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The Urban Advantage: Denver Conference Issue

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Using the Urban Advantage to Achieve the Greatest Good

Vicki L. Golich

Just as urban and metropolitan universities and colleges serve an important role in their communities, cities serve important roles in students' academic and personal growth. Urban institutions provide them with the resources to grow and thrive in a fast-paced environment. With better opportunities for experiential learning, research and development, creative activity, and partnerships that create immediate and substantive impact on communities, this urban advantage was the focus of the 23rd Annual CUMU Conference "The Urban Advantage" (CUMU, 2017). The conference was held in Denver, Colorado in October 2017. Presentations explored the unique learning opportunities provided by urban universities known to improve student persistence and successful career development (AAC&U, n.d.). Scholars and activists called for urban IHEs to consider how they might engage with their surrounding communities more effectively to solve problems, improve the local economy, and educate a professional 21st century-relevant workforce. Finally, they underscored the imperative that metropolitan colleges and universities stay true to their public mission.

The keynote speakers for this conference—Holland, Howard, and Seligsohn—set the stage for these presentations and conversations in a plenary session titled "Voices from the Field." Their powerful rhetoric both challenged and congratulated participants. Holland noted, in particular, that IHE leaders must manage the changing landscape of higher education, while keeping grounded in the purpose of a university degree. Howard reminded us that colleges and universities should leverage and harmonize their institutional assets to support surrounding communities, as this achieves "mutual, shared, enlightened self-interest of the very best kind." Finally, Seligsohn encouraged conference attendees to avoid the false dichotomy that sees civic education as distinct from career preparation. In doing so, he reminded all that "a powerful positive relationship between engaged citizens and community members … and economic prosperity," and that civic-minded citizens will demand positive political behavior from elected officials.

This issue includes two winners of the Ernest A. Lynton Award for the Scholarship of Engagement. The 2015 winner, DeMeulenaere, describes his personal journey that brought him to combine the teaching, research, and service obligations of a tenure-line faculty member with his passion to engage in activism to achieve social justice for all. Walker, the 2017 recipient, and co-author, East, present two case studies of institutions that engaged their surrounding communities in redevelopment efforts.

The next two articles describe university efforts to develop and build spaces in downtown areas to expand access to the university, enhance economic vitality of the region, and create opportunities for partnerships. Barthell, Simmons, and Youngblood describe the University of Central Oklahoma (UCO) experiences in developing UCO Downtown. Similarly, Davson, Englot, Fischzang, Fleming, and Kline describe how they created a new space in the city of Newark—"Express Newark"—that benefits Rutgers faculty and students and city inhabitants.

Three articles describe academic-community partnerships focused on improving educational outcomes. Provinzano, Riley, Levine, and Grant describe Drexel's School of Education partnership with Communities in Schools. Larrivee, Challupka, Cleary, and Comeau describe how Worcester State University engaged with their community to develop a program that improves educational pathways for direct care workers. A group of faculty at California State University San Marcos (CSUSM)—Nuñez-Alvarez, Clark-Ibañez, Ardón, Ramos, and Pellicia—describe their work on increasing the community engagement of their surrounding Latino community though "a culturally and linguistically relevant civics curriculum" delivered to students and their families.

Finally, Golich, Haynes, Hillhouse, and Pfeifer describe how Metropolitan State University of Denver faculty and administrators engaged in iterative conversations with industry leaders to develop a curriculum and designing educational facilities to meet the integrated needs of the university and the region.

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Voices from the Field
2017 CUMU Annual Conference Opening Plenary Remarks
October 9, 2017

Barbara A. Holland, Ted Howard, and Andrew J. Seligsohn

Abstract

Urban and metropolitan areas face unique challenges in serving the multifaceted needs of their communities, but also have advantages that create some of the world's greatest universities. Three scholars opened the 2017 CUMU Annual Conference with "Voices from the Field." Each spoke to the changing role of urban-serving institutions and the place-based advantages CUMU members have in enriching their communities while strengthening the universities' core commitments.

CUMU advisor Barbara A. Holland, Holland Consulting, described the changing role of higher education and highlighted the distinct and powerful advantages urban-based higher education institutions have in shaping the success of the metropolitan areas they collectively serve.

Ted Howard, The Democracy Collaborative, encouraged universities to move beyond current place-making initiatives and to adopt The Anchor Mission, distilling lessons from CUMU members who are pioneering new approaches to anchor mission work to have greater impacts on their institutions and communities.

Andrew Seligsohn, Campus Compact, reflected on the inter-connected nature of two of higher education's missions: (a) educating students for democracy; and (b) carrying out their anchor mission, as well as the impact of a civically-engaged student body on creating sustainable change in our communities.

Barbara A. Holland: The Urban Advantage

Higher education is well into an era of dramatic change at every level of organization, operations, culture and mission. Looking across the landscape of the United States in specifically, this is a time when there are large and extraordinary differences in how individual universities are responding to the need to embrace change and innovation. Some institutions are taking bold actions, while others are hunkering down and hoping that they can ride through current challenges without major internal changes. The latter institutions will not thrive going forward, in part because even more change is ahead. Institutions that are recognizing the opportunities presented in a time of change will thrive and I believe there is ample evidence that the most successful will be those in urban and metropolitan contexts.

CUMU member institutions have always been innovative thinkers in part because most campuses are chronically under-funded and, therefore, creativity, imagination and experimentation have always been valued highly in our campus culture. Going back in history,

many new ideas and improvements in higher education began on America's urban/metropolitan campuses. In particular, the massive expansion of access to higher education in the post-WWII era accelerated the transition of the U.S. from a rural to an urbanized nation; a trend which is happening again today with the large influx of young adults choosing to move into post-industrial cities where they can find affordable housing, cultural diversity, entrepreneurial environments and further education, among other assets.

In this context, it is clear that there is a distinct and powerful advantage to being an urban-based higher education institution, and a corollary disadvantage to being rural and remote.

Features of the Urban Advantage

The benefits of urbanity align with the major challenges for improvement and renewal in higher education performance, effectiveness, and impact, internally and externally. These actions and strategies include the need: (a) to improve student success; (b) create productive and high impact learning environments for all students; (c) ensure broad access, attract/retain/develop a new generation of faculty and staff; (d) engage our teaching, learning and research activities with issues and opportunities of our region; (e) contribute to economic progress; and (d) develop partnerships and strategies that lead to new streams of funding and capacity, and more.

So what about an urban/metropolitan location creates these advantages?

- **People:** diversity of culture, experience, race, language, age, expectations and ambitions (85% of all people on earth live in urban spaces)
- **Concentration of broad societal issues:** large-scale access to learning through action; ensures student access to multiple hands-on learning experiences, internships, engagement, employment
- **Economic and innovation hub:** rich with partnership opportunities – business, industry and other sectors generate collaborative research opportunities, discovery/application, graduate employment
- **Political and philanthropic hub:** access to influential leaders and organizations as well as an array of intellectual and financial resources for research and partnerships
- **Arts/Creativity hub:** Broad and diverse forms of creative activity enrich urban culture, social fabric and the economy
- **Academic Pathways:** community colleges, private institutions, research universities…the full array of educational settings encourages access and contributes to social capital and equity of opportunity
- **Communications/technology access and innovation:** the classroom can be in many settings relating to every discipline; faculty can collaborate locally, regionally and globally through strong, reliable communications systems.
- **Transportation hub:** easy access to the world; sustained collaboration with global partners enhances teaching and research impacts; local/international expertise and discovery leads to new industries and other assets to the city and its academic institutions

Today's reality is that some rurally-located campuses are struggling to sustain enrollment and a robust and diverse academic workforce. Students and new generation faculty alike are drawn to

institutions in metropolitan regions because they seek access to partnerships and experiences that are not available in remote communities. The challenges of the globe play out in every urban region. More than just a laboratory for research and learning, these challenges inspire us to think anew about how we organize our assets and capacity, in concert with others, to identify solutions that will inform a hopeful future.

Summary

The changes that are emerging are extensive and inevitable, but beyond the challenges of leading change, the new directions are positive and exciting. There is considerable reason to be optimistic about the future of urban and metropolitan institutions because we are changing already, even if we don't always recognize it. Change is already well underway and it is leading us toward a model characterized by collaboration and impact.

- Teaching/learning/research are coming together as blended activities, rather than competing with each other. This increases our capacity for partnerships internally and externally.
- Students are increasingly involved in active learning strategies that enhance community capacity for progress and action. Students are our best public representatives and will contribute to the renewal of public regard for higher education
- New-generation academics are creating a new academic culture based on organization around Q's and ideas that involve partnerships across disciplines and other sectors. Many of you probably already have a body of faculty and staff that are comprised of about 40% Gen X and Millennials. Some may be even higher. Research reveals these faculty will create a new, public-facing academic culture that may also help restore higher education as an invaluable resource for local and global progress and well-being.

There is strong alignment between these emerging changes and situational context. Urban/Metro institutions are in a sweet spot, and many are already innovating and adapting to a new academic culture that includes greater emphasis on student success and cross-sector opportunities to work on challenging questions that challenge our world and require networks of intellectual resources to identify workable solutions.

This organization of urban and metropolitan universities has an extraordinary and exciting future that is unfolding before us at this conference. Society's current challenges around economy, equity, opportunity and health in a context of safe, productive and civil communities require a strong and engaged higher education sector to inform and stimulate progress and social capital. In an urbanized nation, it will be the urban and metropolitan institutions that lead the way toward a new era when higher education sector is once again at the table as an asset to progress and equity.

I have no doubt many of your institutions will be prominent leaders in renewing the social contract between higher education and society in the coming years. You have set a path for progress that is exciting, inspiring, hopeful and optimistic, and for good reasons.

Thank you for your leadership.

Ted Howard: The Anchor Mission

As everyone at this conference is well aware, the days when a university could be separate from or ignore the community in which it is based are long gone.

Over the past 20 years, the trajectory of higher education has been toward greater levels of engagement with community. In these two decades, we have seen the advent of volunteering and service learning, academically based community service and research, the creation of community engagement and outreach centers on our campuses, many forms of community partnerships, K-12 initiatives, and here and there a bit of university-led economic development (retail, housing, and so forth). Admittedly, much of this aims to create better campus districts for students, staff and faculty, not necessarily to meet the needs of the community.

We have also seen in recent years a growing trend toward multi-anchor engagement, in which universities collaborate on place-making with healthcare institutions, local philanthropy, and municipal government.

The next major development for higher education is now beginning to pick up momentum: leveraging and harmonizing ALL of the assets of the institution to benefit community.

We call this *The Anchor Mission*. This is a term of art that The Democracy Collaborative coined around the year 2010. We define it as:

> A commitment to intentionally apply an institution's place-based economic power and human capital in partnership with community to mutually benefit the long-term well-being of both.

In other words, to align all of the functions of a university, from teaching and research to procurement, hiring, and treasury/investment policies, to produce ever-greater benefit to the places where we are rooted—anchored—and from which we do not exit. This innovation for our field is an orientation for acting. As university leaders at all levels begin standing for and expressing their Anchor Mission, new questions arise, and new answers appear. We become more serious and accountable regarding what we expect from ourselves and our institutions.

A particular emphasis of the Anchor Mission is on economic inclusion: ensuring that all residents of the community, including those most disadvantaged or marginalized, are included in the economy and its growth. Economic inclusion is an asset-based approach to development, with a strong emphasis of focus on those neighborhoods and areas of our community that are most challenged. Localizing our supply chains, our hiring practices, and our investment portfolios is at the very heart of how universities can contribute to a more inclusive, resilient, and vibrant local economy.

By altering our business model and corporate culture around the Anchor Mission, we begin moving our engagement to higher levels of meaning and impact. From:

- Doing some good things for and with the community, in effect a charitable impulse… to
- Making a real and measureable impact in the community in a few select areas, such as helping to improve a local school… to
- Being accountable for *all* of our functions and assets and how they can be deployed to produce positive impacts on our communities, not as charity, but as sound business practice that can also benefit our own institutions—a win-win for the institution and for the community.

At The Democracy Collaborative, for the past three years we have been participating with six universities through our Anchor Dashboard Learning Cohort. Our goal is to learn how to improve performance and measure impact through the implementation of an Anchor Mission strategy. These six universities, Rutgers-Newark, Drexel, Virginia Commonwealth, Buffalo State, Cleveland State, and Missouri-St. Louis, are pioneering new approaches to go all in for mission—the Anchor Mission.

One of the participants in the Anchor Dashboard Learning Cohort, Peter Englot, Senior Vice Chancellor for Public Affairs and Chief of Staff at Rutgers University-Newark, puts it this way:

> Our understanding of the anchor mission was that it is incumbent upon us as a place-based, urban university to leverage our intellectual, human, and material capital in partnership with others across sectors of our community to make a collective impact on addressing the challenges facing our community… We understood this to be not just good for our community, but to improve our scholarship and education.

The opportunity for our communities is enormous, but still largely untapped. Across our nation, place-based universities employ 4 million people, purchase $43 billion of goods and services year-in, year-out, and have endowments and investment portfolios of $515 billion. Only a small percentage of this economic power is now deployed to strengthen our communities, but imagine the possibilities as more of our institutions begin to adopt an Anchor Mission framework.

Let me give you two examples of how one university and one health system are beginning to think about and implement their Anchor Mission.

Drexel University in Philadelphia (Figure 1) now sees the totality of its Anchor Mission in this way:

Figure 1. Three-fold integration of university missions to support the Anchor Mission.

Note how the core functions of Service, Academics, and Institutional Investment are all integrated and connected to one another and to community—rather than siloed off and not interacting with one another. Using this framework, all of the functions of the university are engaged in a robust conversation about how they can carry out their work in ways that benefit the community, as well as the institution.

Another model (Figure 2) of Anchor Mission implementation has been created by Kaiser Permanente, one of the nation's largest health systems:

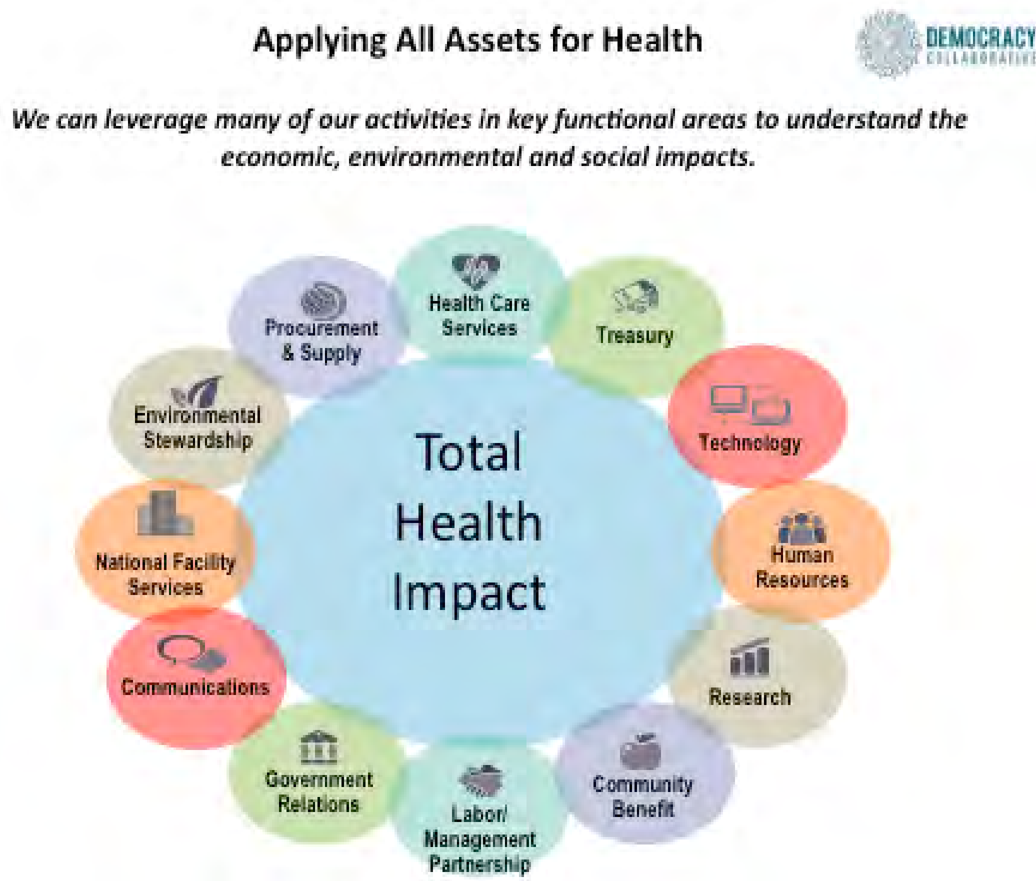

Figure 2. Assets to support an Anchor Mission.

