issues of resources and academic norms. We can identify at least three difficult capacity issues.

First, particularly during the early stages of a partnership, there is often a lack of fit between what the community wants or expects the academic institution to bring to the table (e.g., money, political clout) and what the academic institution expects and can deliver (e.g., information and analysis, student labor). Sometimes the academic institution can expand the range of assets it can contribute to the collaboration (e.g., space); often the parties must invest some time in learning about each other's interests, circumstances and expectations. Silka relates how community partners’ initial unrealistic assumptions about the COPC program at the University of Massachusetts Lowell caused some dissatisfaction.[13]

Second, the academic institution is a multi-part organization. Those directly involved in community outreach and partnerships (e.g., teaching departments) typically cannot control—and may not even know about in advance—the activities of other parts of the institution (e.g., the president, human resources department, or real estate division). If community members come to view their direct partners as representatives of the college or university "as a whole," unexpected behavior by "central administration" can undermine community trust in their partners' dependability. Participants in the Howard University COPC experienced some of this frustration when the university administration did not agree to university participation in the proposed “super-CDC” for community revitalization.

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[11] Silka, Linda, 1999, “Paradoxes of Partnerships: Reflections on University-Community Collaborations,” *Research in Politics and Society, Vol. 7, p. 347.*

[12] Maurrassee, David. 2001. Beyond the Campus: How Colleges and Universities Form Partnerships. New York: Routledge Press.

[13] Silka, op. cit., p. 343.

Finally, the relative independence of the various academic units within the college or university presents a challenge to institutionalizing community engagement across the board. Effective change in one unit may generate little or no leverage in changing other units unless very senior leadership is invested in the institutionalization effort and benefits to participation can be demonstrated. For example, the strong community outreach program in the Pediatrics Department at the University of California at San Diego did not necessarily influence other departments or translate into campus-wide outreach efforts.

4.2.4 Addressing Limits on the Capacity of Community Partners

Not every academic institution finds among its neighbors community associations and institutions with the interest and the capacity to enter into partnership. At a minimum, academic representatives must almost always go through a process of winning initial interest and credibility in the community. If the college or university has a reputation in the community of being a bad neighbor (or simply indifferent and arrogant), this process can require sustained effort that yields no apparent returns for some time, and may even elicit some hostile reaction from the community. In such cases, academic participants may find it very challenging, for many reasons, to stay the course for long enough to even encounter the issue of institutionalization.

If the academic institution finds community members who agree to explore possibilities for working together, organizational capacity in the community can become an issue. The difficulty of building and sustaining partnerships presents organizational challenges for community groups just as it does for academic institutions, although the nature of the challenges is usually different. Many community organizations have small budgets; staff are often stretched thin relative to the community's needs, and turnover among key staff is sometimes a problem; most have volunteer boards. Community-based organizations can be more fluid than larger institutions; they may evolve and adapt to local circumstances and opportunities, so their interests and focus can change. This can increase the difficulty of sustaining partnership relationships over time. The overall result in some cases is the absence of motivated community organizations with the capacity consistently to sustain partnerships. At the DePaul COPC, staff turnover and limited capacity at the main community partner made it more difficult for the university to build on its partnership efforts in that neighborhood. As the earlier discussion of partnerships illustrates, academic institutions can be helpful in enhancing various kinds of community capacity. But, again, this process takes time, resources and commitment on the academic institution's part that may not produce enough visible returns to keep both parties at the table—a requisite for institutionalization.

4.3 COPC Role in Institutionalization

The 25 sites in this sample of COPC institutions are very diverse. With such differences in institutional type, local experience and history with the community, the local context for community development, the prevailing educational philosophy and values of each school, the different departments or academic units engaged in outreach, and other factors, it is impossible to define a single path to developing and maintaining community-university partnerships. Clearly, community outreach may be sustained in different ways, at different levels and with different purposes.

The COPC grants played different roles for different institutions. For some, COPC added to existing structures for community outreach and partnership. In other cases, COPC came at a time of change as new initiatives were starting. Elsewhere COPC was the impetus for new efforts in community outreach and partnership.

In these various contexts, expectations for institutionalization are different. For those schools that already had established community partnerships, the COPC funding was often an additional financial boost that enabled the programs to expand or add new components. For example,

- The University of Delaware had a long established community outreach program through the Center for Community Development and Family Policy in the College of Human Resources, Education and Public Policy; COPC funding helped them to open the Community Development Resource Center in downtown Wilmington.
- The School of Architecture at the University of Illinois at Urbana-Champaign had established its East St. Louis Action Research Project a few years before receiving the COPC grant award. It had already developed relationships in the city and designed curriculum to engage students and faculty in community development work there. The COPC grant allowed it to expand on these efforts and develop the Neighborhood Technical Assistance Center in East St. Louis.
- At the University of Pennsylvania, the COPC was introduced into setting that was already highly institutionalized (relative to other colleges and universities). Numerous faculty members and the staff of the Center for Community Partnerships already had well-developed relationships with community schools and a process for introducing and supporting Academically Based Service Learning. The COPC allowed the Center to strengthen its relationships with the Department of City and Regional Planning, and solidify some aspects of its relationships with the School of Education.

- Santa Ana College (SAC) had a history of community outreach that substantially predated COPC. SAC had community partnerships of various kinds dating from "before 'partnerships' was a buzzword" (including ongoing ties to University of California at Irvine, its COPC consortium partner).

In some cases, COPC funding to academic institutions with established community outreach efforts did not stimulate new programs, but instead provided additional support to continue existing efforts. For example, Pratt Institute used the COPC funding for its Center for Community and Environmental Design to continue its ongoing planning and design assistance to community organizations in Brooklyn.

A number of sites reported that the COPC grant came at a critical juncture for their community outreach programs. For these schools, the COPC funding added momentum and credibility to partnership planning that was already underway.

- The University of Illinois at Chicago had recently established its Great Cities Institute when it received the COPC grant. The director of the Voorhees Neighborhood Center and the Dean of the School of Planning and Public Policy, who collaborated on the COPC application, noted that the COPC program came at a very fortuitous time for UIC, and fit well with its evolving outreach program as the Great Cities Institute was being designed. It was also "made to order" for UIC as the dean and chancellor sought community outreach funding from the state legislature; that funding became the needed match for the federal grant. The COPC grant provided additional funds to allow the UIC Neighborhood Initiative (operated by Great Cities Institute) to pay graduate student interns and fund applied research that allowed the program to expand quickly.
- The University of Massachusetts at Lowell had recently designed a new interdisciplinary department, Regional, Economic and Social Development, which saw working in the community as fundamental to its research and pedagogy. The COPC grant helped to bring a community partnership focus to the new department and stimulate efforts to expand the approach to other parts of the university.
- At Trinity College, two professors in sociology and economics had had students working on community projects for many years. Their students asked for more structure and wanted to combine community work with their classes. The faculty formed a small committee to plan how to connect community service learning projects with courses; the committee's work led to the COPC proposal: "The timing was perfect for Trinity, and seemed made for us."

- The COPC grant also came at an "ideal" time for Portland State University, when it had put in place the support, administrative structure and curricular changes for community outreach. The dean of Extended Studies noted that COPC gave some momentum to these new interests at PSU, and allowed the university to integrate three outreach programs in a single project.

For a few sites, the COPC grant was the impetus for initiating partnerships. Although individual faculty may have had prior relationships with community organizations, or a few classes may have included an outreach component, the COPC funding was an incentive to design a program (within a department, school, or for the entire institution), bring together people with these interests, and find community partners interested in working with the college or university.

- University of Rhode Island's Urban Field Center initiated a new outreach program in the city of Pawtucket with the COPC grant.
- San Jose State University used the COPC application process to engage faculty from the Business School, Planning Department and several other units in developing new courses and projects in the community.

In these less experienced sites, the expectation for institutionalizing community outreach and partnerships is much less.

4.4 Grantee Strategies for Institutionalizing Community Outreach and Partnerships

The COPC grantees in this sample used a variety of approaches, and combinations of approaches, in their efforts to perpetuate their community outreach endeavors. Some were following an articulated strategy; others were simply taking incremental steps to make the resources and opportunities needed for effective outreach more widely or reliably available. While these may not be the only ways to pursue institutionalization, the fact that we see them employed by such a diverse and active group of colleges and universities suggests that they are likely to be both common and broadly applicable strategies for campuses interested in starting or expanding community outreach.[14] We can categorize these as administrative strategies, academic strategies, and organizational strategies.

[14] For a discussion of university strategies for service, see Nancy L. Thomas, 1998, op. cit.

4.4.1 Administrative Strategies

Some sites seek to institutionalize community partnerships and outreach through the administrative parts of the institution. In these administrative strategies, community relationships are often managed from the central administration. These strategies can help to overcome some of the obstacles to institutionalization, especially by making a commitment of resources. They can also centralize outreach efforts, coordinate academic input, and demonstrate institutional commitment and capacity to engage in outreach.

Provide Executive Leadership

Executive leadership, exercised by the college or university president, chancellor or provost, can provide powerful support for community outreach and collaboration. Leaders at this level can articulate a vision of community outreach, advocate the values of partnerships, and promote discussion and debate about new approaches to teaching, research and civic responsibility across the campus. Ramaley suggests that to enlist the interests of a critical mass of faculty, leadership must develop strategies to address the concerns of cautious, skeptical or resistant faculty to move beyond rhetoric to action.[15] Presidents and chancellors are in the strongest position to exert influence across major divisions of the institution and across multiple dimensions of the organization (mission, budget, etc.). Leadership at this level will be most effective when its support for community outreach is clearly sanctioned by the Board. Other senior administrators, such as deans and center directors, can also play significant leadership roles within their institutional units, but they will be less influential at the level of the institution as a whole than more senior executives.

Among the COPC sites, examples of executive leadership efforts that supported institutionalization include the chancellor's promotion of the Milwaukee Idea at the University of Wisconsin at Milwaukee, the Virginia Commonwealth University president's call for more university involvement with the community, and the elevation of DePaul's service mission by the president and vice president for academic affairs.

At the University of Missouri at Kansas City (UMKC), significant changes in the campus's urban mission were instituted by a new chancellor. The interim chancellor appointed faculty and senior staff to seven university-wide task forces to prepare recommendations for what the university's urban mission ought to be. Building on this foundation, the new chancellor created a new Center for the City, modeled after the Great Cities Institute at the University of Illinois at Chicago. UM-KC involved the community in planning the recruitment of the director for the

[15] Ramaley, Judith, "Embracing Civic Responsibility," *Campus Compact Reader*, Volume 1, Issue 2, Fall 2000.

Center, a position that is funded by the university budget and reports directly to the provost. The Center will serve as an umbrella to connect and support community outreach activities, provide services to faculty who want to engage in the community, and be a resource for the community. At the same time, the vice president's office (which administered the COPC grant) will continue to work with faculty on raising external funding to promote and support research and scholarship in community outreach.

The president of the University of Rhode Island (URI) has been a strong advocate of community outreach and promotes a "partnership" model throughout the university to encourage people to work together across disciplines. He also believes in the need to have "vertical" partnerships of practitioners, undergraduates, graduate students and faculty working in multi-disciplinary teams to better marshal the resources of the university. URI has made a strong commitment to outreach in teaching, service and research. The president restructured the research office to be led by a vice provost for outreach and identified several focus areas for outreach including children, families, and communities; enterprise and advanced technology; health; liberal arts and sciences; and marine sciences and the environment. Nevertheless, he noted that the "silos" of the traditional disciplines in the university are an obstacle to community outreach that do not make it easy to promote interdisciplinary work.

In spite of the desire of some academic executives to encourage greater participation in community outreach, not all have been successful in convincing faculty to engage. The former chancellor at the University of Michigan at Flint was very supportive of community programs; he battled regularly with the faculty to institute new community-based initiatives and to broaden the service learning component of the curriculum, but was met with resistance.

Develop Community-Oriented University Policies

Some academic institutions adopted policies that reflected community interests and concerns as a strategy for institutionalizing outreach to the community. These polices included aspects of the institution's academic operations and also the "business" side of the how the academic institution functions.

An example of an academic policy strategy is the admissions policy adopted by the University of Rhode Island in support of the community. URI extended its Guaranteed Admissions Program (GAP) to high school students in Pawtucket as part of its COPC efforts. The university sets expected standards for high school courses and grades for acceptance, and students sign contracts to pursue these goals in their studies in return for future admission to URI. With a local funding source for scholarships to low-income students in the city, this opportunity is a guarantee that these students will have access to higher education. This policy

helped to solidify the relationship between URI and the residents of Pawtucket, the site of its COPC.

Some academic institutions have enacted policies that enhance community relations. The University of Massachusetts at Lowell opened its bookstore in downtown Lowell as part of the city's effort to spur retail development. Howard University also designed and located its new bookstore to serve the neighborhood as well as the university. As a signal to the community that Howard would take their concerns into consideration, the bookstore stays open even when Howard is closed for the holidays. Howard also responded to community concerns about neighborhood safety by increasing the visibility of its campus security force. It got the District of Columbia police to establish a substation on Georgia Avenue near the campus in collaboration with the university security force; the substation is open 24 hours a day.

More ambitious policies to support the community include the homeownership assistance programs of Penn and Yale. Yale's Homebuyer Program is one of its most successful community revitalization initiatives. Started in 1994, it offers any regular employee (faculty, maintenance, clerical or administrative) $25,000 ($5,000 in down payment, and $2,000 a year for 10 years) to purchase a home in New Haven. Over 5 years, Yale helped 375 employees purchase homes, resulting in $40 million in home sales in the city. The university commitment exceeded $8 million over this period. This program has had an important stabilizing impact on the city neighborhoods.

A number of academic institutions (including DePaul, Penn, University of Illinois at Chicago, University of San Diego, and Yale) have attempted to adopt hiring and purchasing policies that favored local residents and businesses as a way of institutionalizing economic benefits for the community. Some of these efforts have been fruitful, notably Penn's West Philadelphia purchasing program. Working with the West Philadelphia Partnership and the partnership CDC, the university encourages contracting with small minority-owned firms from the neighborhood. Penn also helps small, local vendors develop business plans and provides other business and technical assistance to minority and women-owned enterprises[16]. Yale's Office of New Haven Affairs has also worked to influence university practices in hiring and procurement to give greater economic benefits to New Haven residents and enterprises. Advances have been made in procurement; Yale's purchases from New Haven companies (not necessarily in adjacent poor neighborhoods) grew by 40 percent from 1993-1998.

In general, however, implementation of policies for hiring local residents for jobs within a college or university has been much more challenging than expected. Unionized workforces, job preferences for students, hiring freezes, decentralized procedures for making hiring

[16] Nye and Schramm, op. cit., p. 62.

decisions, and civil service requirements at some public institutions are some of the obstacles these local hiring programs faced. For example, the University of Illinois at Chicago's Neighborhood Initiative was frustrated by its inability to gain employment opportunities for neighborhood residents, despite extensive efforts by its community partners to prepare neighborhood workers. Yale found influencing university hiring practices has been difficult since the university relies on a system of casual labor for much of its low skilled work. Since Yale is involved in billions of dollars of construction projects, the university made an effort to develop project labor agreements with its contractors to hire locally. The Greater Dwight Development Corporation, Yale's CDC partner, offered construction skills training and employment brokering to help unskilled city residents get construction jobs. However, this was a difficult program to implement and the CDC reported that fewer placements were made than were hoped for. DePaul University also worked with community partners to link entry level job seekers with university jobs, particularly in food services. However, the effort was not productive since some jobs were filled by union members and the university had a long-standing commitment to giving students first priority access to entry level positions.

The variety of administrative policies has helped to promote community outreach and partnerships on a number of fronts. These strategies for sustaining responsiveness to community needs and opportunities have met with varying levels of success. However, these actions, large and small, have demonstrated the sincerity and commitment of the institutions to their community partners whether the specific goal has been achieved or not. In some cases, these efforts have made ongoing partnerships more solid. For example, community hiring was an early objective of the community partners of the University of Illinois at Chicago, and the failure of this effort was a source of great frustration and anger. However, a careful written evaluation by faculty of why the effort failed, which identified the university's shortcomings as well as other difficulties, provided a vehicle for all participants to learn from this disappointment. Both university and community representatives agree that this honest assessment, coupled with successful collaborations on other issues, deepened their relationships. As Mayfield and Lucas point out, "the process of developing the project [university hiring], where community partners saw some parts of the university were sympathetic with their goals (particularly the individual faculty and the UICNI staff) helped develop and strengthen the relationship."[17]

[17] Mayfield, Loomis and Edgar P. Lucas, 1999, "Mutual Awareness, Mutual Respect: The Community and the University Interact," *Cityscape*.

4.4.2 Academic Strategies

Most institutions of higher education initially get involved in community outreach when individual faculty add service elements to their courses or research activities. For many, institutionalization is an extension of these early efforts; faculty and others seek to expand the academic institution's primary activities—teaching and research—to include more attention to community needs and issues, to value community partnerships, and to make "knowledge available and accessible to external audiences."[18] These strategies can address some of the challenges of institutionalization by minimizing the need for external funds or dedicated internal budget lines, developing academic collaboration, and building on an academic institution's strengths. Since resources are often a major concern and these strategies build on the core "businesses" of the college or university, these strategies may require fewer additional resources to sustain them.

Integrate Community Outreach and Partnerships into the Curriculum

Since teaching is the primary business across all types of institutions of higher education, integrating community outreach into the curriculum puts it at the heart of the institution, shaping the activities and experience of both faculty and students. Some COPC grantees put significant effort into developing new courses and methods of pedagogy, and worked with community partners to build applied research, clinical services, and service learning opportunities into the curriculum. Several designed and supported internship opportunities or capstone courses for students with community partners, and integrated internships and capstones into the student requirements for degrees. Numerous institutions with professional degree programs such as urban planning, business, law, social work, and various health professions have added to their curricula clinical experiences or pre-professional workshops that were developed with community partners. Perhaps not surprisingly, this is one of the most frequently employed strategies for institutionalization in this sample: at least 15 of the 25 grantees changed the content of some of their courses to support outreach, and almost 80 percent adopted new methods of instruction as the many examples in this section illustrate.

Initial design and development of courses, internships, clinical programs and field studies (including appropriate mechanisms for supervising students and evaluating their performance) with community partners, takes time and effort—which may extend over several semesters as the partners experiment to see what arrangements work best for them. Once this

[18] Frank A. Fear and Lorilee R. Sandman, 1995, "Unpacking the Service Category: Reconceptualizing University Outreach for the 21st Century," *Continuing Higher Education Review,* Vol. 59, No. 3. p. 116; as cited in Thomas, op. cit.

initial work has been done, however, maintaining these activities may require fewer resources from the institution. For example, Howard's School of Nursing places students in Nursing 101 in practical settings as part of their coursework. Using COPC support, the school developed a relationship with a local public housing development, assessed the needs of its senior citizen residents, and arranged to have nursing students visit on a regular basis, for example, to help residents make sure they are taking their medication properly. Establishing this arrangement required an initial investment of time, energy, and thought; sustaining it demands less effort.

Service learning was the most common type of outreach to be incorporated into undergraduate curricula. For example, Trinity College has supported a number of urban studies programs for undergraduates that incorporate community outreach. These include an Urban Curricular Initiative in the humanities; an Urban Studies minor concentration; and an interdisciplinary program—Studies in Progressive American Social Movements (SPASM) that involves history, sociology, economics, political science and religion. Students are expected to participate in community service projects. Trinity's new Community Learning Initiative is designing more options for courses with community service components or other connections to the community.

At the University of San Diego, the COPC focused the University's attention on the surrounding Linda Vista neighborhood and seemed to cement its service learning component. The provost reported that service learning is natural for USD because as a Catholic institution service is a part of its core mission. USD is also very oriented toward undergraduate teaching. These factors combined to make service learning a fairly high priority at USD, where it has been growing steadily for four years and a full-time staff of four people coordinate service learning activity for the entire college. The students seem to be responding positively to these curriculum changes. Many service learning classes reach their maximum allowed enrollment, and enrollment in the Urban Studies program has risen as a result of COPC publicity. USD has received money from the National Society for Experimental Education and the Irvine Foundation to develop new service learning programs.

Some schools are considering new academic programs with community engagement in the design. Virginia Commonwealth University is proposing a Community Development Initiative, which will involve a Community Development Leadership Academy and a Community Development Undergraduate Focus to be housed in Urban Studies and Planning. The primary focus for the program will be the continuation of the Carver Partnership activities, particularly with the Carver school. A team of faculty and administrators involved in Yale's COPC are investigating a new undergraduate Urban Studies concentration that would draw on history, political science, and other disciplines.

At the graduate level, pre-professional experiences for students in professional degree programs are the most common types of outreach in the curriculum. For example, as part of the Portland State University COPC, the Graduate School of Social Work designed the Albina Integrative Community Seminar for its students. This program was aimed at changing the way social work is taught within the school and providing more opportunities for practicum placements in Northeast Portland, especially with nontraditional agencies (those without an MSW on staff). The seminar brings in community residents to explain the history and environment of the Albina neighborhood. By incorporating community perspectives in this seminar, students gain a better understanding of the community and improve their ability to serve neighborhood clients. The seminar placed considerable emphasis on diversity and cultural awareness. The value to the community was seen as better informed interns and more professional staff support for smaller, more fragile social service agencies. For two years, the COPC funding allowed the seminar to have a person providing supervision to students doing placements at nontraditional agencies in the community.

At Yale, the COPC changed the way the Law School and School of Architecture provided clinical training. Previously, the Law Clinic served individuals. With the COPC, the clinic developed an ongoing client relationship with the Greater Dwight Development Corporation and provided a wide range of legal research and assistance on organizational and corporate issues, real estate, contracts and litigation. “As a result of the COPC, the Law Clinic works with more neighborhoods; they come to the clinic seeking help like Dwight got,” the clinic director reported. The associate dean of Architecture noted that the COPC helped his Urban Design Workshop gain stronger support. The Yale School of Architecture usually promotes a type of “world class architecture practiced by super stars.” The Urban Design Workshop and its work with the Dwight neighborhood showed that there is another way to practice architecture, with “your feet in the community.” As a national grant, the COPC award enhanced the standing of this community approach beyond just the dollars involved, since it showed that this type of work could attract outside grants.

A few institutions have made significant additions to curriculum at both the graduate and undergraduate level. At Howard University, integration of outreach into the curriculum is a central strategy for sustaining these practices by limiting the amount of outside funding needed. A number of divisions and departments are building into their curricula such elements as service learning, internships, and extra credit hours for incorporating significant outreach work into selected courses (the "fourth credit" option). The Howard Board of Trustees approved a proposal to have every program include a service learning component, effective beginning in 2001. The director of the Center for Urban Progress at Howard thinks this requirement will provide a major impetus toward institutionalizing COPC-like activities in the university. As previously noted, the School of Nursing placed students in Nursing Practice 101 at a nearby

senior citizens public housing development. The Howard School of Social Work has moved into a facility on Georgia Avenue where students do casework under the supervision of a licensed social worker (a degree requirement); this expands the kind of service learning some students already did through the Urban Family Institute's literacy and workforce preparation programs (also supported by COPC).

The Center for Community Partnerships (CCP) at the University of Pennsylvania devoted a significant part of its COPC efforts to expanding its Academically-Based Service Learning (ABSL) courses. These courses are developed with grants from CCP to individual faculty working in cooperation with community partners. Three such courses were developed under the COPC on the topics of brownfields, floodplain/environmental protection, and economic development planning. As with other ABSL courses, the Center mediated relationships between individual faculty and community partners—CBOs and community schools—by legitimating faculty presence in the community, helping ensure that the community gets something of value from the research, and monitoring relationships to make sure everyone holds up his or her end.

Developing training programs for community practitioners is also a strategy for institutionalizing outreach that is pursued by several institutions. It builds on the strengths of the university and can be a vehicle for attracting outside resources. Penn's CCP developed a capacity-building training program for CBO staff that is now funded by the Kellogg Foundation. It also organized mentoring relationships between Penn faculty and administrators and individual community organizations, as well as more structured, course-linked or intern-placement activities with individual CBOs (for example, preparing strategic plans, conducting organizational assessments, and helping with technology). These instructional programs fit well with the university's basic educational mission, technologies, and capacities.

Conversely, CBO staff and community residents often play important roles in educating members of the academic community, especially students. A few COPC grantees involved community members directly in classroom teaching roles, although this was not common. Nevertheless, residents and staff members consistently reported spending time and energy teaching students what they needed to know—about the organization, the substantive content of the project or internship, and the community—in order to complete their work. While some rued the fact that they were not compensated (or sometimes even acknowledged) for their contribution, some also reported that it was one of the more rewarding aspects of their experience with the academic institution.

Provide Incentives and Assistance to Faculty for Applied Research

Related to the development of new curriculum and instructional methods, support for faculty to engage in applied research and teaching was another way to institutionalize community outreach and partnerships. Some sites used the COPC grants to fund release time for faculty to explore community outreach work and develop new courses. Some increased the incentives for faculty with recognition of community service. Encouraging faculty participation in outreach was more common than changing the tenure guidelines to include outreach or applied research. Although few institutions changed their tenure practices, some expanded their tenure service definition to include service to the community. Some programs attempted to influence the academic institution's research agenda by encouraging and facilitating interdisciplinary work and applied research. Some sought out opportunities for publishing work on outreach and partnerships. Certain disciplines or departments may be more conducive to applied research and community outreach in creating new knowledge; these include urban planning, law, social work, sociology, community psychology, and health. Generally, this strategy required additional resources to underwrite research and time away from other faculty responsibilities.

At the University of Massachusetts Lowell, the "University in the City Scholars" program supported faculty across the university to respond to community needs. The Trinity Center for Neighborhoods used its COPC funds to pay faculty to undertake applied research for community organizations on topics that the community identified. This research was outside of regular faculty duties, not connected with the academic curriculum, and, in some cases faculty conducted research on subjects outside their own disciplines. The Office of Community Programs at Virginia Commonwealth University added a community research grant program for faculty to run community research projects, consult, provide technical assistance and conduct evaluation activities.

The COPC at the University of Rhode Island created an awareness among the faculty of a new way to interact with the community, i.e., to not just go in and do your research and leave, but to have a long-term relationship in which the university shares its resources. The COPC neighborhood revitalization project helped link different departments to both community outreach and each other, and helped the URI faculty understand the benefits of a long-term relationship with a specific community.

Much of the research from community outreach efforts to date has been either community specific or focused on the requirements and processes of community partnerships (e.g., new forms of pedagogy, issues of engaging in action research, the challenges of partnerships). This has limited publishing opportunities that "count" toward promotion and tenure for many faculty. However, some researchers at COPC institutions—sometimes with the help of COPC-supported centers—have been able to develop projects with community partners

that generate papers much more similar in character to "traditional" applied academic research. This appears to have been most common in the health professions, although we found examples in education, as well. There may be opportunities to expand on this approach, at least in professional schools, which (as noted in Chapter 2) are common participants in community outreach efforts.

4.4.3 Organizational Strategies

Many of the COPC sites pursued strategies for institutionalizing partnerships via new or expanded organizational structures that made community outreach a priority within the academic institution. These organizational structures—whether offices, institutes or centers—play a vital networking role as a two-way “portal” between the community and the academic institution. They are the point of contact that makes the many parts of the academic institution more accessible to the community. Similarly, they provide academic people better connections to the community. At Penn, the Center for Community Partnerships is described, both inside and outside the university, as "the face of Penn in the community.”

Although these various organizational strategies often require the institution to find additional external resources to support the new or expanded activities and staff, these structures strengthen the academic institution's capacity for community outreach and can also build capacity in the community to sustain engagement. These structures can play four broad roles, either singly or in combination. Some simply serve coordinating, administrative roles. More commonly, they may also: support faculty and students in service learning and other coursework; facilitate interdisciplinary research for the community, or deliver the academic institution's technical resources and services to the community.

Enhance the Administrative Infrastructure for Outreach

Most institutions of higher education have an office of community affairs, which may be expanded to oversee community outreach efforts. Distinct from their academic research or technical assistance centers, at least ten of the sampled COPC sites have expanded on existing administrative structures, or have created new administrative units for community outreach, service learning, or community partnerships.

Yale created the Office of New Haven Affairs to manage its community outreach efforts in New Haven comprehensively. This office is intended to be the “doorway” to the university for the community. As a signal of the importance of community affairs, the president created a new position of Vice President for New Haven and State Affairs to head this effort (one of only seven corporate officers at Yale). Funding for this office is part of the university’s core budget; its staff are not funded with “soft” money. This office manages all areas of Yale’s New Haven relations.

It oversees the “soft side” of university relations with the city, including several Yale partnerships with the public schools. This office also has responsibility for the university’s real estate holdings in New Haven, which were formerly managed by the investment division to maximize return as part of the university’s overall portfolio.

The Howard University Community Association, a unit of the university under the office of the vice president, is located in renovated street-level space on Georgia Avenue, the community's main commercial street. It serves as a source of general information for the community. This office is Howard's first official presence on the Avenue, and is intended as a demonstration that the university is serious about being a better neighbor.

Centers to Assist Faculty and Students with Learning

A few of the colleges and universities in this study are institutionalizing their outreach efforts by providing coordinating services for faculty and students to participate in community work, primarily through service learning. The focus of these organizational structures may be internal to the institution or as a bridge to the community.

At Portland State University, the Center for Academic Excellence (CAE) in the Office for Community University Partnerships may be the continuing link for community outreach and partnerships at PSU after the COPC. Unlike the COPC, which focused on three separate programs conducted by different schools, the Center has broad responsibility for assisting faculty across the university to find community-based learning sites for capstone courses. The CAE supports the “organic relationships” faculty establish with community organizations and adds some stability by offering professional assistance in writing, portfolio assessment, and holding university forums on outreach. The Center has strong leadership and an ability to raise outside funding needed to sustain community partnerships. It has received “Learn and Serve” grants from the Corporation for National Service and has applied for other funding from the US Department of Education for post secondary education (FIPSE) and other sources. However, the form of partnerships created through this structure is likely to differ from those the COPC initiated. The focus is primarily on the instructional value of the partnerships for student learning and the Center does not have a structured forum for accountability to the community such as the COPC’s Community Advisory Committee.

The service learning component is one of the more enduring programs of the COPC initiative at the University of Michigan at Flint (UMF). The UMF Office of University Outreach has become the hub for its service learning activities because it provides a substantial amount of support to faculty engaged in such efforts. The Office coordinates school and teacher contacts, formalizes agreements between faculty and local school representatives, coordinates

meetings, and handles other administrative tasks that faculty would have formerly done on their own.

Interdisciplinary Research Centers that Provide Services to Community

Many more sites used the COPC grants to support research centers or institutes and increase their attention to the local community (or target community) in conjunction with community partners. Sites used these academic centers to attract faculty and students to provide interdisciplinary technical assistance, research, information, training, and other services to community partners. In some cases academic institutions reorganized or changed the mission of old units; in other cases, new centers were created. Numerous COPC grantees developed such academic centers as a strategy to institutionalize outreach and community partnerships: the UIC Great Cities Institute; DePaul's Egan Urban Center; the Center for Family, Work and Communities at U Mass Lowell; and the Center for Urban Progress at Howard, among others, are academic centers that support faculty and student research of community issues.

At the University of Wisconsin at Milwaukee, expanding community outreach efforts created significant changes in the Center for Urban Initiatives and for the university as a whole. For the Center, both the COPC and U.S. Department of Education Title XI funding helped solidify the Center as the hub for academic outreach activity. As the Center Director put it, the Center "had the administrative capacity to manage large scale projects that began to roll in and the track record of partnering with other faculty and centers." On a track to institutionalizing community outreach more broadly, in 1999 the UWM chancellor announced a larger university-wide initiative called the Milwaukee Idea, to be directed from a new center in the Chancellor's office. The Milwaukee Idea is an ambitious initiative with the potential to stimulate significant changes in the ways in which the university relates to the community. An intensive planning process generated ten ideas to be implemented by the university under three general headings: Our Community to the World; Growth and Discovery; and Healthy People, Healthy Places. The Chancellor has asked the Wisconsin State Legislature to fund this multi-million dollar initiative.

Another aspect of institutionalizing outreach through these organizational structures is the important role these centers play in quality control over faculty and student work in the community. With their close relationships in the community, the centers at UIC, Penn, Delaware, Trinity and other schools pay a lot of attention to making a good match between community projects and student interns or researchers. Several people at the UIC Neighborhood Initiative noted that they have invested considerable time and energy to cultivate relationships with their community partners, and they don't want professors "turning their students loose on the community" without careful supervision and quality control. They are

careful in setting up projects like architecture studios and supervise interns carefully. Portland State University (PSU) has made a commitment to assessing the outcomes of its university-community outreach efforts by gathering input from faculty, students and the community. Davidson et al report that PSU now has "an academic professional with skills in teaching and learning strategies who is able to help faculty and students become better prepared to engage with the community in meaningful ways."[19] Assuring that the academic institution's services to the community are of high quality, respectful of community wishes, and valuable to the partners, helps to maintain the interest and trust of community partners over the long term.