Again, notice how Kaiser Permanente is seeking to integrate and leverage all of their functions and assets—from their IT and communications programs to their health care delivery and their supply chain—to create healthier communities.

Within the Anchor Mission framework, everything is included and nothing is left out.

Let me conclude by suggesting to you why the Anchor Mission matters.

For Our Institutions

Universities are sticky capital. We are rooted in place. We are in our communities for the long-haul. It is simply not in our self-interest to be based in communities that aren't thriving, resilient, sustainable. Properly focused, our economic power and human capital can be important contributors to a stronger and more inclusive community. And by implementing an Anchor

Mission, we can improve our institutions, our teaching, our research, and the experience for our students, our staff, and our faculty.

For Our Communities

Many of our communities are hurting, particularly inner city and inner ring suburbs of communities of color. The statistics are stark and must be addressed head on if we are serious about ensuring a thriving and inclusive economy and meaningful democracy.

- Over the past decade, fully 90% of our core urban areas have seen disinvestment and destabilization grow;
- In the most productive and largest economy the world has ever seen, 22% of America's children live in poverty, a percentage that has not changed since 1960;
- The number of people living in concentrated poverty has doubled from 7 million to 14 million since 2000, and nearly 50 million of us live below the Federal poverty line;
- White median net wealth in the US is thirteen times greater than African American net wealth and ten times greater than Latino net wealth.

In my view, our institutions cannot succeed in the long-term if our communities are failing. We rise and fall together. This reality is at the heart of the Anchor Mission.

For Our Nation

At this time of national political grid-lock where so little can be achieved in Washington, DC for our communities, where the action is, where the innovation is, is in communities themselves, particularly in the urban areas where CUMU's member institutions are based. Our cities are our new "Laboratories of Democracy." What we do in our urban and metro areas matters—not just today but in the long-term. By adopting an Anchor Mission, our institutions can participate in developing new approaches that can scale up for profound national impact once there is a new opening politically, which of course there will be one day.

Our institutions cannot solve all of the problems our urban areas face, but we can be leaders in our communities, pointing the way for other anchors, for businesses, for the public sector. Through our example, we can help set a "new normal" for what is considered appropriate institutional behavior in our communities.

By adopting an Anchor Mission—leveraging and harmonizing all of our institutional functions and assets in support of community—we can improve our cities and improve ourselves. This is mutual, shared, enlightened self-interest of the very best kind.

Thank you.

Andrew J. Seligsohn

There are many things to say about the state of national politics in the United States, which means there is much room for disagreement and competing interpretations. But one thing nearly everyone agrees about is that on the issues that matter most, we are very unlikely to see serious and sustained action in the foreseeable future. We are unlikely to forge a sustainable immigration policy or a policy to create economic opportunity for urban and rural communities that lack access to high-paying jobs. We are not going to act on climate change. We cannot ignore national politics, but we would be making a huge mistake if we were to gamble on significant forward movement coming from Washington in the near future.

In that context, the question of how to make change in and through local communities—always important—takes on additional urgency. So, I want to spend a few minutes reflecting on how we should approach the contribution of colleges and universities to community change.

In particular, I want to reflect on the relationship between what we often think of as two distinct aspects of the public mission of higher education. One aspect is what we might call the institution's anchor mission: the obligation of the university to participate actively in creating strong, healthy, prosperous communities. The other aspect is what we might call the university's civic education mission: the obligation of the university to educate students for effective participation in a just democratic polity.

Institutions typically act as if these were separate and distinct missions: One mission has to do with job creation, physical development of the built environment, purchasing practices, and other domains that seem to have nothing to do with students. The other mission has to do with academic courses and co-curricular programs, the stuff of the student experience. Those of us who believe colleges and universities must contribute to changing the country for the better tend to focus our calls for action on one of these domains or the other. So it is not surprising that we are left believing they are actually separate and distinct.

My central point is that despite the apparent gap separating these missions, there is ultimately no daylight between them. We can distinguish them analytically, and it may be useful to do so for certain purposes. In the end, though, a university cannot carry out its anchor mission without educating students for democracy, and a university cannot educate students for democracy without carrying out its anchor mission. My goal is to explain why these two apparently distinct missions turn out to be one mission and to identify some implications of that recognition.

The first way of seeing why there is no daylight between the two missions is by considering what constitutes success in the anchor mission realm. While there are many reasonable answers to the question, for the purposes of discussion let's just say that success in the anchor realm means supporting the development of a community that thrives in every way that contributes to the quality of life for residents. Anchor success is achieved when a community is strong economically, socially, and environmentally.

As soon as we spell out what we mean by anchor success, we can see that it cannot be achieved without a strong citizenry. We know this for several reasons. First, the extensive literature on

social capital makes clear that there is a powerful positive relationship between engaged citizens and community members, on the one hand, and economic prosperity. A community of people who are connected to each other creates a platform for innovation and investment in which individuals have the confidence to take risks. Isolated, disconnected individuals are not positioned to identify opportunities and resources, the keys for building a successful local and regional economy.

Second, another body of academic literature, known as selectorate theory, has shown that leaders will be responsive to the interests of those whose support is crucial to their own ability to stay in power. If the majority of citizens participates in the political life of the community, leaders will work to improve life for that majority, which requires them to act in a way that creates broad opportunity. If a small minority participates, leaders will direct benefits to that minority. The creation of broad opportunity is the achievement of a successful economy. The direction of benefits to a small minority of influential people, in contrast, is corruption, which produces economic failure for the vast majority.

If an engaged and participatory citizenry is necessary for economic success, then the education of students for effective citizenship is not separate from the anchor mission; it is the first and most important element of an anchor strategy. Examples from all over the world show that pouring money into communities in which citizens do not or cannot participate does not produce shared prosperity. It produces benefits for those in power and the people responsible for their staying in power. If colleges and universities direct economic resources to communities that have experienced disinvestment but do not support a corresponding civic revival, they will fail to achieve their anchor mission.

Put another way, civic education is not an undertaking separate and distinct from the anchor mission. Civic education is an essential means to the end of anchor success. But while civic education may be a necessary condition for anchor success, it is clearly not a sufficient condition.

It might be tempting, therefore, to imagine that other components of the anchor mission (e.g., local purchasing, responsible real estate development, inclusive hiring practices, and robust partnerships) are optional for those who care most about civic education. On this way of thinking, it would be possible to focus on curricular and co-curricular experiences for students, be glad that strengthening the citizenry in the vicinity of the university is helpful to the regional economy, and leave it at that.

But there is a problem with that view. Students, a substantial body of evidence reveals, learn not just from what institutions teach them but also from what institutions do. When institutions act in ways that manifest commitment to the public good, students are themselves positively influenced. Several strands of research point in this direction.

First, we have evidence from K-12 education. The Making Caring Common initiative at Harvard’s Graduate School of Education has compiled the results of research on efforts to cultivate pro-social behaviors in students e.g., listening, compromising, working with others to solve problems. These are all behaviors that relate closely to citizenship skills. Their conclusion

is that no program is likely to have more of an impact on students than the behaviors of the adults in the school. If school professionals display, in their interactions with each other and with students, the behaviors they wish to cultivate, students will emulate them. If school professionals display other behaviors, programs will not be especially effective. To a student, the school *is* teachers and administrators. Students learn from the school.

Similarly, evidence from the responses and behaviors of college students shows that they, too, tend to follow the lead of their institutions and the people who represent them. Evidence from the Personal and Social Responsibility Inventory, analyzed by Robert Reason and his colleagues, shows the importance of institutional leadership in shaping student civic learning and development. The PSRI shows that high-impact practices, such as service learning have a substantial positive effect on student civic attitudes. It also shows, however, that the effect of high-impact practices is far more positive for students who believe that their institutions embrace the civic values such experiences seek to cultivate. If students see their universities acting as responsible anchor institutions, the students are more likely to be open to seeing themselves as responsible civic actors than if they see their universities sitting on the sidelines.

Analyses of student voter participation lead to the same conclusion. Nancy Thomas and her colleagues have studied universities that significantly over-perform or under-perform expected student voter rates based on data from the National Study of Learning Voting and Engagement (NSLVE). The overarching finding in this research is that student voting is driven by the campus climate at an institution. Programs focused on student voting may make a difference, but the biggest positive impact comes when students see that their university takes seriously values such as diversity, student voice in decision-making, and equal opportunity. When the institution lives out its stated values in its practices, students are motivated to embrace their obligation to participate in the political life of the community by voting.

All of these threads connect at a single point: If we want students to embrace the opportunities and responsibilities of citizenship, universities must embrace their own public responsibilities as anchor institutions in their communities and regions. As we have seen, the anchor mission depends on the success of the civic education mission, and the civic education mission depends on the success of the anchor mission. Therefore, we can see that there are not two mission but one: the university's public purpose mission. That public purpose mission has two dimensions, the civic education dimension and the anchor dimension.

What are the implications of that recognition? First, these two dimensions of the public purpose mission must be pursued in an integrated fashion. We miss an opportunity to show students how an institution can take on public challenges in partnership with communities if we do not engage students in the work. However, engaging students in the work requires us to connect the people on the campus who facilitate student civic learning with the people who lead anchor efforts. Connecting these people and their work also ensures that the intentions of anchor efforts will be evident to students.

That last point connects to the second implication of the inter-connection of the two missions: Anchor efforts must be designed and executed in ways that provide evidence of the egalitarian and democratic commitments of the institution. That means community members and students

must be active participants in decision-making connected to the university's public purpose mission. Unless students experience the institution's commitment to the democratic values motivating the work in the first place, we cannot expect that they will come to share that commitment.

Both public and non-profit universities receive and deserve public subsidy because their central purpose is to advance the public good. If the leaders of universities imagine that they should, must, or even can pick and choose among their obligations and pursue either their anchor mission or their civic education mission, they will undermine their own capacity to achieve their core public purpose mission. If, on the other hand, they embrace the inter-connection among the dimensions of the public purpose mission, they have the opportunity to foster new levels of creativity as faculty, staff, students, and community members work together to envision the next generation of integrated and engaged universities.

Author Information

Barbara A. Holland is recognized internationally for her scholarship and expertise on organizational change in higher education with a focus on institutionalization of community engagement. As an academic leader, she held senior administrative positions at Portland State University, Northern Kentucky University, University of Western Sydney and University of Sydney. In government-related roles, she was Director of the Learn and Serve America National Service-Learning Clearinghouse for seven years and Visiting Director of the U.S. Department of Housing and Urban Development's Office of University Partnerships for two years during the Clinton and Bush administrations. As a researcher and consultant, she has advised more than 100 colleges and universities in the USA and other nations regarding community engagement, institutionalization, and leadership of change, and she has authored many publications of note, including the creation of the Holland Matrix for Institutionalization.

As a scholar and leader, Barbara was a founding board member and 2011-12 Chair of the International Association for Research on Service-Learning and Community Engagement (IARSLCE), and also was a founding member of the National Review Board for the Scholarship of Education, the National Advisory Panel for the Carnegie Elective Classification for Community Engagement, and the Australian Universities Community Engagement Alliance (now called Engagement Australia) which in 2008 named her one of their first two Honorary Fellows. In 2006, she received the IARSLCE Award for Research Achievement. She previously served as Executive Editor of *Metropolitan Universities* journal and serves in editorial roles for five other refereed journals. Barbara had been a lead faculty member for the Engagement Academy for University Leaders, sponsored by four major higher education associations, since it began in 2008.

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For the past three decades, Howard has worked in the not-for-profit/civil society sector, including more than 15 years in international development with NGOs and agencies of the UN system. Most recently, he was the Executive Director of the National Center for Economic and Security Alternatives, a research and policy institute.

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The HeART of Listening

Eric DeMeulenaere

Abstract

Dr. Eric DeMeulenaere is Associate Professor of Education at Clark University in Worcester, MA. When he received the Ernest A. Lynton Award for the Scholarship of Engagement in 2015, he was an Assistant Professor coming up for promotion and tenure. He received the Lynton award because his scholarly work exemplifies deep collaboration with community partners across the faculty roles of teaching, research, and service. That reciprocity and valuing of the knowledge assets in the community comes across strongly in this essay. His essay is fundamentally about engagement that disrupts the dominant epistemology of the academy, which narrowly constrains ways of knowing and passes for legitimate knowledge. Much of this essay reflects the keynote address that Eric gave at the Lynton Colloquium at the University of Massachusetts, Boston in September of 2015. He received the Lynton Award at the annual meeting of the Coalition of Urban and Metropolitan Universities in Omaha, Nebraska the following month. Scholars like Eric, and all Lynton Award recipients, need supportive institutional environments of campuses, like those of CUMU, which redefine excellence through demonstrated engagement with and positive impact across their local cities and communities, valuing and nurturing their epistemic orientations and those of their students.

—John Saltmarsh, University of Massachusetts, Boston.

Keywords: Community engagement; engaged scholarship; activist academic; youth; urban education; university-community partnerships; Ernest Lynton Award

Introduction

October 11, 2015. I had just landed this morning for my first visit ever to Omaha, Nebraska, where the next day I was going to receive the Ernest Lynton Award for community-engaged scholarship at the Coalition of Urban and Metropolitan Universities' annual conference. The following day, which also happened to be Indigenous People's Day (also known as Columbus Day), I was scheduled to give a speech in conjunction with receiving the award. Nervous about receiving the award and giving a speech, I quickly checked into my room, laced up my running shoes, positioned my earbuds and headed out for a jog on an unseasonably balmy day in Omaha. Turning north from my hotel, I passed by the ConAgra Foods headquarters, which had just announced the layoff of 1,500 employees as part of the relocation of its headquarters to Chicago. I then crossed a long walking ramp that spilled into a larger park that ran along the Missouri River. I passed historical markers that commemorated the landing of Lewis and Clark in 1804 with no real mention of how that date marked the beginning of the process of taking that land from the indigenous people in this part of the United States.

Crossing the Bob Kerry pedestrian bridge, my eyes took in the riverfront and the view of the city skyline as my mind contemplated the Pawnee, Otoe, Sioux, Missouri, Iowa and Omaha peoples who had once lived in and controlled the land I jogged on. I thought about how the following day, a holiday celebrates the father of the American genocide and the creator of the transatlantic slave trade. I reflected on the connections between that and the speech I was planning to give about the scholarship of engagement.

Forgetting

Pausing at the middle of the bridge that connected Nebraska to Iowa, I looked north where the Missouri River curves its way up several hundred miles to North Dakota. A little ways east from the river, my grandmother grew up in a farmhouse in Spiritwood, North Dakota. Several years before my grandmother was born, my great grandfather was able, because of his European heritage, to obtain land free through the Homestead Act—land that was forcibly stolen from the Dakota who had lived there. The Homestead Act, and the Preemption Act before it, encoded into federal policy the racist ideology of Manifest Destiny. No history records the destruction of the human lives of Native Americans that these actions created for the families that were living where my great grandfather "homesteaded" in North Dakota. Historical markers in Omaha never mention the treaties and small pox that stole the land from the American Indians. Columbus day parades ignore the mutilated and enslaved bodies of Americas' First Nations. My own family history records for me that this "gifted" land enabled my great grandfather to raise 18 children, including my grandmother, all of whom survived through the Great Depression. My great uncle was even able to use the profits from the farm to buy the land from his seventeen siblings. That very small nest egg would later support my grandmother's move west. She eventually settled in California, marrying and buying a small house.

My legacy dates not only to the quaint little farmhouse in Spiritwood, North Dakota that we visit for family reunions; it is linked to the legacy of stolen land and the oppression of Dakota families. I stand here today as a legacy of the "exploration" by Louis and Clark and the "discovery" of Columbus. I am thankful to Christine Sleeter (2008) whose own efforts to think critically about her genealogy inspired me to look critically at my own genealogy and refuse to allow my family to continue to ignore our history of privilege. Professor Sleeter helped me to recognize that it is not only important for me to humbly recognize that I stand before you today on the shoulders of my strong and stoic grandmother, but also that I simultaneously stand on the heads of the Dakota families whose stolen lands are similarly tied to my own legacy.

Standing on the bridge over the Missouri River thinking about histories ignored, I recalled Ta Nehisi Coates' (2015) haunting book, *Between the World and Me*. There, he reminds us of how easy it is for those of us who inhabit spaces of privilege, to forget. He writes:

> The forgetting is habit, is yet another necessary component of the Dream. They [white people who he refers to as "dreamers"] have forgotten the scale of theft that enriched them in slavery; the terror that allowed them, for a century, to pilfer the vote; the segregationist policy that gave them their suburbs. They have forgotten, because to remember would tumble them out of the beautiful Dream and force them to live down here with us, down here in the world. I am convinced

> that the Dreamers, at least the Dreamers of today, would rather live white than live free…. To awaken them is to reveal that they are an empire of humans and, like all empires of humans, are built on the destruction of the body. It is to stain their nobility, to make them vulnerable, fallible, breakable humans (p. 143).

Ta Nahisi Coates chilling words demand I remember that my successes come at a cost to others.

Jogging back towards my hotel with Coates words mingling with Indigenous People's Day and the Dakota Nation, I recalled Franz Boas and his work with Ella Deloria. While in graduate school, I studied under several anthropologists, but it was only when I arrived at Clark University as a new assistant professor of education that I first heard about Frank Boas—the father of American Anthropology. His first academic appointment was in 1888 at the then newly formed Clark University. The more I learned about Boas, the more I came to admire his work and connect with his disposition toward this work. He wrote in 1884 to his then-future wife:

> I do *not* want a German professorship because I know I would be restricted to my science and to teaching, for which I have little inclination. I should much prefer to live in America in order to be able to further those ideas for which I live.... What I want to live and die for, is equal rights for all… Don't you believe that to have done even the smallest bit for this, is more than all science taken together?

I, too, never sought to be an academic. Even after earning my Ph.D. in Education in 2003, I worked to open a school for social justice in Oakland, CA. I wanted to be involved in the creation of radical social change and the academy seemed too distant and removed from this work. At the time, I had not yet encountered academics like Franz Boas, or Ernest Lynton, or John Saltmarsh. Instead, after getting my doctorate, I worked with others to create a small school for social justice in Oakland modeled after the school the Black Panther Party had created decades earlier. When the state of California took over the Oakland Unified School District and appointed the second state administrator, they began to target the new small schools for closure. My school was one of the first targeted and shut down. I felt defeated. I did not know what to do. My mentor and fellow community activist, Margo Okazawa-Rey, said that being an academic is the perfect job for an activist. You control your time and the projects on which you work. With the discovery of participatory action research, I learned that my research could be a part of my activism. I have been spending the last several years trying to figure out how to make my work as an academic, the same as my activist work—how to marry my scholarship, teaching and service as an academic to my vocational commitment to social justice—what it means to be an activist academic[i]. This article offers my reflections on this journey—of learning to remember and listen.

Remembering

On this journey, I have been fortunate to encounter many role models. More than hundred years ago, Franz Boas' scholarship worked to challenge the Social Darwinism and Eugenics that were the dominant, and racist, ideologies of his day. However, beyond his prolific and diverse scholarship, he simultaneously worked closely with W.E.B DuBois to found the NAACP. He wrote prominently for the NAACP's recently launched *Crisis* magazine. He supported Carter G.

Woodson's efforts to create Black History Week and worked tirelessly, albeit unsuccessfully, to launch an African American Museum in New York.

But mostly, he worked to remember, not just the forgotten horrors committed by White people, but to reclaim the hidden stories of the greatness of Black people and American Indians. W. E. B. Dubois brought Boas to Atlanta University to give the commencement speech in 1906. About this speech, DuBois (1939) wrote,

> Franz Boas came to Atlanta University where I was teaching history in 1906 and said to a graduating class. You need not be ashamed of your African past; and then he recounted the history of the black kingdoms south of the Sahara for a thousand years. I was too astonished to speak. All of this I had never heard and I came then and afterwards to realize how the silence and neglect of science can let truth utterly disappear or even be unconsciously distorted (p. vii).

In all his work Boas challenged the ideas of exceptionalism of European cultures—the prevalent ethnocentric idea that European and White American culture was somehow more civilized, more evolved, than other cultures. One of the ways he did this, which resonates with my own work was by nurturing and raising funds for what Antonio Gramsci would later call organic intellectuals from the subaltern—intellectuals from marginalized groups who communicate ideologies that disrupt the dominant narratives. Boas, for example, supported and collaborated extensively with Ella Deloria, a multilingual Dakota woman. He sought out funding for her research into the Dakota culture and they collaborated on several research projects and even wrote a book together. He similarly supported Zora Neale Hurston in very much the same way. Interestingly, both Hurston and Deloria ended up becoming more famous for their fiction that grew out of their ethnographic, folkloric, and linguistic work, writing that was encouraged by Boas. As I have recently earned tenure, this raises all kinds of questions for me about how I as an academic should best communicate my research, how I write, and where I publish. I deeply appreciate Boas for his model of supporting the development of organic intellectuals like Hurston and Deloria.

Antonio Gramsci (2005), the Marxist revolutionary imprisoned by Mussolini, and one of my intellectual forbearers, argues that everyone is an intellectual, only some of us are public intellectuals, paid to work in the field of ideas. He states that everyone "carries on some form of intellectual activity,… participates in a particular conception of the world, has a conscious line of moral conduct, and therefore contributes to sustain a conception of the world or to modify it, that is, to bring into being new modes of thought" (p. 51). Most public intellectuals, Gramsci argued, view themselves as distinct from the structures that create and maintain social inequities, but are, in fact, complicit in those systems. Gramsci's analysis causes me to question, repeatedly, my positioning. Gramsci called for the rise of new counter-hegemonic intellectuals who would come either from marginalized groups like Deloria and Hurston, or from traditional public intellectuals who are converted to work to transform the ideological and material conditions that maintain inequality. These new counter-hegemonic intellectuals, Gramsci asserted, "can no longer consist in eloquence … but in active participation in practical life, as constructor, organizer, 'permanent persuader' and not just a simple orator" (Gramsci, 1971, p. 10). In other words, these new transformative intellectuals cannot simply offer revolutionary ideas removed from concrete

participation in the lives of the people for whom they advocate liberation. Gramsci's words constantly push me to reflect, always, on my practice.

Crossing Main Street

In my second year at Clark, I became involved in a project co-teaching a group of high school seniors at a local public high school a few blocks from Clark's campus. One aspect of the course had our high school seniors collaborating with students in my colleague's First Year Intensive course at Clark University. The idea was that they would work together to make art and at the end of the semester we would curate together a professional art exhibition.

On the first day we brought the two afterschool classes together, we put them into groups of six with a couple students from each class and gave each group a camera. We told them to go out into the community and capture pictures that represent their ideas of "self," "home," "community," and "dreams." One of the groups headed out and a couple of the young college students suggested going across Main Street in front of Clark's campus to get a soda at a small market. One of the high school students, Lionel[ii], hedged and said he did not want to go over there. The college students offered to pay for his soda, thinking money might be the reason for the hesitation. Lionel kept hesitating stating vaguely that there could be trouble if he went there. The college students did not take him seriously. It is right across the street from campus, how would he get involved in any fight right across the street in the middle of the day. What he never told them is that he had not been across Main Street in five years. He was involved with a gang that had a long-standing feud with another gang that controlled the territory across Main Street. Despite this complication, Lionel allowed himself to be talked into crossing the street by these college students—students he had just met and who were barely a year older than he was.

Against Lionel's better judgment, he and his group crossed Main Street and headed towards the store. Sure enough, some youth from the rival gang saw him. They got on their cell phones, and in no time, a group of youth began to approach Lionel and the group of students with him. Once words passed between them, Lionel made it clear, he was ready to stay and fight a whole group of other youth. Somehow, the Clark students and Lionel's classmates talked him into leaving and they all raced across the street and into one of Clark's science buildings where the rival gang members followed them and waited outside. I found out about this after the students called my co-teacher who drove up to the back of the science building to sneak them out and drive them to a safer place.

There are several ways to analyze this story. First, the episode reveals an entire social reality that literally crosses through my college campus and directly shapes the lives of several neighborhood youth that remains hidden from the social world of our college community. Indeed, the young people caught up in this world are so sophisticated that they know, always, which person are Clark students and which youth are from the neighborhood. Sure, Clark students experience the occasional mugging. However, they live far apart from much of the violence that occurs in our Main South neighborhood. Moreover, most Clark students and faculty remain completely oblivious to this reality. This experience was a powerful learning moment for my college students.

Real University-Community Engagement

However, the main reason I share this story is that it serves as a powerful metaphor for community-engagement work in universities. Too often, in so many university projects that work to collaborate with the community, the people who learn the most, who benefit the most are the college students. The college students in this situation meant well, but they were just unaware. We might wish to forgive them because they really had no idea what was going on. Nevertheless, their ignorance did not create the problem, but rather their inaccurate interpretation of the situation, exacerbated by their inability to *listen* to Lionel.

They responded based on their understanding of the world and made assumptions rooted in the best of intentions. If they had just listened to Lionel and had not made assumptions about his resistance to go to the store, they might have all avoided danger. Problems occur when people come from the academy, or other spaces of privilege, assume they understand the problem and offer the solution. Teju Cole (2013) referred to this tendency as the "white-savior industrial complex." Cole suggested that rather than attempt to save people, "why don't you ask the people you're trying to save what it is that they need?" (as quoted in Alfaro, 2015). People from spaces of privilege too frequently create danger or bring harm because they too easily trust their assumptions and fail to listen effectively. Yet if we can learn to listen, we might just receive the knowledge that can keep us all safe.

Community—Making Sense of Social Reality (-ies)

Now I want to turn and analyze Lionel in this situation. Before I do, I want to share a little bit more information about him. What I have shared so far is that Lionel was involved with a local gang. That is it, and we have all kinds of stereotypes about gangs in this country. These stereotypes were at play in the high school where I taught Lionel. One of his classmates wrote her college essay on what she learned from Lionel in our class. She wrote in part:

> I tried to stay as far away as possible from the "Lionel's" at my school …. I was college bound, while he was headed for jail. I became the smart Asian girl who everyone believed in, while Lionel became the deviant that society wanted to ignore…. Our paths collided when Lionel and I were put in a group that had the tasks of carrying an open 5-gallon container of water, an uncooked egg, and ourselves up to the top of a mountain. Lionel became a leader. He encouraged everyone, including my friend Jenny who was struggling to make it up the hill. Lionel walked with her for the final section of the trail to make sure she didn't trip or fall behind. For the majority of the hike, he carried the five-gallon water bottle…. Everything I was taught to believe about Lionel dissolved into the victorious feeling of being on top of the mountain and we wouldn't have made it there without him. From the top of the mountain, I… began to see myself and the people I grew up with in a new light.

This is always how it is. The upper-tracked students are usually oblivious to what is happening in the lower tracks, but the lower-tracked students are much more aware. It is always easier for those most oppressed to develop critical consciousness.

I remember later in the class with Lionel, we were reading chapters from Foucault's (1977) *Discipline and Punish.* At around the same time, I also had students in my undergraduate college class reading the same chapters. The high school students struggled with (and whined and complained about) the dense language of the text. We had to slow down and spend a lot more time trying to make sense of what Foucault was saying. However, once they comprehended Foucault's concepts of docile bodies, hierarchical observation, the examination and the Panopticon, there was a very different reaction to the social theory from the high school students than from my college undergrads. The connections Foucault makes between prisons, factories, the military and schools comes alive when you are teaching it to kids who have been in jail, worked in factories and have family in the military. These students hated trying to decipher the dense text, but they loved the theory—it gave them a language to talk about and make sense of something they already knew deep in their bones. Most good theory does not offer new information per se, rather it gives a language and a way to organize what people know intimately from their lived experience. This experience of social theory that my high school students had mirrored bell hooks (1994) and her embrace of theory:

> I came to theory because I was hurting—the pain within me was so intense that I could not go on living. I came to theory desperate, wanting to comprehend—to grasp what was happening around and within me. Most importantly, I wanted to make the hurt go away. I saw in theory then a location for healing (p. 59).

I used to be puzzled over why most of my undergraduate students did not appreciate good theory and preferred the more narrative texts I assigned. It was because most of my undergraduates did not really need it in the same way. They were not struggling to make sense of their social reality. They were not in pain, trying to find healing. However, for the marginalized and oppressed, for the students in my high school class, they approached social theory as an ointment for healing. We have all these amazing social theorists in our urban schools who are turned off by schooling, by what Paulo Freire (1970) calls banking education. They reject schooling not because they are lazy, not because they are not intellectual; rather they reject a system that does not help them to develop as organic intellectuals, that does not enable them embrace theory to heal and make sense of their social reality. The best educators in urban schools recognize that the kids with heart, the youth willing to walk out of a class or tell off a teacher, are those very students who possess a critical consciousness about their social reality. They are also the students who feel the pain of oppression most deeply. Michelle Fine (1991) discovered this decades ago in her work examining high school dropouts. She writes:

> The dropout was an adolescent who scored as psychologically healthy. Critical of social and economic injustice, this student was willing to challenge an unfair grade and unwilling to conform mindlessly. In contrast, the student who remained in school was relatively depressed. Self-blaming, this student was more teacher-dependent, unwilling to challenge a misgrade, and endlessly willing to conform. By the end of this research, I worried about those who left public high school; but I also worried about what we instill in those who remain (p. 4).

Lionel was this type of student. He is brilliant. He is a leader. However, he was barely passing school, and he hated school. One time when we presented together in a college class, Lionel told a story from second grade. He had been suspended for cursing at a teacher. When he came back from suspension, they had created a behavior plan for Lionel. Every day he went without getting in trouble, he earned a candy bar. He started collecting the candy bars and began selling them to his classmates and kids on the streets for spending money. For him, even as early as second grade, schooling was ridiculous.

So much of our success in teaching that class of seniors we owe to Lionel. Because he took our class seriously, so many of his classmates followed his lead. Also, the high-tracked students in the class came to realize that their assumptions about the difference between the educational tracks had to be challenged. They came to recognize that nothing special separated the students in the different tracks. In many ways, Lionel brought qualities that were missing, qualities like courage and a sense of self. When I started out as a teacher, everyone wanted to teach the juniors and seniors. However, I later came to realize that that was because by 11th and 12th grade, the kids with heart had usually left. Those were the easiest grades to teach because the students who persisted that long were the docile bodies who would tolerate the banking educational system. Moreover, we need the Lionel's in our lives—the courageous disrupters, the challengers of authority. There is a reason why Paulo Freire puts his faith in the oppressed when it comes to creating the radical social change we need in this society.