Deliver Services to the Community with Community Participation

Another type of organizational structure that some colleges and universities have created to facilitate community outreach is a separate technical assistance program, resource center, community facility, or nonprofit organization dedicated to delivering services to the community, often with community participation on a steering committee or advisory council that sets its agenda. With this strategy, institutions have moved the focus outside the college or university and concentrated on the community's need for technical assistance. With these strategies, COPC efforts helped to change some of the structures of the participating higher education institutions.

Creation of the Trinity Center for Neighborhoods (TCN) as a physical center was an important step to institutionalizing community outreach at Trinity College. As one of the faculty who helped develop the COPC application noted, "We needed a place where it all intersects. We did not have that before the COPC." TCN has become a tangible organization that pulls together the college's outreach work with grassroots organizations in Hartford. TCN has also become a main gateway for the college to connect with community and for the community to access the college.

With its COPC grant, the University of Illinois at Urbana-Champaign created the Neighborhood Technical Assistance Center (NTAC) in East St. Louis to provide direct help to community organizations and the city. NTAC provides an on-site service center that is more readily available to community organizations than the episodic visits of faculty and students from Urbana-Champaign. This center quickly became the largest and most successful part of the ESLARP effort in the community. According to both faculty and community members, it is now a vital link between the University and East St. Louis. NTAC is a one-stop nonprofit resource center that works with area nonprofits and city agencies offering community development

[19] Davidson et al, op. cit., p. 66.

training and technical consulting. NTAC has helped to establish and strengthen the capacity of many CBOs in East St. Louis.

The Pratt Institute Center for Community and Environmental Design (PICCED) is a separate nonprofit within the Pratt Institute. It has provided design and planning assistance to CBOs for more than 30 years, and clearly is an institution in itself. The COPC grant was another source of funding that allowed PICCED to continue its primary business of serving CBOs. PICCED has always emphasized planning and social justice advocacy, and is committed to community control and building community capacity; its efforts are "resident driven and designed to support systemic change." PICCED allows the community organizations to define their needs and drive the agenda. Contributing to its close relationship with the community, Pratt has placed about 250 graduates in the community over the years; they now serve as staff to community organizations that work with PICCED. The Center's clear focus, quality services and community constituency have enabled it to raise funding outside the university to maintain its activities.

In sum, the COPC sites expanded or created a variety of organizational structures to encourage and manage community outreach and partnerships. The frequency of this approach demonstrates its potential importance as a strategy for institutionalizing community engagement. These offices, centers and institutes can provide a focal point for community outreach, elevate the visibility of outreach in the academic institution, and provide a recognizable home for these concerns for the community. They complement and enhance the other two broad approaches: strong executive leaderships and other administrative strategies, and academic strategies that build community issues and concerns into the core of the academic institution's teaching and research agenda.

5. PROGRESS TOWARD INSTITUTIONALIZATION OF COMMUNITY OUTREACH

Full institutionalization is a process that affects an entire organization. The COPC program therefore seeks to encourage multiple parts of the academic institution, and different members of the academic community (students, faculty, staff), to participate in community outreach. Thus, this part of the analysis emphasizes the *breadth* of each site's demonstrated commitment to outreach, i.e., how widely it is practiced across the campus, as well as its depth. How fully each COPC grantee has institutionalized community outreach and partnerships depends on numerous factors—among them, the nature and strength of its commitment to outreach, how much progress it had made toward institutionalization at the time it received its COPC award, and how it used that award.

To assess progress toward institutionalization among the sampled COPC grantees, this chapter draws on the literature and our own analysis to develop a matrix of 14 institutional dimensions hypothesized to capture various levels or degrees of institutionalization. It then summarizes the current patterns of institutionalization (across the 14 dimensions) among the COPC grantees in our sample. The chapter concludes with the lessons that their efforts at institutionalization suggest.

5.1 Indicators of Institutionalization of Community Outreach and Partnerships

The working definition of institutionalization (discussed in Section 4.1) specifies that the completed process will be "self-maintaining." Unfortunately, since community outreach is comparatively new to most colleges and universities, the process of institutionalization is incomplete at most of them: it is typically too soon to tell whether a posture supportive of community outreach will be self-maintaining. The definition provides limited additional guidance about what, exactly, needs to change about the organization and its activities. We have no metric to gauge "infused value."

However, the literature on university-community partnerships identifies numerous dimensions of "campus administration, infrastructure, and operations" that may serve as indicators of institutionalization; these provide a point of departure.[1] In their work on the Campus Compact, Bringle and Hatcher identify a number of indicators of institutionalization for service learning that, by hypothesis, might also apply to other types of community outreach, including partnerships: “Institutionalization can be represented at the institutional level in a campus mission statement, presidential leadership, policy, publicity, budget allocations, broad administrative and staff understanding of and support for service learning, infrastructure, faculty

[1] Plater and Bringle, op. cit.

roles and rewards, and service learning integrated with other aspects of institutional work."[2] Holland also identifies key areas in which an institution's commitment to service learning may be embedded: mission, promotion, hiring and tenure, organization structure, student involvement, curriculum, faculty involvement, community involvement, and campus publications. In addition, she defines four levels of commitment for each dimension to provide a framework intended to help assess how and how fully a college or university has progressed toward institutionalization.[3]

For this analysis, we begin with Holland's list of dimensions, and add to them other indicators proposed by Bringle and Hatcher. We also include three new dimensions that appear to be relevant based on this research: fundraising (the ability to attract outside "soft" resources to the institution to support community outreach); entrepreneurial direction (sustained action by faculty and staff to implement outreach activities, advocate for partnerships, and broaden the base of support for community outreach within the academic institution); and depth of commitment (strong, sustained outreach evidenced in one or a few units of the institution but not broadly across it). The result is the set of 14 institutional dimensions that constitute the rows of Exhibit 5-1.

To assess the extent of institutionalization of community outreach, we adapted and expanded on Holland's chart of the "levels of relevance" for each organizational dimension, developing descriptions of progressive degrees of institutionalization for each factor. These "levels" constitute the columns of Exhibit 5-1.

It is important to emphasize that this matrix is *not normative*. It is intended to be descriptive and heuristic. Individual institutions can legitimately choose to be at any level on each of the dimensions, and even schools with a deep commitment to community outreach may not necessarily intend to reach the most institutionalized level on every dimension. Furthermore, at any given point in time, where a college or university is on any dimension is not necessarily where its current members want it to be; indeed, different members of an academic community may have different views about where their institution "should" be.[4] For both of

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[2] Robert G. Bringle and Julie A. Hatcher. 2000. "Institutionalization of Service Learning in Higher Education," *The Journal of Higher Education*, Vol. 71, No. 3 (May/June 2000) 274-289.

[3] Barbara Holland. 1997. "Analyzing Institutional Commitment to Service: A Model of Key Organizational Factors," *Michigan Journal of Community Service Learning*, Vol. 4 (Fall 1997) 30-41.

[4] Ibid.

these reasons, it is not always possible to position a particular institution in all rows of the matrix.[5]

Exhibit 5-1. Institutionalization of Community Outreach and Partnerships by Factors and Levels of Integration

	Level One	***Level Two***	***Level Three***	***Level Four***
Contributing Factors	***Little Institutional Awareness or Support for Community Outreach***	***Partial Institutional Recognition of Community Outreach***	***Institutional Support and Commitment to Community Outreach and Partnerships***	***Full Institutional Integration of Community Outreach and Partnerships***
Mission[1]	No mention or undefined reference to Community outreach or service	Service is part of what we do as citizens	Service is an element of our academic agenda	Service is central and defining characteristic of our institution
External Publicity/Campus Publications[1,2]	Not an emphasis	Stories of student/faculty volunteerism	Emphasis on economic impacts, links between community and campus centers/institutes, occasional local and national newspaper stories on campus outreach.	Community connection is central element in publications, repeated coverage of campus-community efforts and partnership achievements.
Leadership[2]	No mention of service or community by President or Chancellor	General statements of civic responsibility and concern for society	Specific statements about the value of community outreach and community responsibility. Dean(s) and Department Head(s) actively support outreach.	Actions and statements by President/Chancellor, Deans and Department Heads that highlight the value and importance of community outreach and partnership with community
Policy[2]	Community not considered in campus policies. College or university sees itself as independent and not connected to surroundings.	Some awareness of community relationships, courteous to community. Tolerance of community in some policies (events open to the public, etc.).	College or university recognizes it is part of community. Policies to act as a good neighbor (e.g. real estate, investments, hiring, procurement). Some policies to support community with suggested goals (hiring or purchasing, guaranteed admissions, etc.)	College or university sees community as integral to institution. Community partners consulted and involved in campus policies. Policies encourage and enhance community vitality and development. Academic and administrative policies support outreach, e.g. admissions, financial aid, institutional assessment, institutional planning all consider community outreach.

[5] Over time, an institution can move in either direction on any dimension; however, since the COPC program selects in favor of institutions that demonstrate interest in institutionalization, and COPC funds can be used to encourage it, the study sample is not well-suited to providing lessons about "de-institutionalization."

Exhibit 5-1. Institutionalization of Community Outreach and Partnerships by Factors and Levels of Integration (continued)

Entrepreneurial Direction[3]	Design specific outreach program with no broader expectation of change or influence on institution.	Leadership of center or external unit promotes community outreach and partnerships for unit without changing other units of the college or university.	Leadership promotes outreach and advocates for change in a school or department in its pedagogy, approach to community, hiring/promotions, etc.	Proactive vision that persistently promotes partnerships and advocates for resources, or changes in policy and pedagogy in the institution. Respected by peers and influential with administration.
Depth of Commitment to CO in a few units[3]	Shallow participation within a unit with little influence on curriculum or policy.	Outreach is one component of unit's approach to teaching and research.	Unit engaged in outreach in teaching (curriculum) and/or research	Deeply integrated into one unit in curriculum, policies, finances, with strong participation from faculty.
Faculty Involvement[1,2]	Campus duties, committees, little interdisciplinary work, little awareness of community issues or partnership opportunities	Pro Bono consulting, community volunteerism, some awareness of community issues. Practicum and service courses taught by adjuncts or clinical faculty.	Tenured/senior faculty pursue community-based research or teach service learning classes or courses with community focus. Individual faculty may have relationships in community, awareness of some potential community partners.	Community research and active learning a high priority, interdisciplinary and collaborative work valued, broad awareness of community needs and relationships with community partners.
Promotion, Tenure, Hiring[1]	Service defined as service to campus committees or to discipline	Community service mentioned; volunteerism or consulting may be included in portfolio	Formal guidelines for documenting and rewarding service, recognition of community outreach. Discussion of criteria for outreach and applied research in tenure decisions.	Community based research and teaching are key criteria for hiring and evaluation, rewards for community outreach.
Curriculum[1]	A few individual classes may have service or community research component.	Some departments have clinical programs, independent studies, optional internships.	Opportunities for faculty to develop courses with community outreach. Departments and/or schools offer community based research, service learning, community based courses.	Curriculum across the college or university features service and active learning, includes community based research, required internships or community placements, capstone courses with community partners.
Student Involvement[1]	Part of voluntary extracurricular activities, individual students seeking internships, or projects in community	Organized support for volunteer activity	Opportunity for extra credit, internships, practicum experiences	Student culture supports outreach, scholarships for student service or internships
Budget allocation[2]	No college or university funding allocated for CO	Small or one time college or university budget contribution for CO, expect soft money to support	Some ongoing college or university contribution to CO but rely on outside funding	Continuing college or university budget allocation for key positions and overhead for CO

Exhibit 5-1. Institutionalization of Community Outreach and Partnerships by Factors and Levels of Integration (continued)

Fundraising Resources[3]	No outside funding or capacity to raise funds for outreach	Little capacity to raise outside funding for CO. Some specific, time limited grants or contracts to support CO.	Professional support for grantwriting. Center able to attract outside grants and contracts.	Active and ongoing fundraising to support community outreach efforts and partnerships, assistance from college or university development office as a priority for funding. Multiple units seeking outside funding for community outreach.
Organizational Infra-structure for CO[1,2]	No specific structures for CO, work is ad hoc or by individual faculty.	Committees or task forces may exist to foster volunteerism and community outreach. Clinical programs have community placements.	Centers and/or institutes organized to conduct CO, offices to facilitate service and partnerships.	Clear administrative infrastructure (that reports to leadership) that includes flexible units to support widespread faculty and student participation in CO. Broad administrative/staff understanding and support of CO.
Community Involvement[1]	Random or limited individual or group involvement	Community representation on advisory boards for departments or schools.	Community influences campus through active partnerships or part-time teaching.	Community involved in reciprocal, enduring, and diverse partnerships that mutually support community interests and academic goals. Community involved in defining, conducting and evaluating community research and teaching.

Notes:

1. Included in Barbara Holland. 1997. "Analyzing Institutional Commitment to Service: A Model of Key Organizational Factors," *Michigan Journal of Community Service Learning*, Vol. 4 (Fall 1997) 30-41.
2. Included in Robert G. Bringle and Julie A. Hatcher. 2000. "Institutionalization of Service Learning in Higher Education," *The Journal of Higher Education*, Vol. 71, No. 3 (May/June 2000) 274-289.
3. Developed for this analysis.

Further, the matrix is not intended to imply that the 14 dimensions specified are equally important (i.e., that they have equal significance as indicators of "degree of imbued value"); in fact, it is likely that their relative significance differs, and will vary across institutions. Institutions of higher education are diverse (recall that universities, four-year colleges, and two-year community colleges and technical institutes are all COPC-eligible), and even within a category of institution considerable variety exists. This means that the dimensions cannot be "summed"

in any mechanical way, and may not always be sufficient to fully explain what sustains community outreach.[6]

Finally, although the dimensions of the matrix are distinct, they often interact: mission is intended to shape policies and curriculum; budget and fundraising influence can both affect, and be affected by, organizational infrastructures that support community outreach; policies regarding hiring, promotion, and tenure influence the level and distribution of faculty engagement; and so forth. As a result, changes in one dimension can stimulate changes in another; in this sense, each of the dimensions can be seen as a factor influencing institutionalization as well as being an indicator. Hence strategies for promoting greater institutionalization (discussed in Chapter 4) often seek to affect more than one dimension of the institution.

Despite these complexities, the matrix provides an ordered way to examine the experience of the COPC sites, to look at patterns of institutionalization, and to consider what elements or dimensions seem to have most aided or impeded the schools' ability to sustain their outreach and partnership efforts. To foreshadow later discussions, we find that, on balance, evidence from the COPC sites confirms that these elements are important in determining the ability of a school to sustain community outreach and partnerships. The rest of this section of the report briefly discusses each of these indicators of institutionalization.

5.1.1 Mission

An institution of higher education is typically established with a stated mission or purpose intended to drive and guide its work. Although most academic institutions include teaching, research and service in their missions, how each of these components is defined in practice influences the extent to which the mission supports community outreach and partnerships.

About three quarters of the study sites have stated missions that include public service (although the public is usually not defined as the immediate community). Sixteen are public institutions with a commitment to service; these include a number originally established as Land Grant Universities, with an explicit mission of service to the community (or state). An additional three are private religious institutions with a stated moral commitment to social justice. In contrast, several of these COPC sites are designated Carnegie Doctoral/Research Universities--Extensive, where "service" is more likely to be defined as service to a discipline or the

[6] Holland, op. cit.

academic institution and outreach to the community is not necessarily supported by the mission.[7]

Mission, and the influence it has on an institution's activities, can each change over time. For example, when the Massachusetts legislature began asking what the University of Massachusetts at Lowell (UML) contributed to the community in return for the public funding that it was receiving, the Chancellor responded to the challenge by articulating a new mission for UML: to serve the region and economy with a focus on Lowell and sustainable development. This required restructuring the university, including reducing the number of departments and degrees offered. These changes created some internal conflicts, but many believed it was what the institution needed to do and that the new mission provided the campus with a distinctive niche.

University of Missouri at Kansas City (UMKC) has long had a stated "urban mission" but has only recently begun to pursue that part of its mission actively. The new chancellor, selected in part because of her enthusiasm about elevating the urban mission of the campus, has made this a university priority and established a new Center for the City to serve as a "gateway" between the university and the community.