Lionel was fearless, not only on the streets, but in dealing with teachers and honors kids and even college admission counselors. He wrote with this raw, authentic and powerful voice. This is how he started his college essay:

> I wonder how it feels to decide a college applicants' fate. I see college admissions officers as caring most about building the reputation for their college. Do not 4.0 GPA's and perfect SAT scores boost the competitive status of universities? Forget about the kids from the ghetto when the selectivity index is on the line, right? How can ghetto kids help your ranking in the US News and World Report's annual guide to selective colleges? Isn't that your job, to serve the best interests of your college? I suppose you just need to do your job so you can make your money to support your family, your mortgage and your nice car in the driveway. You are really living, I guess, but you deserve it. I mean you have worked hard for all you have, right?
>
> I recognize that I just unfairly labeled you and I apologize for that. But I am tired and angry of all the unfair labeling that happens all the time to me and the people in my neighborhood. My transcript may not properly reflect it, but I, too, know what hard work means. I work daily from 3:00 pm to 3:30 am and then wake up at 6:00 am to go to school. It is hard taking a van filled with immigrants to work at the Frito-Lay factory earning only seven dollars an hour, when I actually deserve much more…. I'm not asking for you to feel bad for me or the kids I used to live with in the projects. I am only asking for the same shot that you give the rich kid with the Mercedes Benz and the private tutors.

Let us return to the scene where Lionel followed the college students across the street. It is really interesting that Lionel, a young man with such heart, who seems to be able to stand up to anyone, was somehow compelled to cross Main Street by a few college freshmen, who were sheltered and naïve about the realities of city life generally, and Main South Worcester in particular. What is it that caused Lionel to deny the knowledge that would have kept him and everyone safe?

I saw this silencing every time we brought the high school students together with the college students. The high school students, who usually had a lot to say, remained relatively quiet. One time we watched a documentary film together called *AKA Don Bonus*, which was about a Cambodian refugee growing up in housing projects in San Francisco and struggling to survive and graduate high school. The film provoked an interesting discussion, mostly with the college students speaking. My co-teacher asked the question, is Sokly Ny (AKA Don Bonus) smart? Should he gain admission to Clark?

The high school students stayed quiet, but the college students dutifully responded, "Maybe he wouldn't have wanted to go to college." One student ventured, "I am not sure he would like college." Another added, "I don't think he would have the discipline needed to go to college. I mean it would suck for him to be admitted and then fail out.'"

The high school students did not offer many responses to this question, but the next day before class, one of the high school students shared with me how upset he was with the Clark students. Actually, he became upset at the entire college system. He identified strongly with Sokly Ny and he was angry because he felt that the college students dismissed his own college ambitions. I remember him stating something like, "I think everyone should get a chance to go to college and try to make it there. This system is so screwed up."

He had pretty much messed up through high school, getting horrible grades. Now, in part because of our course, he was really re-thinking his future and wanted to go to college. He was smart and knew he could go and do well at Clark, but he also knew his past grades would prevent him from being accepted. He was so enraged. I asked, "Why didn't you say anything yesterday to the group?" He answered, "I don't know, I didn't know what to say…."

The collaboration was powerful in several ways. My high school students slowly began to realize that the college students were no smarter than they were. Halfway into the semester, the high school students shared their memoirs with the college students who shared their college statements. Several of the college students expressed surprise at how powerful the memoirs were. This simultaneously made the high school students a little proud and angry for the fact that the college students had not expected them to write powerfully. However, most of the high school students did not express that to the college students. The college students felt positive about the collaboration for the entire semester. And there were a lot of wonderful moments together. Again, the college students were completely oblivious to the simmering frustrations that many of the high school students felt throughout the collaboration. I kept pushing the high school students to speak up.

Where is the "we"?

Finally, at the end of the collaboration, as we were preparing for the art show in December, the high school students found their voice, again led by Lionel. We were planning an art exhibit to display the masks, artist books and the photographs we had all created together as a collaborative art exhibition between the high school and college students. We had taken over 500 photographs. We planned to have a small group of college students join a small group high school students to work with a professional photographer to select about a hundred photos taken in the Main South community. Of these hundred, the entire group would narrow it down to fifty for the exhibition. However, due to some drama at the high school, its leadership cancelled all afterschool activities the Wednesday when the initial selection team was supposed to meet. Therefore, only the college students went with the photographer to select the 100 photos. The deadline with the printer meant we could not delay it another week. The following Wednesday we met as a large group to select 50 photographs from the 100 chosen by the group of college students working with the photographer. This group of college students got up at the meeting along with the professional photographer and started to talk about each photograph as they flashed the photograph across a large projection screen. The college students from the selection group would share why they chose each photo. The professional photographer and his assistant talked about the composition of the photographs. The process began initially with everyone encouraged to raise their hand if they wanted the image in the show or not. Initially, there was only limited and rather pleasant discussion before the vote on any particular photograph.

A small group of the high school students, led by Lionel, became more and more vocal with each passing slide. Finally, one of them said, "These photos are too nice of the neighborhood. That's not the Main South I know!"

Another exclaimed, "We have two different visions. You all," meaning the college students, "see the neighborhood different than us." Lionel and his friends kept asking who took each picture, not wanting to support photos that the college students had taken. The discussion began to devolve and it was hard to reach any real conclusion about what to do. The real, albeit unspoken issue, was who really has the authority to say what photos best represents the community— the high school students who lived their entire lives in Main South or the college students who recently arrived? Some of the high school students finally unleashed their voices, probably channeling some of the dormant frustrations, and said some things that were hurtful to the college students.

Many of the college students felt the high school students dismissed their perspectives. Several of the college students articulated a position that indicated that, although they had a different perspective on the community, that it was just as legitimate. They also argued that the point of this art exhibition was to highlight the collaboration across differences and excluding anyone from the choosing was not collaborative. The debate raged on for a while and we were clearly not completing the task to choose fifty pictures. The conflict eventually ended when one of the high school students said that everyone should just pick one photo and explain why they chose it. People left frustrated and hurt.

The whole debate seemed to divide the high school students from the college students. In the end, the high school students continued to assert their voice by formally naming the exhibition, "Us and Them." The college students and the teachers I was working with were not so excited about this and the title itself became hotly debated and contentious. The conflict saddened many people involved in the project. I was probably the only one that felt good that a more honest dialogue had begun, but unfortunately, it was at the very end of the collaboration. This was the first time that there was intense passion in the conversation in which people were really trying to speak their truth to each other across the differences. The college students had felt that the collaboration had been going smoothly throughout the semester and were shocked and saddened by the hostility and conflict that occurred, which they felt had undermined all the progress they thought they had made.

I, conversely, felt like it was really the beginning of authentic dialogue. The prior pleasantness of the interactions and lack of conflict really hid the underlying frustrations concealed by the general silence of the high school students. Now they were struggling with what the community really was and how to represent it. This was messy and contentious stuff. Finally, the college students could see what the high school students, who had been silent for so long, really thought, and the high school students began to find their voices. I felt the learning had really begun, albeit very late in the collaboration.

My lifelong work has been about getting youth to speak with powerful voices. The high school students I have worked with are big fans of Tupac Shakur. Many years ago, one of my students gave me a book of poems Tupac had written. One of them is "The Rose That Grew From Concrete." It goes like this:

> Did you hear about the rose that grew from a crack in the concrete?
> Proving nature's law is wrong it learned to walk without having feet.
> Funny it seems, but by keeping its dreams, it learned to breathe fresh air.
> Long live the rose that grew from concrete when no one else ever cared
> (Shakur, 1999, p. 3).

Too often, instead of seeing roses that grew through concrete, our society focuses on the messed up petals, how the leaves are not perfect. Teachers in urban schools complain about the sharp thorns, but fail to recognize that thorns grow for protection. These narratives are so dominant that my youth, my roses, come to see themselves as flawed, embarrassed by their petals. Their stories have taught me that I can never assume I understand anything from looking at the petals or the leaves or the thorns. Assumptions are dangerous. What matters is the story of how they came to blossom at all. I have learned that I need to listen more and create the space for youth to share their stories. These counter-stories help youth see that their rose petals are their greatest strength, and this should not embarrass them. Counter-storytelling is not only healing, it can be transformative, not just for the youth, but also for the rest of us.

Back in Worcester, I lace my jogging shoes up and head out for a run. As I cross Main Street, I remind myself of Lionel's lesson about the turf boundaries to which I am mostly oblivious. Lionel has helped me become more mindful not only of what remains oblivious to me, but to the many ways my privilege pushes me to forget and blinds me to the realities right in front of me.

Lionel has taught me that if I really want to understand, to remember, and to have any type of impact, I really need to let go of my assumptions and listen.

I no longer try to help young people fit into college, because they should not fit in, they should lead the transformation needed on our campuses. Indeed, I am not trying to help the youth in Worcester at all, rather I am privileged to be able to work with them, beside them, behind them and watch them develop into the organic intellectuals we need to disrupt the dominant narratives and envision a new society. Much like Lionel held the knowledge that would keep his group safe, we need the Lionel's in our world to guide us through the dangers of our time and remind us about the stories we have forgotten, the stories that can set us all free. I will let Lionel have the final words, words from later on in his college statement:

> I have come to believe that it is important for my voice to be heard, and through an education at your college, this just might be possible. You might be worried about how my admission will put your college's competitive stature in jeopardy. Please trust me, while my academic record is far from perfect, I am aware of the task before me and I am up to the challenge. Sure, I am a kid from the ghetto, but I am becoming a young man who is willing to speak the truth and make a difference in this world.

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[i] This, *The Activist Academic,* is the title of my forthcoming book co-authored with Colette Cann.
[ii] All names are pseudonyms.

The Roles of Foundations and Universities in Redevelopment Planning

Laurie A. Walker and Jean F. East

Abstract

Laurie A. Walker, the 2017 recipient of the Ernest A. Lynton Award for the Scholarship of Engagement, is an Associate Professor in the School of Social Work at the University of Montana. Together with her co-author, Dr. Jean F. East, Professor in the Graduate School of Social Work at the University of Denver, they have raised, in this piece, an important and insightful critical lens on the implications of higher education institutions' "engagement" with their local communities. It looks deeply into the implications of the "blind spot" identified by Baldwin (2017), which "comes largely from the assumption that higher education, while hypnotized by corporate power, is still an inherent public good, most clearly marked by its tax-exempt status for providing services that would otherwise come from the government." They examine how campuses may be deeply involved in the local urban area and also advancing a self-interest that may not be a public interest – through gentrification, and through what Baldwin calls "noneducational investments in real estate, policing, and labor" that "can carry negative consequences for neighborhoods of color." Walker and East are asking us to more closely examine how campuses can get so involved in the cities of which they are a part as to be a dominant force that does not advance the public good, but the good of the campus. This is a dilemma and a question that many of the CUMU member campuses have already faced or may face in the coming years, and goes to the heart of the public good of higher education in a neoliberal age.

—John Saltmarsh, University of Massachusetts, Boston

Keywords: Planning; public housing; resident engagement; qualitative

One goal for the Coalition of Urban and Metropolitan Universities (CUMU) 2017 conference in Denver, Colorado was to explore the role of urban universities as anchor institutions. Anchor institutions—such as universities, hospitals, parks, sports teams and stadiums—are often located within or adjacent to urban neighborhoods with a concentration of low-income residents, who could benefit from partnerships and investments designed to create more equitable and safe environments (Baldwin, 2017; Etienne, 2012; Rapson, 2008; Rutheiser, 2013). In recent years, anchor institutions have committed to a set of principles for working with communities that includes a high level of accountability. A consequence of the 1980s–1990s New Federalism was a deeper reliance on anchor institutions to solve problems not met by the private neoliberal market, e.g., crime in neighborhoods adjacent to universities (Etienne, 2012; Wilson, 1996). The new policy approach offered tax incentives for private investment (Enterprise Zones) while simultaneously decreasing federal investment in cities from an average of 18 percent to 6 percent (Wilson, 1996), resulting in drastic cuts to services in neighborhoods.

The Kresge Foundation was the title sponsor of the CUMU 2017 conference in collaboration with the Annie E. Casey Foundation (Casey Foundation). Part of the Kresge Foundation's mission is to support universities globally in becoming anchor institutions (Rapson, 2008). The Casey Foundation, while not an anchor institution, has invested in supporting community organizing and development in low-income neighborhoods for almost 30 years and has invested in related anchor institution work for almost 15 years (Rutheiser, 2013).

Denver Anchor Institution Case Studies

This paper examines two case studies of anchor institution involvement in neighborhood development, then compares and contrasts them in order to understand the effectiveness of community engagement efforts (Pendergast, 2013). Given the locally driven solutions of neoliberal approaches, the roles of each collaborator in urban development—whether a university or a foundation—vary from city to city and project to project; however, the lessons learned via each case study are likely informative of work where universities and foundations explicitly identify as anchor institutions. Figure 1 depicts the neighborhood anchor institutions discussed in this article.

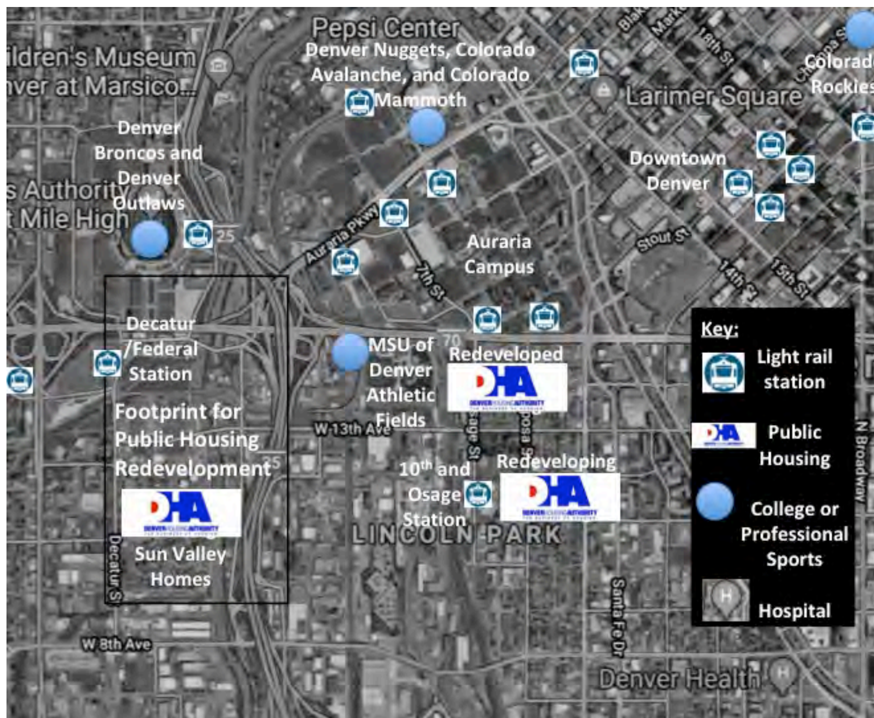

Figure 1. Sun Valley and La Alma/Lincoln Park Anchor Institutions.