5.1.2 External Publicity

Like its mission, what an institution says about itself and promotes to the world is one indicator of its interests, activities and values. Incorporating information about community outreach activities into academic catalogs, bulletins, web sites and media accounts helps the institution attract students and faculty who value that aspect of the educational experience; this, in turn, creates an internal constituency for outreach and applied research. It can also inform prospective funders and partners that the academic institution values this aspect of its work.

The levels of institutional publicity about outreach range from no mention of its community work, to stories of student/faculty volunteerism. At a higher level, there may be emphasis on the economic impacts, links between community and campus centers/institutes, and occasional local and national newspaper stories on campus outreach. At a highly

[7] The Carnegie Foundation for the Advancement of Teaching collects information from all colleges and universities accredited by the U. S. Secretary of Education and uses it to categorize those institutions; the categories were changed in 2000. The current schema included ten broad categories. The first one includes institutions that not only offer a wide range of baccalaureate programs, but also award at least 50 doctorates a year across at least 15 disciplines; see http://www.carnegiefoundation.org/Classification/CIHE2000/defNotes/Definitions.htm. These universities, which also tend to do the most externally funded research, were formerly referred to as "Carnegie One" institutions. The classification system will be reviewed again in 2005; one change under consideration is to add a measure of engagement.

institutionalized level, community relationships and partners are featured in the publications, and there is repeated coverage of campus-community efforts and partnership achievements.

While few schools come up to the fullest level of external publicity for outreach, evidence from the colleges and universities studied suggests that public visibility can be an important factor in institutionalizing outreach. At the University of Missouri at Kansas City, the vice president whose office administered the COPC grant reported that the publicity given to COPC activities and the people who became involved in them helped stimulate institutionalization of community outreach there. The dean of the School of Public Policy and Planning reported that the COPC-supported University of Illinois at Chicago Neighborhood Initiative (part of the Great Cities Institute) played a big part in enhancing UIC's national profile as an urban university. He felt UIC's greater visibility and credibility had enabled the university to recruit leading urban scholars who came to UIC because of its urban commitment and national reputation. Howard University publishes an extensive catalog of community service that lists faculty and their activities; it serves as a resource for those seeking to make connections with the university. The vice president reported that when faculty see Howard's community efforts reported in the news, it encourages them to get involved; nearly half of the news stories about Howard are about its community efforts.

5.1.3 Leadership

It has become almost a truism that strong executive leadership is needed to support and sustain community-university partnerships. The president or chancellor plays a major role in setting the institution's priorities and establishing it budget. Leadership at this level is the only efficient way to mobilize resources and support for community outreach and partnerships from *across all the major divisions of the academic institution*.

Not surprisingly, most of the schools in this sample had top leadership in support of community outreach to some degree. However, the degree of support varies from broad generalizations about the role of service (level two) to consistent statements and actions on the part of the president or chancellor, deans and department chairs that highlight the value and importance of community outreach and partnership (level four).

At University of Illinois at Chicago, the top leadership (through successive chancellors) has been an important factor in sustaining the outreach efforts of the university's Neighborhoods Initiative (UICNI). The chancellor's support was critical in the early stages of the Great Cities Institute (GCI), and his commitment remained firm when he assumed the head of the state university system. Senior GCI staff note that UICNI has weathered changes in staff at every level, including the highest levels of administration (both dean and chancellor) and has continued to gain support across the campus. As a result, the urban mission has "sunk in" and

the reputation of the program is helping to attract other urbanists who share the values of community outreach.[8]

At Trinity College, the former president articulated one of the most compelling visions of community service and outreach for a private, liberal arts college. Proud of the actions Trinity initiated in its neighborhood, he frequently used his position as a platform to challenge his colleagues in academia to accept the moral and civic responsibility of community outreach: "The time has come to awaken the conscience and assert the moral authority of academic institutions. We have an obligation to look beyond our gates, to come down from the ivory tower. We are privileged communities of learning, but we also belong to a much larger community that extends beyond our campuses."[9]

More recent efforts to incorporate outreach illustrate some of the challenges even senior leadership can face. For example, DePaul's new president elevated the traditional St. Vincent DePaul mission of service to be a much more important issue university-wide. The Egan Urban Center, established at about the same time that DePaul received its COPC award, was intended to become the focal point for the university's new efforts. However, subsequent expansion of the service mission to greatly increase undergraduate participation in service activities presented a difficult choice: the Egan Urban Center is located in downtown Chicago close to the professional schools, but undergraduate classes are held on the main campus in Lincoln Park. Responsibility for identifying service placements and matching students to them was ultimately lodged on the main campus; whether this undermines the ability of the Egan Urban Center to be the locus of community outreach at a university that has long given priority to teaching remains to be seen.

5.1.4 Policies

One value of executive leadership is the potential for an academic institution's officers to influence a wide variety of policies, which may or may not reflect the institution's awareness of

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[8] This example highlights the issue of leadership transitions, which can occur—and have an impact on institutionalization—at any level of leadership from the president to linchpin faculty to entrepreneurial staff directors. Logically, it seems reasonable that the ability of community outreach to weather senior level leadership change would be an aspect of leadership's role in institutionalization. UIC is one of only a handful of the campuses studied here that had experienced turnover in senior leadership. These few examples suggest that high-quality outreach efforts that have established a funding base and some external visibility are likely to fare well during leadership transitions, but the issue of how best to manage such transitions merits additional study as the field matures.

[9] "Awaken the Sleeping Giant," Remarks of Trinity College President Evan S. Dobelle at State of the Cities The Urban Recovery: Real or Imagined, A Brookings National Issues Forum, June 8, 1998, found at: http://www.brookings.edu/es/urban/speeches/NIF98dobelle.htm.

its effects on its community surroundings. Outreach is least institutionalized in those institutions that see themselves as independent entities unconnected to their communities. Higher levels of commitment to outreach range from policies that demonstrate some awareness of community relationships (such as opening some events or facilities to the public); to recognition that it is a part of the community, with policies to act as a good neighbor (in its development and management of real estate) and to support the community with suggested goals (in local hiring or purchasing, guaranteed admissions, etc.). At the most integrated level the academic institution sees the community as integral to the institution; community partners are consulted concerning campus policies that encourage and enhance community vitality and development, and those policies consider community interests in such areas as admissions, financial aid, institutional assessment, and institutional planning.

Santa Ana College sees the city of Santa Ana as the core of its service area and is very well integrated into the local Santa Ana 2000 collaborations intended to strengthen the city. Both community constituencies and citywide agencies can influence curriculum development, including how and where classes are taught. Trinity College is a leader in neighborhood revitalization working with a coalition of local institutions and city government to redevelop the area adjacent to the campus. The development of the Learning Corridor has been a huge success and engaged many community organizations in ongoing relationships with the college administration and the student body. In this effort, Trinity has collaborated with CBOs on developing employment training programs, community facilities, affordable housing, and commercial sites for neighborhood businesses.

Perhaps no other policy area is more contentious in the community than how the academic institution manages real estate, especially campus expansion. Howard, Penn, UIC, VCU, Yale and others have developed policies to connect with the community about the institution's plans for physical expansion. While these interactions have not always been smooth or won community support for institutional plans, the relationships have, at times, improved the outcome and balanced the interests of the institution and the community. For example, the Community Advisory Council (CAC) at Howard is governed by a memorandum of agreement stating that Howard will use CAC meetings to inform the community about its space needs and plans. The CAC has no real authority, but all the community partners appreciate that it provides a forum in which the university presents its plans to the community. For its part, Howard gains a sense of community opinion it can use to help it decide whether or not a fight is likely to be worth what it costs. Howard and its partners concur that they have come to a place where they can agree to try to agree, and they can point to some positive developments. These include the university's renovation and sale of formerly boarded-up homes near campus, and the location of the police substation and the campus bookstore on Georgia Avenue (all discussed previously).

Although policies concerning real estate have the greatest potential to become contentious, they are not the only ones that have—or can have—meaningful community impact. Policies governing hiring, procurement, and admissions all have the potential to make a difference; as discussed in Section 4.4.1, however, progress in these domains has been relatively limited, despite energetic efforts at a few institutions.

Many schools have not developed this level of collaboration with community partners, and either do not include community in their policies at all or reach out to the community in very limited ways. Low levels of consideration of the community in policy are especially common among (but not limited to) institutions that are not adjacent to their target communities.

5.1.5 Entrepreneurial Direction

As in many institutional change efforts, entrepreneurial activity by individual "change agents" can be a critical factor in how a college or university adapts to new ideas about teaching, learning and research. Following the literature, Section 5.1.3 called attention to the importance of executive leadership in making resources available for community outreach and setting a tone throughout the campus that service and applied research are central to the institution's work. But senior leadership is not enough. Thomas cites the need for leadership at many levels to get the institution to value outreach. She notes there are roles for "entrepreneurial, advocacy, and symbolic" leadership: "for outreach initiatives to flourish, more than one form of leadership is necessary, although in some cases, one individual or the same individuals serve multiple leadership roles."[10]

In most of these COPC cases, faculty or administrators who actually designed and implemented outreach initiatives made critical contributions to demonstrating the feasibility and value of community outreach. Such individuals are not a substitute for leadership at the top, but they are a critical complement to it: they are persistent in presenting a consistent, proactive vision; promoting responsiveness to the community; and advocating for resources or changes in policy and pedagogy in the institution. Most often the people who showed entrepreneurial direction of outreach efforts were effective because they were respected by peers and influential with the administration.

Such individuals have maximum impact when they are positioned centrally in their institutions. At Penn, Professor Ira Harkavy has led the Center for Community Partnerships and been successful in expanding its reach across the university. Since his days as a student at

[10] Thomas, Nancy L., 1998, Working Paper # 22, "The Institution As a Citizen: How Colleges and Universities Enhance their Civic Roles," in *Civic Responsibility in Higher Education*, edited by Thomas Erlich, American Council on Education and the Oryx Press, Phoenix, p. 35.

Penn, Harkavy has been an advocate of community outreach, and has promoted it on the national scene through his extensive writing and speaking. He has engaged in a reflective pursuit of an underlying theory of academically-based service learning, drawing principally on Dewey's pragmatism, further connecting it with a scholarly tradition of research on the role of university in society, and an emphasis on the superiority of relevance over theory.[11] Indeed, Harkavy has challenged the grip of peer-reviewed publication as the litmus test of academic success. Although his epistemology and his critique of community standards of excellence within the academy may not be shared by his colleagues in Penn's academic departments, many of them have come to value community outreach as a student learning and faculty research vehicle.

At Howard University, community and university participants give credit to Maebelle Bennett, Director of the Howard University Community Association for her effective style of communication and advocacy in making community-university partnerships work. When asked about the sustainability of this partnership given the contentious history, respondents came back to Maebelle Bennett and her ability to keep the relationship together. She is the central point of trust and contact for the community. While institutionalizing the relationships require that they carry on regardless of the personalities involved, having a person who can translate between the academic and community cultures is essential in building community-university partnerships.

Persistent and committed faculty can have important impacts even if they do not occupy centralized positions, however. At University of Rhode Island, Dr. Marcia Marker-Feld, a tenured professor in the Graduate Program of Community Planning and Landscape Architecture, provided the entrepreneurial leadership for the COPC. She has directed the URI Urban Field Center since 1975 and has been a strong advocate for community outreach and partnership. She has received support from the administration, as well as the respect of other faculty. Similar roles have been played by key faculty members at numerous other COPC sites, including Pratt, University of Illinois at Urbana-Champaign, UCLA, and University of Wisconsin at Milwaukee.

5.1.6 Depth of Commitment

Although institutionalization is typically assessed in terms of breadth of participation in outreach across the college or university, some sampled COPC sites have sustained community outreach activities over an extended period a time—but only within a portion of the

[11] See, for example, Lee Benson, Ira Harkavy and John Puckett. 2000. "An Implementation Revolution as a Strategy for Fulfilling the Democratic Promise of University-Community Partnerships: Penn-West Philadelphia as an Experiment in Progress," *Nonprofit and Voluntary Sector Quarterly*, Vol. 29, no. 1, pp. 24-45

institution. In these cases, outreach programs are deeply integrated into one unit in curriculum, policies, finances, etc., with strong participation from faculty.

Strategies for institutionalization differ when the focus is across schools or on units within an academic institution. Several of the study sites demonstrated a deep commitment to community partnership and outreach in one or two units, for example: University of California San Diego in its School of Medicine and Pediatrics Department; University of Illinois Urbana Champaign in Urban Planning, Architecture, and Landscape Architecture; Texas A&M in the Center for Housing and Urban Development in the School of Architecture; and at UCLA in the School of Public Policy and Social Relations.

The Pratt Center is one of the best examples of the depth of commitment to community outreach and empowerment by one unit of the institution that has been successfully sustained over a long period of time. While the Center draws on faculty and students from architecture and urban planning, and some Center staff have faculty appointments, a similar level of outreach and partnership has not been adopted by other parts of the Pratt Institute. At UIC, the commitment to community partnerships and outreach is strongest within the College of Urban Planning and Public Administration with some participation from other schools. The Dean identified the continuing need for “in-reach” to bring other parts of the university into partnerships with the community.

5.1.7 Faculty Involvement

Faculty are central to the teaching and research functions; hence sustained faculty interest and active involvement are critical to maintaining outreach efforts. As a senior staff person at the University of Massachusetts at Lowell observed, “the intersection of faculty interests and community needs are where profitable partnerships can be formed.” All of the cases in which we observed deep commitment in a few academic units are ones in which committed faculty have consistently made community outreach integral to their work.

The levels of faculty involvement in community outreach can range from minimal—engaging only in campus duties with little awareness of community issues or partnership opportunities—to independent work such as *pro bono* consulting, community volunteering, with some awareness of community issues, or to having practicum and service courses taught by adjuncts or clinical faculty. A higher level of institutionalizing faculty involvement has tenured or senior faculty that pursue community-based research or teach service learning classes or courses with community focus. Faculty in some departments or schools may have relationships in community, and knowledge of potential community partners. At the most institutionalized level, community research and active learning is a high priority for faculty across the institution;

interdisciplinary and collaborative work is valued, and faculty have broad awareness of community needs and relationships with community partners.

The University of Massachusetts at Lowell's "University in the City Scholars" program is an example of a highly integrated process for supporting faculty involvement in outreach. Under this program, UML provides funding each year for ten faculty to support urban revitalization through instructional innovation, interdisciplinary outreach, and/or technical assistance. Faculty apply for funds to do applied research and course development on topics identified by the community. Scholars have come from many disciplines, including English, health and clinical sciences, business, engineering, and psychology. One Dean noted that the COPC has become institutionalized at UML mainly through the curriculum that has been designed through the University in the City Scholars programs. She believes that community outreach has permeated the organizational culture of the institution by encouraging and supporting faculty to respond to community needs.

The Pediatrics Department in the School of Medicine at University of California at San Diego has institutionalized a high level of faculty involvement in outreach in a more specialized curriculum; it is the top-ranked "Community Pediatrics" department in the country. The faculty are entrepreneurial, and the department has been open to non-traditional faculty hires, including people who have come from community practice or who would like to focus their work/research in that area. UCSD's Pediatrics Department has a strong community orientation and numerous continuing collaborative relationships including: community clinics, practicing pediatricians, demonstration research projects, and medical student training in community settings.

5.1.8 Hiring, Promotion, and Tenure

Intimately related to faculty involvement, but much more controversial, are the academic institution's policies on community outreach and applied research in faculty hiring, promotion and tenure decisions. As many have pointed out, the ability of faculty to participate in outreach work is related to their other professional obligations and career expectations. Thus the degree to which promotion and tenure policies value service to community is important in determining faculty participation.

Standard tenure policies do not recognize community work; they define service as work for one's discipline or institution; some colleges and universities also consider faculty members' volunteer or consulting work. In most cases, service (however it is defined) carries less weight than either research or teaching. As institutions begin to consider faculty participation in community outreach, they may debate whether the definition of scholarship should include applied and/or "action" research, design formal guidelines for documenting and rewarding service, or provide awards to recognize community outreach. At the most integrated level,

institutions reward community outreach by integrating community-based research and teaching as key criteria for hiring and evaluation.

Although promotion and tenure policies are hypothesized to affect institutionalization of community outreach, few schools in the study sample have adopted a fully integrated tenure policy toward community partnerships and applied research such as suggested by Boyer's scholarship of outreach.[12] One or two schools do not have tenure but rely on contracts.

One of the most comprehensive examples is the University of Delaware, known for the "Delaware Model" that integrates community outreach with academics. The president noted that it is "institutional policy that service is on a par with scholarship, as a core belief of the college." To get tenure, faculty must excel in two of three areas—strong teaching, publications and research, and distinguished public service. Tenure-track faculty get eleven-month contracts (rather than the more conventional nine-month contracts) to integrate community work year round. Non-tenured policy professionals have a career ladder in the centers similar to the ladder for academic appointments, and they have the same prestige in the college, and the same votes as academics. Policy professionals provide continuity for community work and supervise students in the field. The dean believes that the peer review model can be used to measure community service standards in the same way as teaching and publications—recognized leaders who have linked service and education can serve as peers.

Portland State University adopted major changes in its tenure and promotions policy to incorporate community service in 1994-95. The faculty senate approved reforms that recognized community service and applied research as acceptable activities in the tenure review process. However, the impact of these reforms has been muted by concern among the faculty that credit earned under these policies may not be transferable to other academic institutions. Some faculty note that PSU faculty are the third lowest paid at any state university, so many faculty do not see their careers at PSU as long term, thus are reluctant to have their tenure portfolio based on criteria that would not be recognized by other university tenure policies.

Some additional institutions are discussing the proper role of community service and applied research in the criteria for promotion and tenure. In 2000, the UIC faculty senate approved the recommendations of a UIC White Paper on applied professional research as legitimate research in faculty tenure review; the deans also approved it. There is to be a campus-wide forum on the issue in the fall of 2001. Senior faculty and staff at Great Cities Institute (GCI) predicted that changes in the tenure review process were coming at UIC but it

[12] Ernest Boyer. 1996. "The Scholarship of Engagement," *Journal of Public Service and Outreach*, Vol. 1, No. 1, Spring.

would be slow. At the same time, some members of the university do not see the need for changes in tenure criteria. They note, for example, that GCI has a faculty development program with the Great City Scholars, who are selected via peer review for one year positions. These faculty from varied disciplines hold seminars and colloquia on their work and informal discussions on community outreach. Their work has supported grants, books, and peer-reviewed articles; some applied research has even received National Science Foundation (NSF) grants—the "holy grail" of research.

At the University of Massachusetts at Lowell (UML), the challenge following the adoption of a new mission has been to change the promotion and tenure system to reflect the commitment to community. Traditionalists on the faculty question whether service is real research. UML has received support from the president of the University of Massachusetts system for following an urban land grant model with greater attention to service and less emphasis on traditional academic measures for tenure. Two professors active in outreach noted that changing the tenure rules is a complex process; while there is support at the top and bottom of the academic hierarchy for these changes, the chairs of some departments are resistant. To provide greater support for community outreach, non-tenured faculty are encouraged to publish their research. Faculty in the new Regional, Economic, and Social Development Department have produced academic publications, articles, and organized conferences based on applied research.

These colleges and universities are the exception rather than the rule. At most institutions, especially the Carnegie Doctoral/Research Universities, there appears to be little openness in the academic culture to changing tenure criteria. For example, many of Penn's academic departments have come to value community outreach as a student learning and faculty research vehicle—but this does not imply a diminished attention to peer-reviewed publications, especially in view of Penn's stature as an Ivy League university. There is little likelihood that the university will relax its emphasis on scholarship as the dominant criterion for faculty promotion and compensation. Here, as in many other places, faculty members who already have tenure and/or part-time adjunct faculty do the majority of community outreach work.

This does not necessarily mean that outreach work *cannot* contribute to professional advancement. Penn's faculty, with some assistance from the Center for Community Partnerships, have been among the most successful in translating the unique research opportunities posed by academically-based service learning into generalizable research that meets the standards of the traditionally well-regarded academic journals. At several of the colleges and universities in this sample, most notably UIC and Pratt, faculty members active in community outreach could identify one or two specific individuals who included applied research based on community outreach work in their portfolios (along with other, more traditional work)

and received tenure. Overall, however, promotion and tenure based heavily on community outreach work remains rare.

5.1.9 Curriculum

The curriculum is the heart of the academic institution's primary purpose: teaching. To the extent that community outreach is built into the curriculum, especially as part of learning activities that students are required to complete, it has become embedded in the way the institution does its core business. Successive cohorts of students will participate, new faculty will become engaged as part of meeting their teaching responsibilities, and the costs of community outreach that are course-related will have become part of the institution's core budget. Clearly, the faculty role in developing new curriculum is central.

Institutions may integrate community outreach and partnerships in the curriculum at many levels. In the least institutionalized, a few individual classes may have service or community research components. At a higher level, some departments have clinical programs, independent studies, or optional internships based in the community. As outreach is more institutionalized in the curriculum, there are opportunities for faculty to develop courses with community outreach, departments and/or schools will offer community-based research, service learning, community-based courses. At a highly institutionalized level, the curriculum across the university features service and active learning, includes community-based research, required internships or community placements, capstone courses with community partners.

As noted in the discussion of strategies in Section 4.4.2, many schools integrate community outreach in the curriculum. For example, since 1972, University of Delaware has integrated student internships into its academic programs to give students practical experience and to serve the community. Internships are paid work experiences that have academic value for a student's program of study and require 450 hours work to receive credit.

Many of the COPC sites developed new courses that are designed to bring the classroom into the community. An example from UCLA is an undergraduate honors course offered every fall, Community Development from the Ground Up. This course pulls students from across the university, including those in hard science. The students do applied research with the output ranging from position papers to videos on a range of community-identified subjects including noise abatement issues, assistance to home care worker unions and tenant advocacy groups.

In addition to the curriculum for undergraduate and graduate degree programs, several schools have also developed professional training programs in community development for community residents and organizations. Some have designed certificate courses in housing and economic development (e.g. Pratt, Portland State, UCLA, UIC, University of Delaware,

Penn), others have offered leadership development and community organizing training (e.g. Trinity, UIUC, University of Rhode Island) and some have offered training for nonprofit management (e.g. Trinity, Delaware). These programs contribute to building capacity of community residents and organizations. While some of these training initiatives draw on faculty as instructors, many use consultants, practitioners and adjuncts to teach. At Trinity, the training program for nonprofit managers used administrators like the college controller as instructors, providing a new way for administrative staff to be engaged in community outreach.

5.1.10 Student Involvement

To the extent that outreach becomes embedded in the curriculum it will involve students—but students can be involved in numerous other ways, as well. Levels of student involvement range from students engaged in voluntary extracurricular activities, individual students seeking internships or projects in the community to some that have organized support for volunteer work. At a greater level of institutionalization, schools offer students opportunities for extra credit, internships, and practicum experiences in the community. At highly institutionalized sites, the student culture supports outreach, and there are scholarships for student service or internships.

When outreach is seen as a volunteer activity, student efforts may be run by students themselves. A number of institutions have well-established student-run volunteer organizations. As outreach and partnerships take on a greater importance in the educational process for students, institutions provide more structure to connect student involvement to community partners, relate their efforts to community needs and provide guidance and reflection on how to connect these experiences to learning.

UIUC's East St. Louis Action Research Project developed an extensive program of student involvement with work weekends connected to courses. With ESLARP's student programs and work weekends, there was a need to build relationships with the community. Part of the relationship building included community people giving the students a history lesson about East St. Louis to give students (who mostly are white from upstate), a better understanding of the mostly African American community and its residents. These experiences provided students in urban planning and architecture with broader perspectives and cultural awareness.

Several of the COPC sites found it difficult to engage students in community outreach and service if it is not part of the required courses. This was especially true at commuter schools where students were often working and attending school part time.

5.1.11 Budget Allocation

"Budget allocation" reflects the extent to which an institution funds its community outreach and partnerships using its own funds. Since budgets reflect priorities, a budget allocation for outreach work is an indicator of an institution's predisposition to community efforts. The study sites span the full range, from little or no institutional budgetary support for community outreach, to small one-time "investments" made with the expectation that "soft money" will be raised to sustain outreach efforts, to continuing budget allocations for key positions and overhead for community outreach.

At the University of Delaware, the dean made the point that if a university is seriously committed to community service, "you have to look at the budget"—if students are going to be engaged in community research, there must be resources for the faculty to support them. Delaware provides ongoing funding in its budget to the Center for Community Development and Family Policy to support its outreach efforts. It has been able to build in funding lines in the university budget from the state legislature for this work. A few other state universities in this sample have been able to get similar dedicated funding lines in their budgets (e.g. Texas A&M, UIC, UIUC, University of Wisconsin at Milwaukee).

As a private institution, Trinity College has demonstrated its continued support for outreach by providing the core funding to the Trinity Center for Neighborhoods as part of the college budget. Similarly, Yale University has built its Office of New Haven Affairs into the core administrative structure and made its funding part of the university budget.

However, most of the institutions in the sample do not match this level of continuing support for outreach. For example, Pratt Institute Center for Community and Environmental Design (PICCED) receives direct support from its institution only in the form of paying below-market rent to the university for its office space. Many of the centers or institutes that carry out community research and partnerships rely to a great extent on "soft money" raised from sources outside the institution. San Jose State University COPC received little or no ongoing budgetary allocation for its outreach efforts, and the programs were maintained to the degree that they were decentralized to the departments and integrated within academic courses.

5.1.12 Fundraising

In addition to internal budget support, external resources are critical for sustaining community outreach and partnerships in both public and private colleges and universities. Although external grant support is "soft" and hence non-institutionalized almost by definition, colleges and universities can institutionalize the capacity to do external fundraising and develop a track record of raising external funds to support community outreach. In this way, they make

external support more dependable than it might otherwise appear, and thus more likely to induce longer-term investments and commitments to community outreach and partnerships.

The COPC sites ranged from almost no fundraising power, to those with some capacity to get specific, time-limited grants or contracts to support community outreach, to institutions with professional support for grant writing where centers are able to attract outside grants and contracts. The most integrated fundraising for community outreach are those institutions with active and ongoing fundraising to support community outreach efforts and partnerships, with assistance from the university development office that makes outreach a priority for funding, and multiple units seeking outside funding for community outreach.

Schools that are highly institutionalized on other factors are among the most successful in raising additional outside funding to support community outreach and partnerships. The Center for Community Partnerships at University of Pennsylvania is a very accomplished fundraiser and has supported a variety of community outreach activities in numerous departments and schools within the university. The Pratt Institute Center for Community and Environmental Design (PICCED) has sustained itself as a technical assistance and service unit for more than 30 years with external foundation grants and public contracts.

A number of sites have been challenged to find the external resources needed to sustain community outreach efforts. At DePaul, the Egan Urban Center was designated as the lead entity to carry forward the administration's expanded service agenda, but it relies on soft money in an institution where teaching remains the core mission. Started with a multi-year foundation grant and bolstered by the COPC and New Directions grants from HUD, the center has to raise major grants to continue its programs. Hunter College pursued a number of decentralized COPC programs, which made it more difficult to raise funds collectively for continuing outreach efforts. The University of San Diego had limited success in attracting outside funding at a level that would maintain its programs.

5.1.13 Organizational Structure

Establishing or expanding an organizational structure to support community outreach requires a multi-year institutional commitment of staff, space and other resources. The fact that such a supportive infrastructure exists makes a statement about the value the institution assigns to the supported activity. At the same time, creating a center or institute to manage community outreach simultaneously creates an entity with a strong interest in attracting funding to support that activity. The number of outreach activities it supports, the more functions it performs, and the more senior the administrative unit of which it is a part, the more institutionalized community outreach and partnerships become. At the highest level of institutionalization, this structure

(typically a center or institute) can integrate new faculty, students and community groups into outreach efforts, providing continuity and replicability over time.

At the least structured level, schools do not establish any formal arrangement for outreach; they depend on the efforts of individual faculty to generate and oversee community research or service independently. Some establish committees or task forces to foster volunteerism and community outreach, or have clinical programs with community placements. For example, Hunter College's COPC had a decentralized set of programs in community planning, health, crime prevention and youth employment with lead faculty in each area taking primary responsibility for their separate efforts. At the University of California at San Diego, the COPC was never organized to become a distinct office or center within the university—it was a collage of good community-based programs. Portland State University's COPC brought together a clinical program in social work, a business technical assistance program, and training for community development practitioners that were run separately by different departments.

Most of the study sites had specific designs for community outreach that expanded the institutions' infrastructure for partnerships. Many expanded or created centers or institutes to conduct community outreach or formed offices to facilitate service and partnerships. At the most institutionalized level, sites designed a clear administrative infrastructure (that reports to leadership) that includes flexible units to support widespread faculty and student participation in community outreach and shows broad administrative/staff understanding and support for community partnerships.

The UIC Neighborhood Initiative serves as a one-stop shop that knows how the university works and who can help with particular community issues. "They can steer the community to the right match with the university. We shape the university's research questions and we get research that meets our own needs," a community partner reported. At Pratt, PICCED is organized as a separate nonprofit aligned with the School of Architecture and Planning; it provides opportunities for applied work for students and faculty and offers high quality technical services to CBOs in New York. At University of Massachusetts at Lowell, the Center for Community, Work and Families has taken the lead in coordinating community outreach and applied research, as have other centers including Delaware's Center for Community Development and Family Policy, and the Trinity Center for Neighborhoods.

At Penn, VCU, and Yale, community outreach efforts are coordinated through administrative offices or centers that are able to reach across the university. At Virginia Commonwealth University, the Office of Community Programs provides administrative support to the Carver partnership and manages the COPC grant. It has become the coordinator for a wide variety of outreach programs, some of which are funded by the university's general operating support and some by soft money. The Office of Community Programs sits squarely

within the central administration—it is the largest office under the supervision of the Vice Provost for the Division of University Outreach.

5.1.14 Community Involvement

Widening the involvement of the community with the academic institution helps to create a constituency for outreach and may lead to greater effectiveness for community partnerships. The levels of community involvement with these institutions range from random or limited individual or group involvement, to places where there is community representation on advisory boards for departments or centers that are active in the community. At higher levels, the community influences the campus through active partnerships or part-time teaching. At its most engaged level, the community is involved in reciprocal, enduring, and diverse partnerships that mutually support community interests and academic goals; and the community participates in defining, conducting and evaluating community research and teaching.

Few institutions interact with the community at the most engaged level. Trinity College may approach this level of collaboration in some of its neighborhood revitalization efforts. Viewed as a "symbol of renewal and hope," Trinity College has engaged in a long-term community revitalization initiative in the Barry Square and Frog Hollow neighborhoods adjacent to its campus, leading a coalition of institutions and neighborhood-based organizations.[13] With a substantial commitment from the college's own endowment, Trinity helped amass public and private funding for the $175 million redevelopment of the15 block site. A major part of the project is the "Learning Corridor" which opened in 2000 and includes four new public schools surrounding a central green – a math and science academy, an arts academy, a public Montessori elementary school, a city-wide magnet middle school, and a college-run Boys and Girls Club. The complex also includes a job training center run by a neighborhood nonprofit, a community theatre, a parking garage and new retail space for the neighborhood. The comprehensive effort also includes restoration or construction of new owner occupied housing for neighborhood residents. In developing the project, the college President and the Director of the institutional alliance reached out to the neighborhood to listen to residents' concerns and priorities. Trinity propelled the vision of a large scale project that could respond to the community's needs for children, crime, jobs, and housing and promoted partnerships to carry out the program. The college partnered with community-based organizations such as Hartford Areas Rally Together (HART) to develop and manage the job training and social service components, and worked with the city of Hartford and the state regional education council to operate the schools.

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[13] Stowe, Stacey, "Raising the Neighborhood," *The New York Times*, October 29,2000, Section 14, p. 1.

Many more schools have some sort of community advisory committee as a structured way for the community to be involved and hold the college or university accountable for its outreach efforts. The Community Advisory Council at Howard University as previously reported functions in this way. UIC Neighborhood Initiative's Steering Committee acts as a connector for community representatives to get to know people from other parts of UIC and for the university to learn about community needs and opportunities.

5.2 Levels of Institutionalization

Using the 14 factors we identified as indicators of institutionalization and assessing the levels that schools may achieve for each dimension, patterns emerge among the COPC sites for achieving various degrees of institutionalization. We look at these factors two ways, first, by the levels that individual sites appear to adopt for each factor (the rows of Exhibit 5-1) as taken overall, and second, by the levels that the different factors appear to achieve at most sites (the columns of Exhibit 5-1).