The first case focuses on a public private partnership that grew out of a decade-long Casey Foundation Making Connections (MC-D) initiative to engage two neighborhoods adjacent to Auraria, Sun Valley and La Alma/Lincoln Park, as part of a ten-city nationwide effort to promote community change (Yates & Saasta, 2013). In 2007, the Casey Foundation specifically invested in a Resident Advisory Council (RAC) process, in order to support a neighborhood and light rail

planning that was more accessible to residents than the existing neighborhood and station area planning. The Casey Foundation accomplished the RAC process by collaborating with the community-based organizations (CBOs) where the foundation was already engaged. MC-D convened the community organizing and development staff they funded in planning a process that engaged residents and local anchor institutions (e.g., the housing authority and city government employees). This work indirectly engaged Denver universities via student internships and projects focused on neighborhood planning (United States Environmental Protection Agency, 2016; Walker & East, 2014). The RAC process was evaluated utilizing federal funding received by the first author of this paper while a graduate student (Walker & East, 2014).

The case empirically describes strategies used to facilitate system-wide changes during the planning phases of the neighborhoods' redevelopment. The case discussion emphasizes the potential and limitations of a foundation and contracted facilitator's roles in ensuring that public-private partnership dialogue leads to strategies promoting social justice, addressing historic and contemporary oppression, and take note of whether private sector interests dominate these collaborations (Fields, 2014). The findings focus on the role, structure, and capacity-building of one foundation and the neutral facilitator hired to help the partnership maintain affordable housing, address neighborhood problems like crime, and improve neighborhood human services and infrastructure.

The second case studies the 1976 development of a shared campus footprint, known as Auraria, via an urban renewal bond in 1969 to be home to three higher education institutions. Although the process was consistent with national use of Section 112 policy and outcomes, it displaced between 150 and 300 predominantly Latino/Latina families, who mostly moved south of Colfax Avenue into the La Alma/Lincoln Park (Brown, 2006; Etienne, 2012; Pendergast, 2013a). Successful partnerships between Auraria and these neighborhoods requires being sensitive to the initial urban renewal and displacement concerns of residents (Etienne, 2012; Pendergast, 2013b). This case uses secondary data from the Auraria Campus media, an Environmental Impact Statement, and planning efforts related to the relocation the athletic fields into the La Alma/Lincoln Park neighborhood (AHEC, 2012 as cited in Pendergast, 2013b; Metropolitan State University of Denver, 2016; Pendergast, 2013a, 2013b, 2013c, and 2013d).

Metropolitan State University of Denver (MSU Denver) recently spent nearly $200 million on campus development projects, which included building athletic facilities (Regency Athletic Complex) in the La Alma/Lincoln Park neighborhood (Metropolitan State University of Denver, 2016; Pendergast, 2013a). The Regency Athletic Complex development included community benefits related to removing environmental contaminates from the previous landowner. A Colorado university professor reported on: (a) the initial and recent Auraria campus development including a public-private partnership with a hotel chain; (b) an Environmental Impact Statement drafted by CU Denver professors in the 1970s; and (c) and perceptions of the Auraria campus' ongoing community engagement (Pendergast, 2013a, 2013b, 2013c, and 2014d). Additionally, the CU Denver is involved with a current Sun Valley planning grant (United States Environmental Protection Agency, 2016).

To contextualize the discussion of both cases, background on the roles of universities and foundations in similar roles in the United States are provided below. In urban areas like Denver, with at least twenty-six universities, campus leaders play key roles as anchor institutions. Therefore, the implications of campus investments in neighborhoods are discussed as one type of anchor institution in the case studies of this article. Foundations also play a major role in community development and their role as partners in communities is significant.

Role of Universities and Foundations in Urban Planning and Development

Both universities and foundations share the same four types of capital that influence neighborhood planning and development in a neoliberal context (Etienne, 2012; Fields, 2014): financial, intellectual, social, and political (BondGraham, 2011; Etienne, 2012; Sites, Chaskin, & Parks, 2007; Turner et al., 2014). The sociopolitical climate creating the need for university and foundation involvement in urban development (and their types of capital) are similar. However, their perspectives as stakeholders and their self-interests are different.

Financial Capital. Universities function as knowledge economies that experience changing financial realities that require creating new practices for financing universities (Eteinne, 2012). Etienne (2012) describes the "contemporary commercialization of all aspects of urban life and higher education. Under the current paradigm of neoliberal market ideology, both town and university have pursued fulfillment of their traditionally not-for-profit missions with for-profit management schemes" (p. 1280). Universities generate revenues as students and employees consume various types of goods and services provided, such as classes, retail, other amenities, sporting events, etc. (Etienne, 2012). The current sociopolitical climate includes "talent attraction and retention... [through the work of] economic development professionals [who] are looking to colleges and universities as the instruments that will help them transform their marginal cities and regions into Silicon Valley or Route 128 [the area around Harvard University and the Massachusetts Institute of Technology]" (Etienne, 2012, p. 1401). Universities as landowners often in the urban core are sometimes described for "their economic footprint... as the new company in our 'company towns'" (Baldwin, 2017, para 25). Some universities have employees focused on hiring, purchasing, real estate development, urban revitalization, expansion, and other development (Etienne, 2012; Rapson, 2008). Purchasing and development includes, "revitalizing industrial land for academic purposes" (Etienne, 2012, p. 1116) and, "having learned lessons from urban renewal, they now 'bank' land to accommodate expansion in the years to come or, at the very least, to leverage it for resources somewhere down the road" (Etienne, 2012, p. 1433). Universities can also leverage their purchasing to support small and local minority- and women-owned business enterprises as a means of investing in community economic development resulting in wealth building for local business leaders.

Intellectual Capital. Universities as knowledge producers not only attract talented students and employees, but also historically and contemporarily "shape urban policy, planning, and economic development" (Baldwin, 2017, para. 3). For example, the 1959 amendment to Section 112 of the federal Housing Act, created a financially incentivized means for cities and universities to acquire land, relocate residents, and then support universities in developing the land utilizing federal matching funds at a ratio of 1:2 or 1:3 (local to federal dollars) (Baldwin, 2017). Universities educate students, who then occupy the policymaking, planning, development,

and business roles in the city with the power to influence the future of cities (Baldwin, 2017; Etienne, 2012).

Social Capital. Universities have human capital in their employees and students as "their 'product'- that is, their students, who will become central actors in the knowledge economy" (Etienne, 2012, p. 190). Urban universities often have employees and students who may be of different demographics (such as race and class) than the residents of those adjacent neighborhoods with a concentration of people who are low-income and/or people of color (Etienne, 2012). Anchor institutions, like universities, university medical centers, hospitals, and sports teams, often form partnerships via civic engagement. Examples include Campus Compact, service learning, and community service programs that collaborate to problem-solve local issues such as crime with community organizations (Baldwin, 2017; Etienne, 2012; Rapson, 2008). The community engagement is useful to the university's public relations image and perception of giving back to the community (Etienne, 2012). Some anchor institutions, such as housing authorities, have regular practices of engagement with communities in their daily work and in planning for development. This is more clearly mandated and reported for public agencies, but may be less clearly visible for university development projects (Etienne, 2012).

Political Capital. Contemporary cities are strategic about drawing private investment in urban core areas that experienced deindustrialization, which resulted in the need to, "reorganize urban space to serve their interests, as industrial capital did in the nineteenth and twentieth centuries" (Etienne, 2012, p. 142). One form of reorganization includes offering universities, whether public or private a "tax-exempt status [that] allows them to invest in real estate with less risk than a private investor might face" (Etienne, 2012, p. 1425). As a result, "the most recent writing on universities as catalysts for growth is steeped in regional economic development interests" (Etienne, 2012, p. 1393). However, "the residue of higher education's role in urban renewal and in the displacement of low-income neighborhoods near campuses is still remarkably close to the surface of university-community relations" (Etienne, 2012, p. 1377), as the "displacement of hundreds of African Americans during the period of Urban Renewal in the 1950s and 1960s... Section 112 amendment of the Urban Renewal legislation of 1959 (which allowed colleges and universities to employ Urban Renewal policy for campus expansion)" (Etienne, 2012, p. 285). The, "land acquisitions for dramatic campus expansions made during the late 1960s and early 1970s displaced thousands of poor and working-poor families, many of them African American (Etienne, 2012, p. 166). As a result, the city often acquires land for university expansions because the city handling of land acquisition and relocation provides political cover for the university. "Because of their nonprofit status and geographic position as fixed capital, universities exist with the expectation that they will advance the public's interest and welfare" (Etienne, 2012, p. 1441). Local government grants university tax subsidies presumably in exchange for services, public good, and the educational mandate. This is particularly true for public land grant institutions in towns, where an expectation exists that, "campus stakeholders, neighborhood residents, and city leaders must be at the table, in an equal way, for transparent discussions about how higher-education institutions can best serve as a public good" (Baldwin, 2017, para 25). The department where the community-engaged work of universities is housed is important and may include a perception of likely co-optation if housed under senior administration who would expect a give-and take-relationship in order to support the work that may include providing political cover for university in development efforts (Etienne, 2012). As a

result, the organizational structure and practices of universities involved in development may be critiqued for a lack of transparency and accountability regarding benefits for the community particularly if the local history included Section 112 relocations (Etienne, 2012).

University Roles in Urban Neighborhood Planning and Development

“The relationship between cities and higher education has grown more complex with time,” in the context of, “regional and global restructuring of the economy [that] may have affected the neighborhoods themselves” (Etienne, 2012, p. 1079). The first federal policies in 1862 and 1890 established land-grant colleges and universities, which created the initial campus footprint for many colleges and universities (Baldwin, 2017; Etienne, 2012). The 1959 amendment to Section 112 of the Housing Act was a second similar legislation that created a means for universities to acquire land in urban renewal areas, which included the core land amassed for many urban universities in existence today (Etienne, 2012). Later iterations of public policy included the creation of public-private partnerships that stimulate the economy through public housing redevelopment programs, e.g., Housing for People Everywhere VI (HOPE VI) and Choice Neighborhoods. These last two programs do not directly relate to university land and development, but do influence both the nature of development collaborations in the neighborhoods adjacent to universities and the types of collaborations universities engage in via community engagement and research (Etienne, 2012; Walker & East, 2014; Wilson, 1996). The culmination of these various neoliberal urban renewal interventions resulted in a larger scale, “gentrification [that] has evolved beyond the domain of small private pioneers to being something that only ‘corporate gentrifiers’ – developers with enough capital to invest in valorized inner-city markets – can engage in” (Etienne, 2012, p. 1063). Etienne (2012) noted,

> The short-term success of urban real estate development masks the persistent problem of urban poverty that was unresolved by the New Deal policies of the 1950s and 1960s and in fact exacerbated by restructured urban economies and neoliberal public policy of the 1980s and 1990s. The fragmentation of municipal governance and services created openings for private actors to complete what public policy failed to do – make inner city neighborhoods attractive and livable. The shift of responsibility from the federal government to cash-strapped city governments created opportunities for colleges and universities to augment municipal services such as crime prevention. For better or worse, this placed the fate of urban communities in the hands of private actors who are not directly accountable to public processes and interests...many institutional leaders have suggested that universities should deepen their ties to their host communities. Those ties have taken various forms, including partner and catalyst for economic growth, collaborator in urban neighborhood revitalization projects, and provider of urban services. “Eds” and “meds” – colleges/universities and hospitals – are often cited as potential factors in the revival of urban economies and communities. In the past two decades, higher education and health care have become two of the largest sources of employment in contemporary urban economies (p. 182).

Foundation Roles in Neighborhood Planning and Development

Foundations' use of financial, intellectual, social and political capital for urban development varies from foundation to foundation and project to project. Some community foundations, like the Chicago Community Trust, explicitly identify as anchor institutions. The Casey Foundation is a collaborator in anchor work, but does not consider itself an anchor institution. The Ford Foundation, Casey Foundation, MacArthur Foundation, Enterprise Community Partners, and other local foundations often function as catalysts for transforming concentrated poverty neighborhoods within the United States (Turner et al., 2014). Public housing reform since the 1990s has also included neoliberal market and policy approaches that incentivize public and private investment in urban neighborhoods that previously experienced decades of disinvestment (Edmondson & Hecht, 2014; Fields, 2014; Howell, 2016). These public-private relationships have used federal funding that mandated securing local engagement and support from individual residents and sometimes community-based partnerships as stakeholders (Bond Graham, 2011; Sites, Chaskin, & Parks, 2007).

Private foundations play a role that focuses on a collective impact, addressing complex issues in local communities. Collaboration across various sectors builds on assets, strengths, and resources (Edmondson & Hecht, 2014). Local foundations, city offices, and CBOs sometimes collaborate to convene local planning processes and approaches. These collaborations support an empowerment process for residents that works within contemporary market-based public housing redevelopment approaches (Fields, 2014; Howell, 2016). Market-based approaches to public housing redevelopment are similar to university approaches that include public-private partnerships that incentivize private companies to redevelop with tax breaks, low interest loans, and less regulation, which, some deem, amounts to public subsidies for private development (Squires, 1989). Local support includes private foundation funds that develop the capacity of local CBOs while simultaneously helping foundations accomplish their organizational vision, such as investing in improved outcomes for low-income families (Fields, 2014). As a result, foundations may play a role in convening forces driving and resisting the development of mixed-income communities near public transit stops that often connect to local universities as key anchor institutions. Some foundations seek to level the playing field between stakeholders with different experiences of power and competing interests in order to work towards defining common goals. However, the work is inherently complicated and subject to multiple, sometimes contested, interpretations. Partnerships can create both strengths and limitations for resident engagement, depending on the role, structure, and capacity of the various partners. Universities as anchor institutions have a significant amount of power and capital (as explained above) and therefore can learn community engagement lessons by informing themselves of public housing redevelopment critiques of foundation roles.

Fields (2014) critiques foundation collective impact approaches in urban development contexts, and states that while collaboration may help, the goal should be to

> fundamentally transform social, political, and economic structures... urban community organizations are not contending with the effects of disinvestment so much as the consequences of opening 'underserved' central-city markets to mobile and under-regulated global capital... Contesting the social costs of capitalism to working class and

> marginalized peoples calls for new political strategies and rescaled forms of activism based on an analysis of power relations that moves beyond the local. (p. 146)

In urban redevelopment contexts, foundation funding may result in engaging with many historic and contemporary community groups. Some groups utilize conflict-based community organizing approaches that contest neighborhood disparities yet rely on foundation funding to become, "enmeshed with the state and market structures they once resisted" (Fields, 2014, p. 146). The enmeshment of CBOs in processes seeking to develop support for neighborhood redevelopment may be a form of bureaucratizing, co-opting, or repressing resident resistance to the sudden financial interests in their formerly disinvested communities (Chrisman, 2010). The CBOs working in these neighborhoods are then part of mainstream processes with a structure established by those with financial, intellectual, and social capital.

The community development role of foundations, local governments, public works departments, and local CBOs is to act as place based anchor institutions (Birch, Perry, Taylor, 2013; Mazany & Perry, 2014). Foundations are asked to lead in the context of a local government that is less resourced from the federal government (Birch, Perry, Taylor, 2013; Mazany & Perry, 2014). Place-based community foundation leadership is asked to create solutions to local social issues and infrastructural problems unaddressed by the public or private systems (Birch, Perry, Taylor, 2013; Mazany & Perry, 2014; Nye & Glickman, 1998). Neighborhood redevelopment is one issue foundations focus on, due to the combination of neighborhood problems in communities they are invested in, as well as the demand for central city land due to forces of globalization, investments in regional transportation infrastructure, and migration of people to cities (Birch, Perry, Taylor, 2013; Mazany & Perry, 2014). Redevelopments rely on the collective missions, available resources, and relationships of public-private partnerships (Birch, Perry, Taylor, 2013; Mazany & Perry, 2014). Foundation capital has the ability to leverage and build on local assets (BondGraham, 2011; Turner et al., 2014). Foundations, private institutions, and non-profit organizations often partner with government entities to offer financial, intellectual, social, and political capital focused on a shared agenda seeking to facilitate social change; however, many community organizations are skeptical of collaborating with public-private partnerships (BondGraham, 2011; Sites, Chaskin, & Parks, 2007; Turner et al., 2014).

Community Organizing Skepticism in Public-Private Partnerships

Community based organizations that use community organizing methods, such as building power bases in institutions that include people who experience marginalization, are often solicited to become part of urban redevelopment planning. Community-based organization participation in community development is often a measure of effective engagement in capacity building efforts (Birch, Perry, Taylor, 2013; Nye & Glickman, 1998). Community foundations often list community organizing as a component of capacity building; however, community organizing, community development, and social planning processes have different models, tactics, engagement strategies and outcomes (Lowe, 1998). Community organizing groups may or may not agree with the goals of Community Development Corporations and social planning processes (Lowe, 1998). Rather, community organizing based groups more often have a stake in specific solutions and are focused on gaining power within unequal partnerships known to benefit private developers (Mazany & Perry, 2014; Squires, 1989).

Demand for land that was once ignored drives urban renewal in a climate of deregulation, which community organizing processes deem a key moment to mobilize people to take action (Chrisman, 2010; Squires, 1989). Many redeveloping neighborhood residents have already lived through nearby development since 1960s and more recent public-private partnerships (Etienne, 2012). Community organizing groups have their own self-interest in naming and engaging in the conflict and struggle redevelopment brings, and therefore they seek to think critically regarding prior development history (Allen, 1970). For example, some black leaders or more radical movements became token representatives who may have been co-opted into providing support for the capitalist agenda of their neighborhoods (Allen, 1970). War on Poverty programs funded engagement in community processes, which both built political power of minority groups to produce enough votes and candidates to African American mayors, as well as create the Congressional Black Caucus in 1976 (Chrisman, 2010). Community organizing groups are often skeptical of the erasure or dilution of their requests in false consensus processes that may never meet public need (Mazany & Perry, 2014; Squires, 1989).

Tensions Inherent in University Partnerships for Community Development

University community development efforts have similar critiques as foundations and public community planning and development efforts co-opting community organizing groups. In a neoliberal policy context, developers often have for profit and non-profit arms of their organizations that conduct the business and public relations of developments (Allen, 1970; Mazany & Perry, 2014). Universities have been critiqued for having a similar parallel neoliberal structure:

> the relationship between cities and universities is historically one of convergence... convergence has roots in the contemporary commercialization of all aspects of urban life and higher education. Under the current paradigm of neoliberal market ideology, both town and university have pursued fulfillment of their traditionally not-for-profit missions with for-profit management schemes (Etienne, 2012, p. 1280).

The simultaneous campus development and community engagement processes risk placing university civic engagement as a form of "community relations as a part of expansion and development exposes the co-opting of the language of participation, representation, collaboration, and community development by university leaders to serve the interests of the research-extensive university" (Etienne, 2012, p. 1460). The processes parallel the role CBOs are asked to play in development processes. As a result of the urban renewal history, and the current trends in urban redevelopment, community organizing and university civic engagement can play an important role in public-private partnerships and yet must recognize the potential to be co-opted by competing interests that favor private development (Allen, 1970; Etienne, 2014).

Methods

For the first case study, the detailed contextual information about the neighborhoods, the Resident Advisory Council process, as well as the methods including the research design, participant characteristics and sampling, data collection process, and data analysis appear in

Walker & East (2014), who noted:

> Data were collected and triangulated from multiple sources, including semi-structured interviews, participant observation by the first author, field notes, and artifacts including audiovisual materials (e-mails, messages, photographs, local newspaper media, and city council public hearing video footage), official memos, meeting notes, meeting minutes, and additional records from the process. (Walker & East, 2014, p. 348)

The Institutional Review Board at the University of Denver approved the research. The twenty-six interviewees included non-profit, foundation, and public employee professionals, as well as residents of various demographics and standpoints (including public housing residents and homeowners who are neighborhood association leaders (often homeowners) and Local Resident Council (public housing leaders) for both neighborhoods.

The second case was based on a review of Auraria campus documents related to the development or engagement in development in the two neighborhoods of this study. These include documents between 2006 and 2016: (a) coverage of scholarships for displaced Aurarians (Brown, 2006); (b) additional planning documents of the Auraria Higher Education Center to develop campus buildings and a public-private hotel partnership "where Metro students used to play tennis" (Pendergast, 2013b, para. 2), as well as expand athletic fields into the La Alma/Lincoln Park neighborhood (AHEC, 2012 as cited in Pendergast, 2013b; Metropolitan State University of Denver, 2016; Pendergast, 2013a, 2013b, 2013c, and 2013d); (c) University of Colorado – Denver, foundation, and federal funding for ongoing planning in Sun Valley (United States Environmental Protection Agency, 2016; Vaccarelli, 2016); and (d) coverage of the Broncos stadium and housing authority as anchor institutions in the Sun Valley development (Roberts, 2016).

Results and Discussion

The results from the two cases are presented with the data for the RAC first, followed by data from the reports and documents of the Auraria planning processes. The main themes summarizing the role of the foundation in the qualitative interviews include: (a) providing financial resources; (b) building capacity; (c) engaging in relationships; (d) designing a process; (e) hiring a neutral facilitator; and (f) functioning as a key partner with city economic development staff, CBOs, and residents. Each of the themes is described in-depth below with comparisons across the neighborhoods and triangulating RAC artifacts or member checking when possible. For the sake of brevity, translation and application to the Auraria campus, these results were added to each of the RAC result themes.

Providing Financial Resources

RAC Collaboration. Professionals described MC-D as the convener of the RAC process as they sought to transform the way city system operated. MC-D worked with the Office of Economic Development to secure the funding for the RAC process from the Casey Foundation and the City and County of Denver. MC-D also provided logistical resources, such as language translators,

food served during meetings, filling in gaps in roles not performed by other collaborators, taking meeting minutes, and documenting the planning and RAC processes. The La Alma/Lincoln Park resident participants in the interviews were not clear on MC-D's resource role in the RAC process. For example, one participant said, "Well, I'm not really sure. I don't remember their active presence in those meetings. I guess I'm not sure what their role was." Sun Valley participants were also not clear on MC-D's role, but they discussed how MC-D set up a peer visit trip to Portland that enabled them to experience mixed-income redevelopments and transit-oriented development. One Sun Valley participant described their experience seeing the HOPE VI redevelopment at New Columbia for the first time:

> Those redeveloped neighborhoods in Portland were pretty impressive. You couldn't tell what was public housing. The areas were so nice. They said some of them paid a lot of money to be in those places and other people paid minimal. It works. You wouldn't think it would until you went up there and you saw it, but it works.

The neighborhood city council person suggested the peer visit to the RAC professional and resident participants during a related community organizing meeting in the spring of 2008 after the RAC process was complete. The peer visit to Portland, Oregon occurred in July 2008 and was funded by MC-D at the request of community leaders. The peer visit included two homeowners, a community organizer, a housing authority redevelopment staff member, and three city employees (Office of Economic Development, the transit-oriented development program manager, and a City Planning staff). The participants traveled around Portland on public transportation to experience transit-oriented developments and build relationships with each other and similar stakeholders in Portland. The transit-oriented development manager was especially appreciative of the chance to learn alongside the Sun Valley CBO, as he wrote in an email, "It was not only informative from a transit-oriented development perspective, but I found hearing the residents and community organizer's perspectives also very beneficial."

Auraria Campus Application. Etienne (2012) wrote about resident resistance to university residence halls built within neighborhoods, which may be a transferable learning from the peer visits to housing sites after the RAC process. The La Alma/Lincoln Park neighborhood in 2000 fought against residence halls in the neighborhood, which may have been overcome with a similar peer visit engagement processes (Pendergast, 2013a).

Building Capacity

RAC Collaboration. MC-D also played a role in bringing residents to the RAC table to support them, make them feel welcome, and empower them to take control of the impact of the redevelopment on their lives. RAC professionals describe how MC-D feared that redevelopment was going to be an issue in Sun Valley and La Alma/Lincoln Park because MC-D wanted to build the capacity of the neighborhoods. An MC-D employee said:

> The more I thought about it, I realized I need to bring this back to MC-D because when we were talking about… what we were supposed to be doing… making sure that these neighborhoods are building their capacity and are successful. You know, one of those pieces isn't gonna happen if most of the neighborhood is displaced… long term, MC-D

> can't say we were successful. So really it became clear to me that this was gonna be an advocacy issue that we need to be involved in.

Another professional described MC-D's commitment to the RAC process:

> They were really committed to finding a way to make it work in spite of a lot of people's concerns, legitimate concerns, and legitimate anger about past promises not kept and things like that. I'd say MC-D was really kind of the entity that said we have to make this work for the benefit of the residents we just have to make this work.

MC-D tried to represent the residents in the planning group and humanized organizers to the city behind the scenes. MC-D staff described their perception of community organizing among city staff:

> There was a lot fear around what organizers do, and that they might be just instigating… they're just going to rile everybody up, it's going to be anarchy. I did a lot of work around just talking about what organizers do, and the organizing groups would meet with MC-D, we would talk through issues.

A city planner stated that MC-D's role was to

> Keep the city on their toes. And to be the voice for the residents and the community. Honestly, they really were skeptical and questioned the city's and Denver Housing Authority's motivations. I think they questioned the intent and they also questioned the process.

Public housing residents in La Alma/Lincoln Park remained engaged in the city's South Lincoln Steering Committee through at least 2012. Residents of Sun Valley remained engaged in the planning processes until the plan was adopted in 2013 and into the ongoing planning processes in 2016 (Roberts, 2016; United States Environmental Protection Agency, 2016). Therefore resident capacity was not only supported, but also extended at least nine years past the initial RAC process. As a result, the resident engagement and capacity was strong at least a few years after the Casey Foundation closed out their planned funding the 10-year MC-D initiative.

Auraria Campus Application. The Auraria campus, like many campuses, similarly has to manage the displaced Aurarian's historic and current skepticism regarding the university's intentions and willingness to ensure that residents benefit from university development (Etienne, 2012; Pendergast, 2013b). The Auraria campus made commitments to the displaced residents, including Displaced Aurarian Scholarships that required ongoing engagement and preparation to begin implementing in the 1990s (Brown, 2006). The University of Colorado – Denver is a key collaborator with the ongoing Sun Valley planning (funded by the federal government) that includes partnering with Enterprise Community Foundation, the Byrne Criminal Justice Innovation Program, and local collaborators (United States Environmental Protection Agency, 2016; Vaccarelli, 2016). The Auraria campus has also engaged the La Alma/Lincoln Park residents in pedestrian amenity improvement planning, as well as a community benefits process with the new athletic fields within the neighborhood (AHEC, 2012 cited in Pendergast, 2013b).

Relationships

RAC Collaboration. The RAC professionals worked with the MC-D foundation to perform a function that included engaging in relationships with both residents and the CBOs working in the neighborhoods. The MC-D resident coordinator also spent a lot of time trying to get residents to come to meetings and said:

> Initially in the process… I think that the City came in and thought - DHA maybe too thought - okay, great, we're just gonna have Front Range Economic Security Center, Metro Organizations for People, Project Wise, and MC-D just do all the outreach for us... And quickly we came to the recognition that no this is going to be a coordinated effort.

Another study participant said MC-D relationships helped get the various groups to work together:

> The best way that can be invested is really living up to its name making those connections. Connecting the expertise with the institutions and developing the best, most effective and efficient strategies available. Keeping the connections with the collaborative agencies like the non-profits, like Project Wise and Front Range Economic Security Center and Metro Organizations for People and being a face that is liked by the community, by the residents.

Despite MC-D's best efforts to activate their professional networks, CBO stakeholders that helped support community residents were reticent to get involved. Yet, Sun Valley residents, as the most hesitant in the process, did participate not just in local events but also in national venues such as the September 2010 Partners for Innovation National Symposium and Policy Forum that discussed transit-oriented development, affordable housing, and community perspectives. Sun Valley residents also initiated having their voices and experiences heard during a mayoral candidate forum their community based organization hosted in April 2011, which demonstrated their initiating relationships with potential elected city officials. Then-City Council member, Michael Hancock, engaged with residents through the forum before he became mayor. Sun Valley residents also engaged in mediation for conflict resolution among historic leaders, which was funded by the MC-D and resulted in residents' abilities to set clear boundaries on daily interactions with one another and within CBO meetings.

La Alma/Lincoln Park RAC participants maintained relationships with key planning and redevelopment staff. This resulted in planning the Mariposa redevelopment with resident oversight and the development of a healthy public housing development tool in 2010. All three CBOs involved in the RAC process had an ongoing role in the resident and professional relational networks developed during the RAC process, which resulted in ongoing social support and safe spaces to discuss redevelopment implications, as well ongoing involvement in organizing for resident self-interests within the context of regional changes.

Auraria Campus Application. Initially, Auraria campus community relationships were contentious and punctuated by legal battles regarding home and business owner displacement (Pendergast, 2013c). Many of the residents had live-work style arrangements for their homes and many of the businesses did not reopen after their displacement (Pendergast, 2013d). Archive photos of the neighborhood homes are similar to the single family homes in the La Alma/Lincoln Park and Sun Valley neighborhoods, which is aligned with the reality that many displaced residents moved within the La Alma/Lincoln Park neighborhood (Pendergast, 2013d). Universities utilizing urban renewal to develop university footprints should consider that displaced residents might still be neighbors of the campus after displacement (Pendergast, 2013c). An Environmental Impact Statement (EIS) drafted by two University of Colorado - Denver professors in the 1970s noted that six years into the campus construction (likely around the time of the campus opening) no La Alma/Lincoln Park resident representatives were on the Auraria Higher Education Center (AHEC) board, which was a concern (AHEC, 2012 as cited in Pendergast, 2013b; Pendergast, 2013c). The EIS noted the contentious relationships with 'radical' Latino/Latina activists and strongly encouraged AHEC to proactively engage with residents (Pendergast, 2013c).

Creating Structure: Process Design

RAC Collaboration. Process design refers to the role of the foundation in making sure that a process was enacted in a manner that equally engaged all stakeholders. The National Civic League (NCL) contracted to provide the RAC facilitation and helped the planning team create a community input process that would keep people at the table with transparency and integrity. The NCL explained:

> Public processes go one of two formats, you either go town hall or focus group. When you go to town hall that's basically an open mic for community residents, you have a public official speaking at the people, not with the people, and then you have residents unloading at them, and people are frustrated. And then you have the focus group where there's no public official sharing information, you're just gathering wish list items, and then focus group information often gets kicked to the side and never acted on. And so people also get frustrated with process because in either scenario there's not really a rich give and take, and the way that the League designs processes it has to be the holders of power sitting at the table with the people in conversation, in actual dialogue. My job was to design the processes that we would use for all of those things, but then also do all of the diplomacy required so you address everyone's concerns.

The RAC participants did not comment in their interviews on the process design directly, although several RAC participants from both neighborhoods alluded to the fact that the process felt like "a dog and pony show," "a political sandbox," and "a show with an entertainer." The NCL suggested leaving the residents out of the process design stage despite the CBO's typical practice of bringing residents to decision-making tables to speak for themselves. CBO professionals expressed concern that the decision to have professionals design a process for residents resulted in the NCL designing a process that either was not explained clearly and therefore not transparent, or that did not have integrity for residents any more than previous planning processes did.