While any one school may reach different levels for different factors, we can infer an overall level of institutionalization of outreach based on the aggregation of the many factors. We also find, that although the levels of institutionalization on any factor may differ among the schools, we can see overall patterns of sites on different dimensions of institutionalization. That is, if we look at the sites according their position on the aggregate of all the factors (the rows), we find clusters of institutions.

Among the schools that have the most highly institutionalized approach to outreach and community partnerships overall we find the Pratt Institute, Santa Ana Community College, Trinity College, University of Delaware, University of Massachusetts at Lowell, University of Pennsylvania, University of Illinois at Chicago, and Virginia Commonwealth University. These schools show a high level of integration of community engagement in their academic and administrative practices and policies. Yale University also demonstrates a highly institutionalized commitment to outreach, primarily through its administrative structure.

At a somewhat lesser level that might be called moderately institutionalized, we find Howard University, Portland State, Texas A&M, University of California at San Diego, University of Illinois at Urbana Champaign, University of Rhode Island, and the University of Wisconsin at Milwaukee. In some cases, units within these schools have shown strong ongoing commitment to community engagement, and/or they may have allocated resources for outreach, but these programs are not yet as firmly embedded in the academic institutions' structure and practice.

Another cluster of schools falls at a "somewhat" institutionalized level including DePaul, UCLA, University of Michigan at Flint, University of Missouri at Kansas City, and the University of San Diego. These schools may have some components of ongoing outreach in place, but do

not yet have the stable relationships, institutional commitment and/or resource allocations to ensure that community engagement will be pursued by the institution over time.

Finally a few schools appear have the least institutionalized approach to community outreach among this sample, including Duquesne University, Hunter College, San Jose State, and the University of Texas-Pan American. These programs have limited resources, are more dispersed and are typically dependent on one or more individual faculty to continue.

Looking at these clusters by the types of institution, we see little direct correlation. The schools that have highly institutionalized community outreach and partnerships are a mix of public and private institutions, large and small, some that prize research while others emphasize teaching, some that involve professional graduate schools and some that are liberal arts undergraduate colleges.

However, the institution's status regarding outreach at the time of the COPC grant (as discussed in Section 4.3) appears to be more predictive of how institutionalized community engagement has become at the school. Tracking these sites against their levels of experience when the COPC grants were awarded, we can see that those that had pre-existing structures in place for partnerships and outreach are among the most institutionalized. Those who were underway with new outreach initiatives when the COPC grant was awarded also show high levels of institutionalization, in some unit or part of the university or across the college or university more broadly. Those that had not done much planning or had few structures in place for community outreach when the COPC grant was received were among the least institutionalized (with a few exceptions).

Another way to look at these factors for institutionalization of community-university partnerships is to see how different factors cluster at various levels of institutionalization (the columns). Looking at the right hand columns, a few factors consistently rank high on institutionalization (leadership, budget, publicity, faculty involvement and fundraising) for many schools. Most of these factors were requirements of the COPC grant award to some degree, so it is not surprising to see these sites rank these factors highly.

Although high levels of leadership support is not unexpected (since it was a prerequisite to the COPC grant), the role of this leadership support among these grantees is striking. We have seen that top leadership has often articulated the vision for community engagement in the face of varying levels of receptivity in the institutions. COPC required matching funds, so some level of budget allocation has gone to these efforts in every case. It may be surprising to find that so many colleges and universities have found continuing budget allocations for outreach to cover key positions whether relying on "soft money" for most of the funding or not. Publicity and publications is probably the lowest cost form of institutionalizing outreach, and especially with self-reported news, may not fully represent the actual extent of outreach or reflect the

effectiveness of partnerships in the institution. Faculty involvement is crucial to all of these programs, and many were designed around the pre-existing relationships that individual faculty had cultivated in the community.

Fundraising capacity is another highly ranked factor that underscores the demand for resources for this work and reflects a fairly strong capacity to attract outside resources (public and private) to these initiatives. The prominence of this factor also suggests that, unlike service learning that can use existing resources, community outreach efforts require greater external resources to supplement institutional funds.

On the other hand, we can see that a few factors typically rank low in institutionalizing outreach for most schools (hiring, promotion and tenure; community involvement; policy; and mission). Most of these factors are outside the control of those proposing and implementing the COPC programs and require a broader institutional consensus that community engagement is a priority.

As noted above, few schools have made the commitment to change promotion and tenure guidelines to reward faculty for community outreach. Although many suggest that changes in these systems are critical to increasing faculty participation in outreach, it appears that this level of commitment is much more difficult to achieve. Community involvement in institutional outreach also appears to be difficult to achieve at a high level. As we have seen in Chapter 3, engaging in reciprocal, enduring, and diverse partnerships that mutually support community interests and academic goals is an ideal that few partnerships have yet achieved. Institutions resist involving the community in defining, conducting and evaluating community research and teaching.

Policy is another area that few schools have elevated to a fully engaged partnership level. While some institutions have made efforts to become better neighbors, few consistently consult community partners on campus policies or adopt and implement broad policies to encourage and enhance community vitality and development. Integrating community outreach in institutional planning and academic and administrative policies such as admissions, financial aid, and institutional assessment is challenging and requires a wide acceptance that institutional priorities should consider the broader community context.

Finally, the degree that the institution's mission explicitly includes community engagement as part of its purpose varies by institutional type. Although some institutions have changed their missions in recent years to be more specific about outreach, new (or newly interpreted) mission statements require consensus building across the academic institution. Trustees, administration, faculty, students, and even alumni must be consulted and brought into the decision to modify the mission.

These factors are a helpful way of analyzing the levels of institutionalization that the twenty-five institutions in this sample have achieved in their community engagement initiatives. They are also useful to see where there are continuing challenges to institutionalizing university-community partnerships. As we have noted, these may not be the only factors that influence the degree of integration of community outreach in any particular site[14], but they capture a great deal about the organizational opportunities and obstacles to wider acceptance and practice of community engagement.

5.3 Lessons from COPC Sites on Institutionalizing Community Outreach and Partnerships

From the experience of these twenty-five institutions of higher education, we can identify a number of lessons about institutionalizing community-university partnerships.

5.3.1 Institutionalization Takes Time, Patience and Persistence

As many of the academic practitioners in these sites have noted, institutionalization of community outreach is a long-term process.[15] Not unexpectedly, the COPC sites with some level of prior experience and structures for outreach have achieved the higher levels institutionalization. Those starting new efforts with the COPC grant were much less likely to show progress on institutionalizing these practices during this period. As HUD staff have recognized, the COPC grant is only for three years, which is not long enough to establish ongoing partnerships. Several schools elected to take no cost extensions of their COPC grants to prolong the time for their projects. HUD also added the New Directions grants to provide additional support to expand the programs and extend the duration of outreach efforts.

The complexity of partnerships also requires a long-term perspective and patience in the face of failure, discouragement, and frustration from any specific project. Participants need to

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[14] There are a number of other motivations that may influence colleges and universities to institutionalize community partnerships. For some public institutions, there may be outside political pressure to increase the university's service to the community in exchange for public resources. In the context of state budget priorities and funding levels, public universities may be very motivated to demonstrate to the legislature their ongoing commitment and value to the community. Universities and colleges located in older urban neighborhoods are often motivated by the need to improve declining areas. The image of the linked destiny of the city and the institution can be a strong motivation to bring the capacities and resources of the university to bear on urban problems. Some colleges and universities seek to institutionalize their outreach programs to mitigate community conflicts around university plans for expansion.

[15] Wim Wiewel and Michael Lieber. 1998. "Goal Achievement, Relationship Building, and Incrementalism: The Challenges of University-Community Partnerships," *Journal of Planning Education and Research*, 17:291-301.

be able to learn from mistakes and readjust their expectations and those of their partners to be realistic while striving for more effective collaborations.

Continuity and persistence of effort are also needed to strengthen relationships both with others inside the institution and with community partners. A measure of institutionalization may be the ability of outreach practices to survive turnover of faculty and administrators, maintaining a continuity of institutional purpose and commitment. The persistence and evolution of the East St. Louis Action Research Project by the University of Illinois at Urbana-Champaign through changes in key faculty and in the capacity of community partners is a testament to the strong foundation that was shaped there over a long period of time.

5.3.2 A Sustained Stream of Resources is an Essential Requirement for Institutionalization

The ability to generate sustained resources for outreach greatly enhances the chances of institutionalization. Regardless of their intentions or commitment to community engagement, budget-strapped institutions have a more difficult time broadly adopting and integrating community-university partnerships and outreach.

The colleges and universities in this sample have very different levels of resources. Some private institutions (and a few public ones) have substantial endowments, a wealth of facilities and technology, well-compensated full-time faculty and many graduate students who participate in teaching and research. At the other end of the widening spectrum[16], some of the public institutions face public funding cuts as state budgets tighten and have very limited financial resources under their control; their faculty receive much lower salaries, and have bigger teaching loads; they rely on adjuncts and part-time instructors to a greater degree, and have fewer full-time graduate students. These factors conspire to make the added effort needed for community engagement more of a burden for these institutions.

The University of Pennsylvania's Center for Community Partnerships has become an adept grant-seeker and has demonstrated an ability to raise considerable funding from both private and public sources. Grants from several federal departments and private foundations have supported the work, attracted by the quality of the individual projects, Ira Harkavy's skill as an advocate, and Penn's reputation of accomplishment. As only one example, Penn's COPC activities led to a Kellogg Foundation grant for the Program in Nonprofits, Universities, Communities and Schools, which in turn has led to support for its faith-based work. Penn now

[16] *Chronicle of Higher Education*, April 20, 2001.

has a real critical mass of community outreach activity, which serves to attract resources to do more. Money attracts money.

Some other COPC grantees are in a weaker financial position. At Portland State University, the President noted, "We are an under-resourced institution that has committed to an expensive pedagogy and expectations of faculty," referring to the community-based learning model. Seeking to avoid that predicament in the face of its own fiscal constraints, San Jose State University has limited its institutional commitment to outreach. The SJSU faculty senate opposed any curriculum requirement for community service, passing a resolution in November 1999 that stated "the imposition of a community service requirement would impose significant fiscal and other costs on SJSU." [17]

5.3.3 Centers Can Focus, Expand, and Improve the Quality of Outreach

Most schools that have successfully moved to institutionalize outreach and community partnerships organize this work through an academic or administrative center or office that is responsible for coordinating outreach and acts as a clearly identified conduit to the institution for the community. In contrast, as noted in Section 5.1.13, those schools that had the least institutionalized approach to community outreach typically conducted a collection of separate activities in different schools or departments without an effective coordinating structure to coalesce the activities into a comprehensive program. Dedicated centers for outreach provide a focal point within the institution for outreach and can support the multi-disciplinary demands of community problem-solving.

Academic or administrative centers for outreach also play an important function in monitoring student and faculty performance in the community. This is often an unstated role of these outreach efforts, but practitioners clearly recognize the importance of high quality interactions to maintaining the receptivity of the community to continued institutional outreach. Some entity at the college or university needs to be accountable and assure community partners that the representatives engaged in service or outreach will add value—or at least not be a drain on community resources. Managing relationships, defining the scope of research and outreach projects, making appropriate matches, bridging community and institutional cultures, and responding to concerns or problems are valuable tasks that help to make partnerships work.

[17] The Report of the SJSU Community Service Learning Task Force concluded that it would cost $239,000 to merely establish a program to *promote* service learning at SJSU.

As service learning and other courses that include field work, capstones and/or community research components become more institutionalized, it is increasingly important to have these bridging roles within the institution to monitor performance. As more students become involved in these activities, assuring that the projects meet community needs and that the quality of the work will be high may be harder to do.

5.3.4 Without Participation of Key Institutional Personnel, Institutionalization is More Difficult

Activities that rely on adjunct faculty or consultants (typically considered marginal to the academic institution's operation) contribute little to institutionalization. Some types of activities, such as instructional outreach, life skills training and direct service, commonly draw on consultants or adjunct faculty to provide the services or training. While there is a value to these programs for the community, and they may build on the strengths of the academic institution and be a vehicle for attracting outside resources for outreach, they are not as likely (as activities performed by faculty, students doing coursework, or full-time staff) to contribute to institutionalizing outreach.

Many professional degree programs rely on clinical or adjunct faculty who often have exactly the kinds of skills and community connections needed to do outreach well, but who may not have the stature in the institution to persuade others of the need for broader participation. For example, historically at UCLA, adjunct faculty in the Department of City and Regional Planning have done much of the curriculum-based community outreach. Their effort to better institutionalize their position in the Department (during the COPC grant period) was not successful; partly as a result, they now do much less teaching there. As the School of Public Policy and Social Relations looks to the future and works to expand its community engagement activities, the associate dean envisions moving toward establishing lines for clinical faculty to conduct this work, so "regular faculty" can focus on more conventional teaching and research.

5.3.5 Self-Assessment and Evaluation Support Institutionalization of Outreach and Partnerships

A commitment to learning from the experiences of community-university partnerships is a necessary element in promoting broader acceptance of community outreach and partnerships across the institution. A few of the COPC programs have conducted self-assessments or more formal evaluations of their initiatives to determine the effectiveness of the services to the community, the value of outreach to the learning experience of students, and how to make partnerships work better. Developing systems for engaging community partners and academic participants in assessing the process and outcomes from partnerships is an ongoing and

necessary function for building effective programs. A mid-way assessment by the Portland State University COPC helped the program adapt and make changes in the structure of the community advisory committee and in the way the process worked. The University of Illinois at Chicago's Neighborhood Institute commissioned a formal evaluation of their programs that provided useful feedback that was available to university and community partners. Regular discussion and reflection by the institutional and community partners on the process and outcomes from partnerships helps to keep communications open and encourages innovation and new thinking.

5.3.6 Sustaining Broadly-Based Outreach Requires Change in Institutional Culture

Embracing community engagement may be easier for some schools or academic disciplines than others. Professional studies, including law, architecture, city planning, public health, medicine, and social work, seem to adapt most readily. Within the social sciences, common participants include programs in urban studies, economics, sociology, computer science, and community psychology. To expand on community outreach in these disciplines, and to engage the institution more broadly in this work, requires faculty to think about new forms of scholarship and pedagogy and to see the relevance of community problem-solving to their own research and teaching.

Altering policies governing faculty hiring, promotion, and tenure addresses the obvious core of academic culture—but other issues are involved, as well. For example, some fields readily amenable to community outreach have little tradition of team work and collaborative inquiry (a tradition well-developed in the "hard" sciences and health professions). Across the board, the academic culture is one that commonly casts faculty as the source of knowledge and expertise; the types of standards used to just the value of that knowledge and expertise are widely shared. Sustained community partnerships commonly require that faculty and students become co-generators of knowledge, and acknowledge the value of knowledge held by the community. This requires a major change in orientation.

Absent such changes, proponents of community engagement will need to continue their efforts to identify or develop more opportunities for pursuing outreach work that can be crafted in ways consistent with traditional scholarship. To date, two types of research products from community engagement have predominated. Much of the research to date has provided information that is particular to local circumstances or a response to a specific problem, and thus has limited knowledge-building value on its own. The second stream of products has been publications focused on the process and challenges of outreach and partnerships. Only a few of the publications from outreach work have contributed to more general knowledge or learning, and most of these examples are in the fields of education and health. It is a challenge to those

involved in community engagement to find new ways to publish the results and lessons of community outreach.

5.3.7 Different Levels of Engagement in Community Outreach and Partnerships Can Be Effective

How the institution envisions community engagement and what it is trying to accomplish with these activities have a major impact on the level of effort and resources that are demanded, and therefore the ability of the college or university to institutionalize the process. In what appears to be the most ambitious approach, the academic institution defines its role in community engagement as undertaking strategic community revitalization with specific neighborhood(s) through reciprocal, enduring, and diverse umbrella partnerships that mutually support community interests and academic goals. This approach takes a significant level of support, quality and constancy of leadership, substantial outside resources, and coordination to accomplish. And the institution must be willing to be patient, to work through the ups and downs of building of relationships and taking risks on projects—building toward a comprehensive process for redevelopment of the community. As we have found, few institutions are likely to have access to the depth of resources that are required to achieve this degree of integration of community partnerships.