A component of the process design was creating a structure where MC-D was the initial convener. MC-D conducted outreach to city offices and Denver Housing Authority and invited them to the table with CBOs to discuss redevelopment and planning. MC-D initially facilitated meetings, and then decided they needed to hire a facilitator to manage relationships and be cheerleaders of the process even in the midst of conflict. For example, one professional said:

> I am not a regular actor in that inter-agency environment, so I don't know what the vote on the street is. So as flare-ups would occur, it would really be MC-D that I would sit down… and figure out what the people were mad about and how we could address it. You know, what do we need to do for people to feel like their concern has been heard? What adjustments do we need to make to the process to get people's belief in its integrity restored… If there hadn't been MC-D staff there wouldn't have been a process.

The La Alma/Lincoln Park participants observed MC-D being part of the process design. They reported seeing MC-D staff serving food and playing a clerical role, such as taking notes, typing documents, and calling residents if something came up. Sun Valley participants did not observe MC-D creating structure for the RAC process. The community organizer working with the Sun Valley residents would explain the meetings and processes that MC-D, the NCL, city employees, and community based organization staff held; however, the Sun Valley residents were used to working directly with these employees and calling and structuring meetings themselves in the organizing work MC-D funded, so they did not acknowledge or credit MC-D with creating the RAC structure. The Sun Valley residents were instead critics of the RAC process design and structure and described the meetings as a waste of their time and a distraction from the work they defined as urgent and important.

Auraria Campus Application. Critiques of the Auraria campus describe verbal commitments made in the 1970s to residents stating the land would not be used for commercial development and that the campus footprint would not expand south of Colfax Avenue (Pendergast, 2013a). The RAC model could give residents a structure to discuss these past promises in the context of current projects. The Auraria campus 2012 plan notes an intention for ongoing public-private partnerships (Pendergast, 2013a; AHEC, 2012 as cited in Pendergast, 2013b). The campus leaders might consider involving the Auraria campus employees and students in the process with neighborhood residents. Faculty are required to complete service to the campus and community, which could include creating service learning or internship opportunities for relevant classes. Students in social work, city planning, political science, business, and law clinic or mediation focused majors could complete course and program learning objectives with hands-on experiences in engaging with residents one-on-one and in meetings. The campus involvement in dialogues with residents could improve university and neighborhood relationships (Etienne, 2012).

Hiring a Neutral Facilitator

RAC Collaboration. The NCL was hired to provide a neutral facilitator. The facilitator was a Latino male who was bilingual in English and Spanish. The RAC professionals and participants agreed that the function of the NCL facilitation was objectivity. MC-D and CBOs were

concerned for residents and therefore viewed as not objective. The residents had their self-interests and the city already had a general vision for transit-oriented development for the neighborhoods. The professional participants in the interviews stated that they learned early in the process that MC-D could not facilitate and manage the process. The NCL was brought in as "an objective facilitator" because they did not have a stake in the outcomes whether that be development, non-profit outcomes, or being on the city payroll full-time.

The NCL was described as setting an equal table that gave all of the various perspectives a chance to respond. The facilitator captured everyone's opinion and directed participants development of ideas and input for future meetings. The RAC participants described the facilitator as: (a) neutral referee for a good clean fight that enabled full participation (rather than having to referee themselves); (b) a timekeeper; and (c) a used car salesman and an entertainer. RAC professionals stated the facilitator was able to work to understand the behind the scenes dynamics, but critiqued the facilitator's ability to manage various city employee dynamics and perspectives.

The NCL facilitator therefore tried to design a process that allowed all of these interests to dialogue regarding community perspectives at an equal table with focused meetings. The facilitator drew out ideas and residents ability to express their hopes and vision for the future of the neighborhood. One La Alma/Lincoln Park participant described how the NLC engaged residents:

> The way that they induced people to come up with opinions with the sticky notes I think was actually a good idea because you get a wider response from everyone when you do that. If you just ask questions and have everyone respond in a typical question and answer session you're gonna get the strong personalities only, and I think you need to get all the personalities, or at least an opportunity for all the personalities to respond.

Another participant said, "he really encouraged people to speak up and to participate… they would give us homework, but it really wasn't homework, it was just to get your mind working so at the next meeting you'd have ideas and input." A third resident described the process of documenting the discussion as dream it up and sum it up. They would, "capture everybody's thoughts and opinion and then... tried to put them concisely down for us. Put them into a language that the city could understand."

The professionals described the NCL facilitation as an effort to keep people at the table equal and focused on future neighborhood change. The facilitator stated,

> I got to be, by virtue of having a neutral referee for the process, I think it creates a space where people can feel more free to participate instead of feeling like they have to be the referee. And ultimately they can't be the referee because everyone is acting from their own self-interest and our self-interest is to have a good clean fight. (laughter) Go to your corners, come out when the bell rings, you know. (laughter)

La Alma/Lincoln Park participants also described the facilitation as, "running the show." One La Alma/Lincoln Park participant described their perception of the dynamic as the facilitator tried to keep the interactions light-hearted:

> He's like a car sales person. He was our entertainer… It wasn't my style, but he was very good… He's a little too raw. I think he was doing cartwheels. And I'm just jealous because I can't do those anymore. He's a little bit too 'college.' …A little childish. A little bit unprofessional. Maybe he was 'dumbing' it down because we're the lower economic…Is this guy acting like this because he thinks we're all economically deprived or what? Or is this just how he is? Would he do this in a corporate boardroom?

Sun Valley participants noted that the facilitator respected everyone involved including the residents and seemed to understand the behind the scenes topics they discussed. A Sun Valley resident described the facilitator role as:

> I think he was just brought in to try and run the meeting, but sometimes I don't think he did run it…They still had other people from the city come in and stand there and tell him basically, what to do, what to say. The city planner was always there in the middle of everything.

The Sun Valley CBO leaders had years of capacity-building funded by MC-D, which included community organizing training that gave Sun Valley resident leaders the confidence to name the power dynamics they observed in the RAC meetings. Some Sun Valley residents felt the RAC process was co-opting their organization, which they perceived as powerful and effective. The neighborhood leaders saw themselves as effective leaders of meetings that regularly challenged city employees (such as city planners) in their organizing processes and did not see the need to have a facilitator lead the process. In contrast, one professional also commented on the facilitator, stating that he erred on the side of listening to the resident perspectives and did not know the city departments:

> As a facilitator, he could have done a little better job of understanding the City of Denver departments and process and the different departments and agencies within in the city and just the planning process. In the end he did. I think it's done him well. He's gotten more work with the city. I felt like sometimes he is a little bit biased toward the organizers and the residents. Which is probably fine. Facilitators tend to be more biased to the people.

As a result, perhaps the city planner also felt like their process was co-opted, which is why she consistently directed him as the facilitator. The perception that the NCL facilitator was biased toward any group or had the self-interest of securing future work with the city calls the perception of his 'neutral facilitator' objectivity into question.

Auraria Campus Application. The Auraria campus coalition efforts to create pedestrian and social connections can learn from the resident hesitancy and the need for coordinated outreach. Similarly, the displaced Aurarian and La Alma/Lincoln Park requests for community benefits included access to campus amenities like athletic fields. The EIS suggested that the campus

make athletic fields available to neighborhood residents came to fruition in the 2015 development (Metropolitan State University of Denver, 2016; Pendergast, 2013c; AHEC, 2012 as cited in Pendergast, 2013b). Auraria Campus had purchased thirteen acres of land in the La Alma/Lincoln Park neighborhood 2008 to develop the athletic fields in order to repurpose the space of the athletic fields in the initial campus footprint for a public-private partnership (AHEC, 2012 as cited in Pendergast, 2013b). The campus planners and administration envisioned specific land as public-private partnerships as revenue generating properties. However, the demands of the market did not align with initial plans (AHEC, 2012 as cited in Pendergast, 2013b). A Connect Auraria Coalition was formed in 2010 to develop a vision for physical and social connections between the campus and the surrounding neighborhoods, which included the La Alma/Lincoln Park Neighborhood Association, the Pepsi Center (sports stadium anchor), and similar public representatives as the RAC process (AHEC, 2012 as cited in Pendergast, 2013b). Physical connection improvements recommended by the coalition were funded by the Denver Regional Council of Governments and the City and County of Denver by 2012 and included pedestrian improvements for two La Alma/Lincoln Park intersections with the campus (AHEC, 2012 as cited in Pendergast, 2013b). The Connect Auraria Coalition worked with the neighborhood association comprised more of White middle-class gentrifiers, but did not reportedly engage the public-housing resident structures. Including the Local Resident Council and the redevelopment Steering Committee might have resulted in different perspectives of lower income parents that rely on public transportation and pedestrian amenities with their young children, who may have different perspectives on the proposed pedestrian amenity improvements.

Functioning as a Key Partner with the City

RAC Collaboration. The final foundation role in the RAC process included functioning as a key partner with the Office of Economic Development staff, CBOs, and residents. A MC-D staff member described how a city Office of Economic Development staff member described MC-Ds role as a key partner with the city both since the inception of MC-D and in the RAC process stating:

> ‘You should be at the table … you need to make sure that resident voices are being heard’ … the Office of Economic Development was the entity that saw that the politics were going to make it difficult for the process to move forward with everyone self governing, so they reached out to us and asked us to develop a game plan for moving everybody forward… we received critical political cover from Office of Economic Development to legitimize our efforts while the City and others that were applying pressure to the City Planning Department to keep it moving... and to say no, we’re doing this. This has to happen. We need to give people time to really have thoughtful input into what’s going on.

The Office of Economic Development had a history of investing the neighborhood CBOs via local small grants. The Office of Economic Development also had a future role in implementing Station Area Plans via supporting infrastructure, drawing commerce, and increasing job access as components of creating economically thriving neighborhoods around light rail stops. The Office of Economic Development was described as political cover for MC-D’s efforts. The RAC

participants did not understand the Office of Economic Development's role in the RAC and redevelopment process. Yet, organizers working for CBOs participating in the RAC process—and in other neighborhoods within the Denver metropolitan region after the RAC process—reported a lack of city engagement with residents or a more tokenizing level of engagement in similar planning processes without an RAC process. Therefore the key partnerships between the Office of Economic Development and MC-D may have provided the political cover needed to get residents a voice via the RAC process.

Auraria Campus Application. Eteinne (2012) describes a similar political cover that community engagement initiatives of universities play for the institutions development agendas. The 2012 AHEC Master Plan describes almost 45,000 students and a 150-acre campus that includes property acquired after the initial urban renewal acquisition of land (AHEC, 2012 as cited in Pendergast, 2013b). The master plan includes detailed notes regarding each building location, plans for shifting purposes, and the many complicated components to consider for development of that property (AHEC, 2012 as cited in Pendergast, 2013b). As the Auraria Master Plan noted, Pepsi Center event traffic relied on the campus street grid to such a degree that the city would not allow the campus to eliminate a specific street during recent development planning. This wrinkle demonstrates the impact of sports stadiums as anchor institutions on other anchor institutions like adjacent universities (AHEC, 2012 as cited in Pendergast, 2013b).

The Auraria campus recently completed the development of: (a) the Auraria Science Building addition and renovation in 2009 and 2010; (b) a $62 million student services building for Metropolitan State University of Denver (MSU Denver) in 2012; (c) a $65 million student services building in 2013 for the University of Colorado Denver (CU Denver); (d) a $40 million student services building for the Community College of Denver (CCD) in 2013; (e) a public-private partnership in the SpringHill Suites Hotel opened in 2012; and (f) the $24 million Regency Athletic Complex in 2015 (Metropolitan State University of Denver, 2016; Pendergast, 2013a). MSU Denver invested $10 million in renovations and CCD and CU Denver also had plans for renovations of undisclosed dollar amounts (AHEC, 2012 as cited in Pendergast, 2013b). The campus has over 5 million square feet of developable land remaining on campus (AHEC, 2012 as cited in Pendergast, 2013b). The Auraria campus has engaged La Alma/Lincoln Park residents when their development plans involve properties at the edges of, or are within, the neighborhood; however, a higher level of engagement includes having a La Alma/Lincoln Park resident representative on the Auraria Higher Education Center board as a means of ongoing transparent and accountable development (Etienne, 2012; Pendergast, 2013c). Veronica Barela is a Governor appointed member of the AHEC Board, who was raised in North Lincoln public housing site and has lead a local Community Development Corporation called NEWSED since 1977, serves with a neighborhood perspective and is very engaged in the community and housing (AHEC, 2018).

Conclusion

Neoliberalism and globalization with private actors as developers of formerly public land can create a civic vacuum where universities as anchor institutions, who are mission and research driven, can invest in capital, relationships, research, and programs to serve the local neighborhood (Etienne, 2012; Fields, 2014; The Democracy Collaborative, 2013). However, the

political tools available to universities to develop their campuses have historic and contemporary barriers to engagement rooted in experiences of race and class (such as minority resident home and business displacement to establish the campus) (Etienne, 2012). The Resident Advisory Council model and the lessons learned in the evaluation process, as well as other case studies of university developments, can provide lessons learned for other anchor institutions (Etienne, 2012).

Regional forces for contemporary development, including light rail, public housing redevelopment, and campus expansion, to spur market-driven reinvestment in neighborhoods can often overpower or co-opt resident voices and initiatives for change (Allen, 2970; Chrisman, 2010; Fields, 2014). Resident engagement in lengthy planning initiatives can result in relying on the private market to execute resident suggestions, which may be, "organized by the tastes of incoming groups and not around the material and social realities of those communities" (Etienne, 2012, p. 939). For example, in the Sun Valley neighborhood, the residents' vision for an international market intended for low-income multicultural residents, and the desire for low-end retail like dollar stores, may give way to the $351 million entertainment district constructed around the Denver Broncos Stadium and their fans as an anchor institution and customer base (Roberts, 2016). Neighborhood investments in addressing crime may also underestimate the amount of crime the entertainment district will add to the residential area (Vaccarelli, 2016). Etienne (2012) notes issues with crime generally in neighborhoods adjacent to urban universities, which at least in part stems from college students consuming alcohol within the surrounding neighborhoods that may parallel the professional sports fans' behavior that increases neighborhood crime. The regional investments in the light rail, related infrastructure, and the expected housing market boom seek to convert the higher income customer base of football fans, who typically only interact with the neighborhood approximately fifteen days per year, into new residents and consumers of business services on a more daily basis (Birch, Perry, Taylor, 2013; Mazany & Perry, 2014).

The question remains: will foundations or other anchor institutions continue investing in hearing resident experiences during and after the redevelopment, as the racial and economic demographics in the neighborhood shift on a more daily basis, or will the outcomes fall out according to the private market? The risk of sudden interest in previously disinvested neighborhoods in a deregulated neoliberal context is high (Chrisman, 2010; Squires, 1989). The investment in and with anchor institutions could include formal neighborhood and university advisory groups with resident seats in addition to ongoing funding of grassroots community organizing driven by resident experiences over time (Allen, 1970). How can we as university leaders ensure our mission driven university intellectual, social, political, and financial capital effectively engages the communities surrounding our campuses in order to contribute to developing more just and inclusive urban neighborhoods than we inherited (Etienne, 2012)?

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A Decade of Progress: Lessons Learned in Developing the UCO Downtown

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Abstract

For over a decade, the University of Central Oklahoma (UCO) has been engaged in defining its role within the Oklahoma City (OKC) Metropolitan Area. By 2013, an enhanced physical presence developed for UCO within OKC itself, including the creation of the Academy of Contemporary Music and the CHK|Central Boathouse. Afterwards, and in accordance with UCO's strategic plan, Vision 2020, the Brookings Institution and the Greater Oklahoma City Chamber of Commerce explored links between OKC and workforce development needs, in parallel with planning for an Innovation District. Emerging from that planning is UCO Downtown, a flexible urban learning facility on the border of OKC's Business District and the recently designated Innovation District. An upcoming renovation of offices and business incubators will provide additional space for the growth of UCO Downtown, as well as serving as home to Customized Education, a non-degree credit program serving metropolitan businesses. With substantial enrollment increases during the first three cycles of enrollment, programs have begun to anchor themselves into the OKC Downtown. The convergence of UCO Downtown with recent recommendations by the Brookings Institution forms the basis for UCO's goal of serving OKC's workforce (especially in STEM) as well as the broader OKC community (Arts, Business, Education, Government, etc.). The purpose of this paper is to describe a case study for the introduction of a learning facility in an urban environment (Oklahoma City) and to reflect on important lessons drawn from that experience. We hope this article will benefit others with similar objectives in their own institutional strategic plans.