Many more institutions seem to have the potential to adopt an alternative approach to engagement that stops short of strategic multi-issue partnerships. In this approach, an academic institution may define its role in outreach as being open to the community, available to help where needed, involved in a series of relationships with a variety of community groups and individuals, but without the perceived need (by any of the parties) to connect these efforts to an overall neighborhood strategy. Under this approach, the academic institution may provide quality services and help to solve community problems. Pursuing this approach may push the institution to develop greater contact with the community than in the past, to adopt changes in its curriculum and teaching methods, and to make other changes that would institutionalize some aspects of community outreach. But this approach requires fewer outside resources, outreach may be less of a priority for senior leadership, and the academic institution may engage with the community through a variety of individual, episodic or discrete activities that are useful but not necessarily connected with one another. We found this approach to community outreach more common among the COPC grantees in this sample.

COPC grants are acknowledged by all participants (including HUD) to be too small to provide a sufficient incentive to most institutions to develop highly integrated umbrella partnerships aimed at comprehensive community revitalization. The few grantees who have pursued this approach had already developed partnership relationships and used COPC to

enhance those efforts. However, the COPC grant did help to stimulate incremental improvements in the institutionalization of community outreach at a number of colleges and universities. Given the substantial leadership, organizational and funding requirements for umbrella partnerships and the scarcity of institutional and philanthropic resources that many colleges and universities face, it may be more realistic and appropriate to assist academic institutions to become more “open” to the community. This approach would be applicable to a broader range of institutions—including those located near communities with more modest problems and concerns than those that sample COPC grantees have targeted for sustained assistance.

6. LESSONS FROM THE EXPERIENCE OF COPC PARTICIPANTS

The COPC grantees in this sample have had a wide-ranging set of experiences with community outreach and partnerships, both in their COPC-funded endeavors and in other efforts that complemented them. This chapter summarizes key findings and lessons from that experience around five topics: activities, partners, partnerships, institutionalization, and lessons for building the field.

6.1 Activities

Responding to the guidelines and selection criteria of the COPC program, the grantees in our sample engaged in a wide variety of community outreach activities. As a point of departure, these activities can usefully be thought about from three points of view: the types of services or other benefits they provide to the community; whether they involve core academic activities (i.e., courses and related activities for enrolled students and faculty research) or more entrepreneurial ones (e.g., courses or services for community members, faculty members acting as "consultants"); and who benefits from them.

The COPC program requires breadth in the policy areas that grantees address, with the result that the observed activities are diverse. When we categorize these activities according to the types of benefits or services rendered to the community, we find that the most numerous activities among the sample grantees were community development technical assistance, life skills training, direct provision of professional services, information technology, economic development, workforce development, education, and community development training. Brief descriptions of the most common ones illustrate their variety.

By far the most common activity type in our sample was community development technical assistance. This includes the types of services commonly provided by students in urban planning programs and related departments (such as architecture) that support a CBO's community-serving activities (e.g., developing a neighborhood open space plan, assessing local housing needs); it also includes an array of other activities (other than training) that build the capacity of CBOs. Most of the colleges and universities in our sample were involved in community development technical assistance.

Providing training in a diverse set of "life skills"—everything from self-esteem workshops to courses in English as a Second Language—was the second most common type of outreach activity. Unlike the community development technical assistance activities, many of which were part of academic coursework, most of these activities were not linked to academic work (either courses or research), and they provided benefits directly to individual residents rather than to organizations. Two-thirds of our sample institutions have done some of this kind of work.

Two-thirds of the COPC grantees studied also provided some type of professional expertise (e.g., health, social work) in the community; these constituted about ten percent of all reported activities. Like community development technical assistance, much of this work is done by students in professional degree programs in connection with their course work; unlike it, most of the direct beneficiaries were individuals, although some community organizations benefited, as well.

COPC-funded activities involved entrepreneurial forms of engagement more often than activities supported in other ways. They were also more complex in the sense that they were more likely to entail a mix of teaching and research activities with entrepreneurial activities by the college or university. Colleges and universities have used their COPC funds (and leveraged funds) to experiment with integrating new types of activities with related teaching and research. This experiment seems to have been relatively successful in the sense that the academic institutions and their partners were able to continue many of these activities after the COPC funds were exhausted.

Community outreach activities generated tangible benefits both for organizations and individuals in the community and for the academic institution. Depending upon the type of activity, community beneficiaries include organizations (that benefit from information, capacity enhancements, or expanded service to their clientele), individual residents (who receive direct services such as health care, counseling, or life-skills training), and the neighborhood as a whole (through streetscape improvements, playground construction, or a redeveloped park). But academic participants clearly perceived benefits from these activities as well, and often these benefits seem to correspond to the factors that motivated the community engagement in the first place: improved quality of education for their students, stronger reputations for their applied programs, and greater ability to attract students and faculty who care about these types of opportunities.

Most of the activities in our study sample were judged successful by the participants, but the challenges were greatest for activities that required the academic institution to perform unfamiliar roles and functions. Some of the community outreach activities in our sample never got off the ground at all, and some were deemed to be relatively unsuccessful by their university and community participants. The majority of activities, however, were considered successful by both academic and community participants. Some of these have been successfully completed, but the largest share are ongoing. The activities that seem to pose the greatest challenges for academic institutions (and experience the highest rate of failure) are those that involve only entrepreneurial forms of engagement, requiring faculty (and sometimes students) to assume unfamiliar roles such as consultant or capacity builder.

6.2 Partners

COPC grantees have chosen several different ways to organize their community outreach efforts—or to leave those efforts operating relatively independently of one another. They have also identified several different types of community partners.

Most outreach activities are carried out by centers within academic divisions, working with neighborhood-based organizations within the community. Especially as their outreach activities expand and mature, most colleges and universities establish centers to coordinate and support community engagement. The community organizations that work with these academic institutions are typically volunteer-driven neighborhood associations and nonprofit CBOs.

The most common approach to engaging in community outreach and partnerships is to create (or expand) a center or institute that assumes responsibility for outreach on the college or university's behalf. These centers are most commonly housed within a single academic division, such as a professional degree program, but a sizeable minority are administered centrally to cut across academic divisions and departments. Almost half of the activities reported by our sample grantees were done through a center or institute. From the community perspective, these centers are the most versatile partners, since they can typically connect community groups with resources from more than one part of the campus—especially if they are housed within "central administration" rather than within a college or division.

These centers also have numerous advantages for the academic institution. Operationally, they can manage the flow of communication among multiple parties; help faculty, students and community members connect in productive ways; and coordinate activities that involve different units of the institution. Strategically, they seem to be a relatively efficient way to manage simultaneous relationships with multiple community partners; institutions that elect to make major commitments to outreach have consistently chosen this approach to deal with the challenges of scale. In some institutions, such centers also act as an informal quality control agent, exercising care in the types of relationships brokered and providing any oversight needed to assure that the community partner receives genuine benefits. Establishing a center as a focal point for outreach both reflects a commitment to institutionalization and contributes to it, e.g., by routinizing faculty and student access to the community and vice-versa, and creates a locus of responsibility for outreach in an academic unit that then has an incentive (and, over time, expertise) to engage in external fundraising and to help more faculty and students become involved.

Colleges and universities most commonly partnered with CBOs (either CDCs or service delivery organizations), voluntary neighborhood associations, or public schools; few community partners are city-wide organizations or agencies. Not all activities actually involve a community partner, but the evidence suggests that COPC-funded activities are more likely than other outreach activities to be carried out in conjunction with a CBO.

About one half of the activities reported by COPC grantees were undertaken in collaboration with community-based nonprofit organizations.[1] These organizations often received direct benefits, such as technical assistance or enhanced organizational capacity, but also commonly assumed a brokering role, serving as the vehicle through which the academic institution identified and connected with community residents.

This pattern underscores the important role of the nonprofit sector in community development and community life, especially that portion of the sector that has both roots in the community and the ability to link the community to the local opportunity structure. It also helps to explain the frequency—and signal the importance—of building capacity in this sector. COPC grantees are doing this directly through capacity building and technical assistance; they are also doing it indirectly, since using CBOs to gain access to residents builds and reinforces the perception of the CBOs as sources of benefits and opportunities. In those less common instances in which the partnerships develop new projects and programs that the CBO operates directly, the organization is stretched to acquire new skills, build new management capacity, and broaden its connection to the community by having more to offer.

Nonetheless, the level of activity by unincorporated, volunteer-driven neighborhood associations is striking. Almost one third of reported activities involved a community partner of this kind, and such groups were sometimes engaged in very significant ways. Considering, too, the face-to-face contact involved in direct service provision by students in social work, nursing, and other professional degree programs, this suggests that these outreach activities directly "connect" members of the academic community with members of the residential community more frequently than might have been expected.

The third major cluster of community partners are public institutions, primarily public schools. Schools are not involved solely in partnership activities that are considered "education." They also benefit from health and social work activities that, in essence, use the schools to provide their academic partners access to children in the same way that CBOs provide access to residents of all ages. In addition, schools are not infrequently places to reach and engage parents.

6.3 Partnerships

The essential function of a partnership is inter-mediation—the accumulation and investment of human and financial assets from multiple parties to produce returns that no single investor could achieve on his or her own. In university-community partnerships, the contributions and returns that academic partners contribute and receive are different from those

[1] This includes most of the activities involving multiple-partner collaborations of various kinds, most of which are with CBOs.

contributed and received by community partners. Moreover, both academic and community partners must balance the demands of their relationship with each other with the demands placed on them by their respective institutions or constituencies.

Different types of outreach activities make different demands on partnerships between academic units and community organizations. These differences are the product, at least in part, of two key features of the activities being undertaken: the level of technical expertise and the amount of resident participation required to perform the activity well. In discussions of university-community partnerships, there is often an implicit assumption that the partners should sustain a high level of engagement throughout the course of a given activity. However, some kinds of activities do not require this in order to be done well; such activities are relatively common in this study, and they appear to be both respectful of, and beneficial to, the community. Sustained partner relationships are most important to execute high-skill, high-participation activities.

About half of the sites in our sample have built partnerships with community organizations that extend beyond discreet activities to include longer-term relationships. In addition to their extended time horizons, these “umbrella partnerships” are characterized by a process of negotiation between academic and community partners and typically include explicit mechanisms to assure mutual accountability across activities. Sites with active umbrella partnerships generally maintain a range of activity-specific partnerships and rely on the umbrella partnerships to centralize or coordinate planning and implementation of activities. Umbrella partnerships facilitate accountability and may reduce the dependence of both the academic institution and the community on relationships formed by individual faculty members and community members. They appear to be essential if the goal of the college or university's engagement is to make a significant impact on a neighborhood over the long term, consistent with an agenda that is shared by community residents.

All partnerships entail challenges and risks, although the nature of the risks commonly differs for the academic institution and the community partners. Of particular importance, capacity risk is the likelihood that the partners will be unable to meet their commitments. This risk tends to rise for both academic and community partners as community participation increases (although for different reasons). Three types of factors appear to influence the degree to which university-community partnerships address their challenges successfully and meet the expectations of the partners. Some are features of the activity undertaken, some are factors relating to the partners themselves, and some concern the nature of the relationship between the partners.

Access to adequate resources to support the activity and the difficulty of the activity "obviously" but importantly shape the success of community outreach activities. Difficulty (which can be usefully thought of as “strategy risk") has multiple dimensions. Thus, some of the reported activities are straightforward, easily implemented, and have outcomes that are readily

monitored and assessed; others are complex, contentious, difficult to implement, and hard to evaluate. Thus, for example, professional services (the health, legal and social work cluster of activities), although not problem-free, were more likely to meet the expectations of both partners than the community development technical assistance activities, which exemplify the latter category.

More difficult to assess, and to discuss, is “capacity risk," the potential inability of either partner to implement their activities effectively. Although this risk cross-cuts all types of activities, it does appear to be minimized when the demands made on the community partners are modest (especially when the burden on the community partner is to provide simple access to clients, but not become engaged in organizing consensus among them or securing their active participation in project design and implementation) and when the college or university's contributions are linked to its core teaching functions.

As these activity attributes suggest, community-university partnerships are more likely to perform well if they have a simple structure; perhaps for this reason, most of the reported activities involved dyads—one unit of the academic institution paired with one community organization. Simple structure makes it easier to arrive at agreement on the type, duration, level of effort, respective contributions of the parties at the beginning of the activity, and to address any implementation difficulties that may arise. But simple partnerships have their limits. Some important activities cannot be accomplished without more skill sets at the table, or without bringing into the activity all the parties who are genuine stakeholders in the activity and its outcomes. Partnerships that require engagement of multiple partners are typically more challenging, then, both because more interests and perspectives must be accommodated and because they are generally taking on more complex activities.

In this as in many other arenas, leadership matters. In the literature on university-community partnerships (as in this analysis' treatment of institutionalization) leadership by senior academic administrators has been an important focus of attention. Equally important, however, is the choice of key individuals to lead the college or university's outreach efforts *in the community*. Particularly in the early stages of an institution's interaction with a community, much depends on having the "point person" be someone who has—or is willing to win—community confidence. Beyond the competencies these individuals bring to the job, the simple fact of their having been selected can do a lot to communicate the seriousness of the academic institution's interest in community engagement.

A common early partnership challenge is clarifying what each participant can and cannot deliver. In particular, two aspects of colleges and universities as institutions are often sources of community misunderstanding at the outset, and may be difficult for community members to fully appreciate until they surface in ways that begin to cause problems. First, although academic institutions appear wealthy from the community perspective, they typically cannot finance community projects. Some community partners will need time and assistance to

understand what the academic institution can actually deliver (e.g., applied research, access to information and technology) and how those resources can be used to the community's advantage. Second, the academic institution is not monolithic. The activities of various units are rarely coordinated, and the unit engaged in partnership may have no control (or even knowledge) of activities conducted by other units that can be disruptive to the partnership. Further, different units may operate with very different styles and objectives that are not arbitrarily chosen; there are real imperatives that govern their choices and that, from the community perspective, can make the institution seem inflexible and unresponsive (another aspect of the challenges of multi-party partnerships).

Finally, it seems clear that both university and community partners can significantly improve their partnership skills over time. Dedication to the work over a sustained period of time enables centers to build a strong cadre of adjunct staff as well as lasting relationships with well-motivated faculty in individual departments. A reputation for high-quality work and a commitment to community-driven agendas strengthens existing relationships and attracts new community partners. Community organizations that learn how to use and access the academic institution's resources themselves become more attractive partners—not only for the college or university, but potentially for other entities (e.g., city agencies, private foundations) as well.

6.4 Institutionalization

Institutionalization of community outreach—understood as changing the values of the college or university so that this approach becomes self-sustaining—poses a variety of challenges. Based on the experience of the sampled COPC grantees, some of which have been engaged in community outreach for an extended period of time, we have identified four principal challenges:

- Mobilizing a reliable stream of scarce resources (funds, faculty time, and so forth);
- Changing academic traditions so colleges and universities do a better job of preparing, supporting, and rewarding faculty for engagement in outreach (especially ascribing higher value to multidisciplinary, applied, collaboratively developed and implemented research);
- Expanding the capacity of the academic institution to be a responsive and responsible partner; this entails not only developing the administrative capacity to manage outreach and partnerships, but also the capacity to develop and implement—across diverse units of the institution—consistent policies and approaches to working in the community; and

- Identifying sensitive ways to address any limits on the capacity of community partners.

The COPC grantees we studied used a variety of approaches—administrative, academic, and organizational—in their efforts to institutionalize community outreach. Most adopted combinations of approaches to make them mutually reinforcing. Common strategies included providing executive leadership in support of outreach and partnerships, integrating community outreach into the curriculum in a variety of ways, providing both incentives and assistance to faculty in support for curriculum development and applied research, and enhancing the administrative infrastructure for outreach. Establishing (or expanding) a center or institute as a focus for community outreach accompanied one or more of these approaches in about one half of the sampled institutions, and seems to have been quite effective in most instances.

The COPC grantees in this sample, as a group, have community outreach and partnership efforts that are relatively highly institutionalized. We identified 14 dimensions of colleges and universities as organizations as potential indicators of institutionalization and assessed the level that each grantee seemed to occupy for each dimension. None of the grantees are at the same level for all indicators, but most tended to cluster at the same level along numerous dimensions. The fact that these sites cluster toward the higher degrees of institutionalization is a product of COPC program selection criteria, reinforced by our site selection criteria—but the fact that they cluster at all is instructive. They range from those that exhibit a high level of integration of community engagement in academic and administrative practices and policies, to those that have limited resources and are typically dependent on one or more individual faculty to continue their outreach work. As expected, those institutions that had a history of community outreach and partnership pre-COPC, and therefore had pre-existing structures in place to support this work, are among the most institutionalized.

Many grantees rank high on five of the indicators of institutionalization: executive leadership, budget, publicity, faculty involvement and external fundraising. Most of these factors were requirements of the COPC grant award to some degree. Thus, senior administrative leadership has often articulated the vision for community engagement. COPC required matching funds, so some level of academic funding allocation has gone to these efforts in every case. Faculty involvement is crucial to all of these community-university programs, and many were designed around the pre-existing relationships that individual faculty had cultivated in the community. More surprising is the fact that so many colleges and universities have found continuing external funds, underscoring the resource requirements of this work and a fairly strong capacity—at least among those institutions that have made major commitments to it—to attract outside resources (public and private) to these initiatives.

On the other hand, many institutions rank relatively low on four other indicators: mission; hiring, promotion and tenure; community involvement; and policy. These factors are generally outside the control of those proposing and implementing COPC programs and require a broader institutional consensus that community engagement is a priority. Most notably, very few schools have made the commitment to change promotion and tenure guidelines to reward faculty for community outreach.

On balance, these indicators provide a helpful way of analyzing the levels of institutionalization that the 25 institutions in this sample have achieved in their community engagement initiatives. They are also useful to flag continuing challenges to institutionalizing university-community partnerships. These may not be the only factors that influence the degree of integration of community outreach in any particular site, but they capture a great deal about the organizational opportunities and obstacles to wider acceptance and practice of community engagement.

6.5 Lessons for Building the Field

Institutionalization of community outreach and partnerships takes time, patience and persistence. It is a long-term process. The complexity of partnerships also requires a long-term perspective and patience in the face of discouragement, frustration, or even failure from any specific project. Participants need to be able to learn from mistakes and readjust their expectations and those of their partners to be realistic while striving for more effective levels of collaboration. Continuity and persistence are also needed to build relationships both with others inside the institution and with community partners.

Lack of resources limits the ability to institutionalize partnerships and outreach. A sustained stream of resources is an essential requirement for institutionalization. However, the colleges and universities in this sample control very different levels of resources—money, faculty, students, dedicated staff. Regardless of their intention or commitment to community engagement, budget-strapped institutions have a more difficult time broadly adopting and integrating community-university partnerships and outreach.

For some institutions that have made substantial commitments to community partnerships, the ability to generate additional resources externally for outreach greatly enhances the chances of institutionalization. A critical mass of community outreach activity and a sustained track record of accomplishment both enhance the standing of outreach within the institution and attract new partners outside the community who see investment opportunities that are likely to yield important benefits to disadvantaged communities.

Activities that rely on staff, consultants or adjunct faculty contribute less to institutionalization than those that rely on core faculty. While there may be clear value to the community from such activities, such as life skills training, that rely on staff and adjuncts, and

while they may a vehicle for attracting outside resources for outreach, they are not as likely to contribute to institutionalizing outreach at the college or university.

Self-assessment and evaluation support institutionalization of outreach and partnerships. To promote broader acceptance of community outreach and partnerships across the institution, practitioners need to learn from their experiences with the community. A few of the programs have conducted self-assessments or more formal evaluations of their programs to determine the effectiveness of the services to the community, the value of outreach to the learning experience of students, and how to make partnerships work better. Developing systems for engaging community partners and academic participants in assessing the process and outcomes from partnerships is an ongoing and necessary function for building effective programs.

Finally, institutionalizing sources of support for community-university partnerships should be mentioned as another important element in institutionalizing these programs nationally. As Robinson and LeGates wrote in 1998 of the need to sustain federal support for university-community partnerships, "It is important to develop the technical argument in favor of COPCs, establish a visible coalition of supporters and an appropriate symbolic stance…that can move the COPC model from a tiny and fragile demonstration program to a new model of federal-university-community relations."[2]

By 2001, the COPC program has extended beyond its 5-year demonstration period at HUD. Now in its seventh funding cycle, COPC has supported more than 100 schools for community outreach. HUD has also initiated specialized grant programs for Hispanic-serving Institutions Assisting Communities, Alaskan Native/Native Hawaiian Institutions Serving Communities and has made grants to Historically Black Colleges and Universities for community outreach furthering the reach of its support for institution-community partnerships (although these programs have different goals and eligible activities from the COPC program). Combined with other organized programs of support for university-community partnering, including the Kellogg and Fannie Mae Foundations, a large constituency of institutions of higher education exists that is experimenting with a wide variety of models for community outreach. HUD has helped to promote learning about these activities and foster the exchange of information and experience with annual COPC conferences and regional COPC meetings that have brought together grantees, sponsored papers by practicing faculty and community members on different aspects and challenges to community partnerships, and published catalogs of examples of university outreach programs and institution-community partnerships. So far, however, none of these efforts has addressed the issue of providing sustained support for community outreach.

[2] LeGates and Robinson, op. cit., p. 322.

After a couple of years of planning and consultation with other associations for institutions of higher education, a core group of the COPC grantees formed a new association in 2001, the Association for Community-Higher Education Partnerships. With the growing number of institutions engaged in community outreach, the association intends to share best practices, promote institutional support for community partnerships, and advocate for continued resources for university-community partnerships. The association is seeking support from private philanthropy.

Some advocates of university outreach in community outreach and partnerships have called these efforts “a movement” implying an interest group that is increasing the pressure toward institutional change. There is greater discussion of some of the elements of institutionalizing community outreach on more and more campuses.[3] As we have seen among the sample of COPC sites in this research, to a greater degree than before, faculties and administrators are examining the guidelines for promotion and tenure, integrating service learning and other changes in pedagogy, engaging in more collaborations with community partners, conducting more applied research for and direct service to communities. Clearly university-community partnerships are growing in numbers and are maturing in the body of experience and knowledge that is being shared among their many adherents.

[3] For example, the American Association of Higher Education is currently conducting the Urban University Portfolio Project, under which a set of six academic institutions with mature community outreach programs seek to develop prototype statements of mission, good practices, quality indicators, etc. with a view toward building community engagement into the standards for institutional accreditation. See http://www.aahe.org/general/partner_iupui.htm.

APPENDIX A: QUESTIONS FOR COPC SITE VISIT REPORTS

The following sets of questions are intended to assist with data collection from the 25 sites selected for the first round of the COPC evaluation. This format follows the research design that was developed for the project. It also incorporates within this framework the questions posed by HUD in its evaluation RFP.

These are the questions we need to answer for this project. However, they are not necessarily worded as we would pose them in interviews. To answer these questions, we will collect data from a variety of sources. These sources include on-site interviews with a variety of university and community participants. We will also have access to reports, newsletters, brochures, and other documentation produced by the COPCs (some of which we may get in advance of our site visits and some that we may collect when we are on site).

The research design presented the order of the three main evaluation issues as first, Outcomes, second, Sustainability, and third, Contributing Factors. However, the sequence for data collection seems to flow better if these are rearranged. Thus, we present the questions here as: 1) Organizational Background and Contributing Factors, 2) Outcomes, and 3) Potential for Sustainability.

Bracketed and italicized questions will be used to support the main questions when applicable. For all questions, please note how (if at all) the views of the university and community representatives differ. In sites with consortia, please note any differences among the participating institutions.

1. What is the background and context for the COPC and what factors contribute to its success and the potential for sustainability?

A. History. What is history of the university in the community? Did the university (or parts of it) have experience with or a record of engagement in community outreach, community service or applied research in the past? *[Were these efforts coordinated? Was there a pre-existing public service office/program within the University that preceded the COPC? If so, what role does that office have on the work of the COPC? What is the relation between the COPC and the public service program? Is there a University unit that oversees the work of this center? What was the relationship between the university and the community partners in the COPC prior to the HUD application?]*

For Consortia: What was the relationship among the institutions prior to the COPC? Were their prior relationships with the community similar or different? In what way?

B. Leadership. Who were the leaders of the COPC effort? [Who led the development of the COPC application? Was there one or more persons taking leadership? What is their role in the institution? What is their continuing role in the COPC? Was there participation from the top levels of the institution?]

For Consortia: Is leadership for the COPC shared among the institutions? Is there a key person at each school leading the COPC? Is there participation from top levels at both/all schools?

C. Process. What was the process for creating the COPC? [How did the COPC partners develop the application to HUD? Did community partners contribute to the application, review the draft, etc.? How were the COPC projects identified and selected? Could this process have been improved? How? How did the COPC partners refine the partnership relationships after receiving the COPC grant? Are there any groups that should have been included that were not part of the COPC?]

For Consortia: Did both/all schools participate in developing the COPC proposal? *How were the roles defined? How were projects assigned?*

D. Structure of Partnership. What is the structure of this center? Does the COPC have an advisory board(s) and what is its role? Is there a sense of equity among the partners? *[Who are the board members and what are their respective affiliations? What is the governance of the COPC? How are decisions made? By whom? Are community perspectives valued and respected? What are the roles of the university and community in COPC projects or programs? To what degree have university-community relationships constituted a partnership? (Not at all, somewhat, to a moderate degree, to a great degree)]*

For Consortia: What are the respective roles of the institutions in the COPC? Do all schools participate equally in governance and decision-making? How was accountability by each school to the partnership determined? How were imbalances in institutional resources compensated for? Was the COPC seen as

an opportunity for faculty and student collaboration among the schools, or as individual efforts under a single banner?

E. Staffing. How is the COPC staffed? [Were new staff hired to conduct the work of the COPC? What positions were filled? Where did the candidates come from? How many staff members work(ed) for the COPC? Has staffing changed over time? What effect has staff change had on the program?]

For Consortia: Are COPC staff drawn from both/all institutions? Were faculty and students from both/all institutions involved in COPC projects?

F. Location within the University. Where is the COPC located within the university? What parts of the university are involved with the COPC? What structures, policies and/or practices of the university support community outreach or hinder outreach activities? [*Where is the COPC physically housed? What was the rationale for its placement? Is the COPC (and community outreach efforts more generally) embraced by the leadership of the university? If so, how?]*

For Consortia: Where is the COPC located in the consortium? Why?

G. Context. What is the local environment for community revitalization? [What are the major community building, educational and economic development initiatives in the city/region/state? How has the COPC related to these efforts? Could the COPC have improved coordination with other programs to achieve greater outcomes? Are there resources for and attention to these issues? What is the context for university funding? What other programs are competing for university resources and attention?]

For Consortia: How does the institutional context for the COPC differ among the schools?

H. COPC Program Areas. What was the nature of the COPC agenda and how ambitious is/was it? [What policy areas did the COPC address? What programs were undertaken in these areas during the history of the HUD funding period? Which are the largest programs?]

For Consortia: Were program areas divided by schools? If so how? *Or did the schools work jointly on the same project areas?*

I. Resources. Has the COPC received matching funds? [What amount? From what sources? How does this compare with the initial proposal How much was spent on these programs from HUD dollars? What were the total project costs?]

> **For Consortia**: How were resources divided among the institutions*? Did all/both schools provide matching funds?*

J. Performance. How has the COPC performed? [What policy areas did the COPC address most successfully? How? What policy areas was the COPC not successful in addressing? Why? Did the policy areas addressed serve community priorities? Has the COPC pursued the major strategies it originally planned? If not, why not?]

> **For Consortia**: What was the performance of the consortium COPC? In addition to discussing the performance of each of the participants, explain how well the COPC performed as a collaborative.

2. Outcomes – Did the COPC program produce benefits to the community and to the University? What were the major outcomes from the COPC activities?

A. Capacity Building. Were there capacity building outcomes from the COPC activities? [Did the COPC assist community organizations? How? Which ones? What were the results of that assistance? Did the capacity of the organizations increase? In what ways? Did the COPC efforts lead to changes in the skills of any of the members of the participating organizations or community residents? Were there capacity building outcomes for the university as a result of the COPC?]

B. Community Outcomes. Were there changes in the physical or economic conditions of the community in the policy areas that the COPC focussed on? *[What were they? How much did the COPC contribute to those results?]*

C. Community Change. Was there any change in the level of social capital (e.g. civic engagement, health of community institutions, trust between community and the institution) in the community? *[How much did the COPC contribute to those changes?]*

D. Information and Knowledge. What were the outcomes in information and knowledge? [Who used this information and, and how? Did COPC efforts yield reports, articles, etc. derived from COPC data, information bases, or experiences? If so, were these reports accessible to the community? How were they distributed, or made available? Did community members contribute to them? If new information bases were developed were they useful to the community? To the university? To the Department? To the city or other agencies? Was the information used? How? Did the COPC reports contribute to applied research? Basic theory?]

E. Institutional Change. Did the COPC lead to changes in attitudes, values or behaviors of the participating organizations? [Did the COPC lead to changes in attitudes, values, policies, practices or behaviors of the university? E.g., in hiring, tenure and promotions, procurement, etc. Did the COPC lead to changes in the content of university courses? To new courses? Changes in degree programs? To new programs? Did the COPC lead to changes in the means or methods of instruction and the dissemination of information in the university?]

For Consortia: Has the COPC lead to institutional changes in all the participating schools? *If so, how? If not, why?*

3. Sustainability – Does the COPC show evidence that the university-community partnership can be sustained in the future?

A. "Profitability" of the Partnership for Community. Did the COPC provide benefits to community organizations, to community residents or to community projects? Examples. Were there "costs" (time, effort, funding, etc.) or obstacles to the community partners working with the COPC? What were they? *[Did the community partners find the benefits of the COPC outweigh their costs? Could the COPC have increased the benefits to the community? How? Could the COPC have reduced the costs to the community/organizations? How?]*

B. "Profitability" of the Partnership for the University. Did the University benefit from participating in the COPC? [How? What costs or obstacles did the University incur by participating in the COPC? Did the benefits to the University outweigh the costs it incurred? Were any of the costs or benefits unanticipated]

For Consortia: Did each of the participating schools benefit from the partnership with the community? *With each other? Did the consortium present more costs or obstacles to the participating institutions*?

C. Fairness. Were the benefits derived from the partnership/COPC fair and commensurate with the contributions made by the partners? *[Were the benefits to the community greater than the benefits to the university? About the same? Or less than what the university received?]*

For Consortia: Did the participating institutions derive benefits commensurate with their contributions? Did one school gain more or incur greater costs than the others?

D. Future of the Partnership. Do the partners believe that the COPC should be continued? [Do they believe it will be? Why or why not? If so, will they continue to participate? Should the composition of the COPC partnership in the future be the same? Should new partners be added? Should some partners be replaced? Examples. Should the activities of the COPC in the future be the same? Should new activities be added? Should some activities be dropped? Examples.]

For Consortia: Will the institutional partnership continue? Has it led to other collaborative efforts among the participating institutions?

E. Institutionalization. Is the COPC institutionalized in the university or on a trajectory toward institutionalization? [Have the functions of the COPC been integrated into the university? How? Did the COPC efforts lead to changes in the structure and policies of the participating organizations? E.g., creation of new units, reorganization or change in mission of old units, changes in budgeting practices, hiring practices, purchasing, creation of new coordinating agencies or collaborations, or changes in the mission of the university?]

For Consortia: Has each school integrated the functions of the COPC? Have policies and structures of all/both institutions been influenced by the COPC?

F. Resources to Sustain the Partnership. Are there resources now available to sustain the COPC? [If not, are the partners taking reasonable and timely steps toward securing such resources? What other sources of funding have supported the COPC? Was the COPC successful in finding private funding for the partnership? Have resources been identified to continue the partnership after HUD funding expires? If yes, From what sources? In what amounts? Are there any new sources of funding? If not, what is the strategy to respond to the expiration of HUD funding?]

For Consortia: Will all/both institutions continue to support the partnership?

PLEASE ATTATCH A LIST OF ALL INDIVIDUALS INTERVIEWED IN PREPARING THIS REPORT, WITH THEIR ORGANIZATIONAL AFFILIATION, TITLE AND CONTACT INFORMATION.

PLEASE ALSO ATTACH A LIST OF ALL RESEARCH PRODUCTS PRODUCED BY THIS COPC (TO THE BEST OF YOUR KNOWLEDGE) AND INDICATE WHICH ONES YOU HAVE COPIES OF. IF YOU HAVE ALREADY IDENTIFIED THEM IN THIS REPORT, PLEASE NOTE THEIR LOCATION HERE SO THEY CAN BE FOUND EASILY.

TO BE ANSWERED AFTER THE SITE VISIT AND THE REPORTING FOR HAVE BEEN COMPLETED:

On reflection, is this site a good candidate for an in-depth site visit? Why/why not? As you think about this, please consider such questions as: What lessons, if any, do you think we learn from this site? What interesting and broadly relevant issues does it raise? What common problems have been encountered by local stakeholders that have been addressed in an interesting way?