Keywords: Innovation districts; strategic planning; urban learning facility

Introduction

Researchers have amply well documented the relationship between colleges and universities to the economic development of state economies for Oklahoma. Workforce data show that there are 100 critical occupations that will produce 33,000 jobs by 2025 in Oklahoma and the majority of those (72%) require some post-secondary education and nearly two-thirds (65%) require an associate, bachelors, masters, doctorate or professional degree (OOWD, 2017). The vast majority of these professions (engineers, nurses, software developers, etc.) are compatible with if not directly linked to metropolitan areas. Thus, the role of the accessible, public university is paramount. Indeed, the top 100 metropolitan areas cover only 12% of the land area of the United States but contain two-thirds of its population and generate 75% of its GDP (Katz and Bradley, 2013). Public colleges and universities therefore have an important role in the metropolitan and urban environments throughout the country, and the Oklahoma City Metropolitan Area is no exception.

The University of Central Oklahoma (UCO) is a public university of between 16,000 and 17,000 students of which approximately 70 percent originate from the Oklahoma City Metropolitan Area (UCO Factbook, 2017). UCO's origin was as a territorial normal school (founded in 1890) with a

role that extended across the territory in teacher preparation (Loughlin & Burke, 2007). Over the years, the mission and niche of UCO has evolved with the growth of Oklahoma City and surrounding environs to produce a much broader array of degree programs, including masters and professional degrees outside of teacher preparation. Through time, given its close proximity to Oklahoma City (OKC), UCO is now widely recognized as the public metropolitan university for OKC as recently stated on social media by Mayor Mick Cornett: "With the ACM@UCO in Bricktown, downtown classes at the Carnegie Building, and the UCO Boathouse in the Boathouse District, UCO has a substantial OKC footprint" (Cornett, 2017).

This article will demonstrate how, given a strategic commitment to being a metropolitan university, the University of Central Oklahoma created a successful learning center (UCO Downtown) in the heart of Oklahoma City. We will describe the process that led to the physical creation of the center as well as local, regional, and national policies that influenced it. Our hope is that this case study will benefit those wishing to create similar outcomes for their metropolitan planning initiatives.

The First Steps

The Academy of Contemporary Music (ACM) began enrolling students in the fall of 2009. The program occupies a former 25,000 square foot warehouse building in the now attractive entertainment district known as Bricktown. The program provides Associates and/or Bachelors degree options, and its curriculum focuses on contemporary music performance, production and technologies. ACM currently enrolls several hundred students and has shown marked resiliency during the recent economic downturn in Oklahoma (UCO Factbook, 2017). For UCO, ACM represents the first attempt to bring a niche program, relevant to an urban environment, to downtown Oklahoma City. An in-resident CEO manages the program independently of the main campus, but adheres to the academic guidelines of the College of Fine Arts and Design. ACM also operates a nearby Performance Lab that is used for live performances of faculty, students, staff, and guest performers.

The Central/CHK Boathouse opened in the spring of 2015 and serves the UCO Women's rowing team as well as serving as a venue for live music, art exhibitions, and conferences. The facility was funded entirely by private sources and generates annual income (through rental fees for events) to offset maintenance costs. The Boathouse is adjacent to the Oklahoma River and a part of the Boathouse District that serves as a new and attractive community aquatics center for the Oklahoma City Metropolitan Area as well for competitive rowing teams that use the river because of its unique geometry. While no courses or academic programs are offered at the Boathouse, the facility has become a popular location to host visiting delegations and for planning retreats as well as a setting for fundraising events.

After the culmination of the Vision 2020 planning process in the spring of 2013, and a Division of Academic Affairs planning process in the following fall semester of 2013, the need to create a physical connection to Oklahoma City emerged as a key priority. Several investigatory expeditions began in order to locate an appropriate and affordable teaching space within Oklahoma City. Ultimately, the historical Carnegie Metropolitan Library building was designated for housing this teaching effort, as described in a later section. A plan took shape to support the design and construction of a teaching facility there. Critical to this effort was collaboration with the Center for

e-Learning and Connected Environments (CeCE), the key organization on the UCO campus that provides professional expertise in learning design to faculty and staff members.

Vision 2020 and the Commitment to the Oklahoma City Metropolitan Area

In 2011, with the arrival of a new president, Dr. Don Betz, UCO had its first institution-wide planning process (inclusive of all faculty and staff) since 2007 and produced four strategic themes: (1) Transformative Learning; (2) Student Success; (3) Value; and (4) Place. Below, we describe these themes and their relevance to our strategic planning process.

Transformative Learning. Transformative Learning (TL) activities on our campus include important emphases that are relevant to UCO's role in the Metropolitan Area, including Civic Engagement and Service Learning, among others (Barthell et al., 2010). These activities even operate to support the career aspirations of our students through an e-portfolio system, known as the Student Transformative Learning Record or STLR, which records contributions of our students in all areas of TL (Barthell et al., 2014). The last of these themes, Place, affirmed the intertwining roles of history and locale with an explicit connection to the Oklahoma City Metropolitan Area.

Student Success. TL activities on the UCO campus conform well with High-Impact Educational Practices that are known to promote student success (Kuh, 2008, Cunliff & Hughes, 2011). In 2014, UCO established an Office of High-Impact Practices to promote further this connection between students and these important learning experiences (Springer et al., 2018). Combined with the opportunities presented by the STLR system (Barthell et al., 2010), student opportunities may reach well beyond their undergraduate years and into their later careers.

Value. Vision 2020 also emphasizes the value of an education at UCO and the ability for students to achieve access to that education on our campus. Access includes a commitment to diversity and inclusion as well as finding mechanisms for making that education accessible to students from challenging socio-economic backgrounds. Key to this commitment is an understanding of the role of widening the "band width" of students entering college for the first time (Verschelden, 2018).

Place. UCO's roots as a teaching institution inform its sense of being student-centered. As a metropolitan university with a commitment to the people in and around the Oklahoma City Metropolitan Area, its commitment must manifest in both physical and cultural terms. This includes the case study described in this article, as well as examples of outreach to community members in Oklahoma City itself that have been a critical part of our strategic planning process by helping to realize the community connections elucidated through the Vision 2020 planning process. For example, UCO began a formal collaboration with the Greater Oklahoma City Hispanic Chamber of Commerce in 2014. UCO is currently represented by one member of the Chamber's Board of Directors and at least one staff member (Director of Community Outreach) is housed part-time at the Chamber's headquarters. UCO's Division of Student Affairs conducts student recruitment there in the evenings, as well as outreach events that support the Hispanic Community. UCO works closely with the Chamber in both staff and faculty leadership development, including through the Latino Leadership OKC program.

The Innovation District

Simultaneous with the development of UCO Downtown, discussions within the UCO President's Cabinet began to focus on broader patterns associated with successful collaborations among universities and other elements of urban communities. Indeed, in an era of declining state support for public universities, the importance of localized (municipal and community) support in strengthening the role of universities has become an even more important aspect of strategic planning and institutional investment patterns. UCO has therefore begun a reconceptualization of its role to align its resources and programming with community assets and needs to increase its regional relevance for the Oklahoma City Metropolitan Area. Key to that role is an enhanced footprint within Oklahoma City itself.

In their book *Metropolitan Revolution*, published in 2013, coauthors Bruce Katz and Jennifer Bradley stated, "Innovation Districts cluster and connect leading-edge anchor institutions and cutting edge innovation firms with supporting and spin-off companies, business incubators, mixed-use housing, office and retail, and twenty-first century amenities and transport." Bruce Katz visited the UCO campus in February of 2015 as an invited speaker for the celebration of UCO's 125th anniversary. During that time, he visited with members of senior leadership at UCO and the Oklahoma City Chamber of Commerce and proposed that the ideal location for an Innovation District (ID) would be along an area bisected by Interstate 235 (I-235). The eastern side of the area is composed of universities, research foundations, and numerous business enterprises attractive to entrepreneurs. On the western side of I-235 is an area that is replete with restaurants and coffee shops that are in close proximity to museums, theatres, and performance halls on the western side of I-235 in a section of Oklahoma City known as Automobile Alley.

In the following fall of 2015, Oklahoma City and Philadelphia were the only two of dozens of candidate cities to gain admission in the Anne T. and Robert M. Bass Initiative on Innovation and Placemaking. The Oklahoma City Chamber of Commerce then entered into a contract with the Brookings Institution to recommend an exact area for the District, conduct an economic ecosystem audit of the proposed location, and recommend steps for implementing the ID. Brookings has already delivered its recommended area for the ID and it encompasses 843 acres, bisected by Interstate 235 (I-235) as described above. This represents only 0.2% of the area of Oklahoma City but it accounts for 4.7% of its jobs. A research park dominates the area to the east of I-235. The park is composed of private and state-funded institutions, which, for the most part, advance economic interests in biomedical research and the health industry. (The number of jobs in the ID that are STEM-related is 28%, compared to only 16% of those in Oklahoma City as a whole.) The area to the west of I-235 concentrates most of the residents of the innovation district. As noted above, the area serves as a magnet for entertainment and dining opportunities for people throughout the Oklahoma City Metropolitan Area.

UCO has been a participant in all segments of planning for the Oklahoma City ID. A teaching facility, UCO Downtown (in the former Carnegie Metropolitan Library building), developed as the ID was still in its planning infancy. UCO Downtown aligns with UCO's Vision 2020 as UCO's first attempt to bring core programs (especially graduate programs) into the downtown Oklahoma City environment. Indeed, planning for the facility occurred during the Fall 2013 Academic Affairs Retreat while senior leadership (deans and cabinet members) were reading the newly published *Metropolitan Revolution* by Katz and Bradley (2013). UCO Downtown took its first students during

the spring semester of 2015. Additional programs have developed since the emergence of the ID in Oklahoma City include those associated with the Office of Customized Education. Initiated in the downtown area in 2016, in a building about three blocks from UCO Downtown, Customized Education exists to integrate business and entrepreneurial activities created in the ID with UCO programs that can contribute to such entrepreneurship. Still nascent, Customized Education will soon be housing businesses that are collaborating with UCO on innovative projects with promise as metropolitan business partners.

UCO Downtown: The Journey

In search of UCO's next foray into the heart of the Oklahoma City metropolitan area, the Deans and President's Cabinet had numerous Friday afternoon excursions to downtown Oklahoma City, trudging through unfinished and darks spaces in buildings it appeared we would be able to afford to rent. After more than a year of searching, we found "the right place at the right price" in the Carnegie Centre, the former home of Oklahoma City's Metropolitan Library from 1901 until 2004. The building had been vacant since 2004 when the new downtown library opened as part of the original Metropolitan Area Projects (MAPS) plan, a capital improvement program funded by a temporary sales tax.

While her initial plans for the empty building had been an extensive reconfiguration and conversion into upscale condominiums, developer Judy Hatfield held on to the Carnegie Centre during the 2008 economic downturn and waited for better times. Utilizing tax credits for the historic building and Tax Increment Financing (TIF) investment opportunity, she was able to re-open the Carnegie Centre in 2014 with commercial spaces on the ground floor and 19 apartments on the upper floors (Lackmeyer, 2014).

Stepping into an elevator with a display of vintage book binders still lining its walls, reminiscent of the former use of the building, visitors descend one floor to get a view of the space that was leased in the newly renovated Carnegie Centre in July 2014. While at first glimpse one previously saw only a dark and cold basement with no plumbing and devoid of HVAC and lighting fixtures (see Figure 1), President Don Betz agreed that the empty shell of a space allowed us to imagine new possibilities. Consistent with President Betz's frequent characterization of the university community as being "idealist[s] without illusions," we weighed the risks versus rewards and became the signature tenant the landlord was seeking to grow momentum for the property. "UCO Downtown" (see Figure 2) had found a home in a signature multi-use building in a well-established area of the central business district.

Figure 1. First view of the lower level of the Carnegie Centre

Figure 2. Carnegie Center, home of the UCO Downtown teaching facility

Once we decided to lease the space, we set in motion our plans to open for classes in time for January (2015) classes. After quick concept-to-architectural drawings, in October of 2014, the walls started going up to define the space. By November, the HVAC and sheetrock were in place, and December saw a frenzied final month of construction to completion (see Figures 3 and 4). After a test run in early January with a one-week Intersession class, the building was ready for a silent opening for the spring 2015 semester.

Figure 3. Construction as the walls begin to define the space

Figure 4. Construction as the HVAC goes in

The UCO Downtown teaching facility was designed to be different: a space appropriate for an urban setting location with a layout that maximizes flexibility and collaboration. It was to have six classrooms with flexible furniture sufficiently adjustable so that a given room could be quickly set up to accommodate a multitude of requests. It could accommodate a yoga class at the beginning of the day, a corporate retreat during the daytime hours, a community lunch-and-learn over the lunch hour, and reset for credit-bearing classes in the evening (see Figures 5–7).

Figure 5. UCO Downtown classroom sample configuration

Figure 6. UCO Downtown classroom sample configuration

Figure 7. UCO Downtown classroom set for an evening event

Planners installed collaborative-learning spaces throughout the teaching facility. Space is available for students to work independently or in groups and provides a convenient location for students to gather before and after classes (see Figures 8–10). With an excellent restaurant directly across the street from the facility, downtown workers may arrive early, have dinner, and then prepare for class.

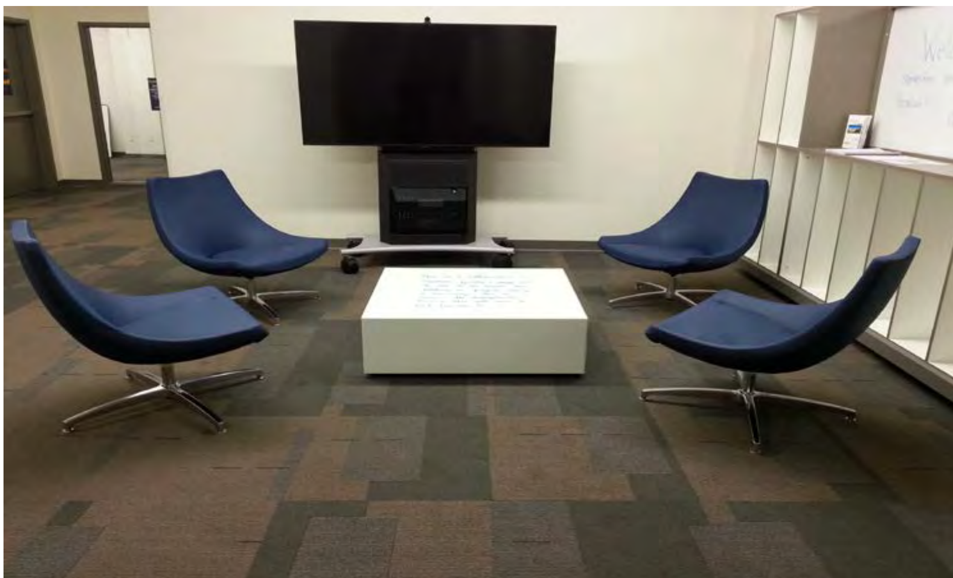

Figure 8. Collaborative space with “whiteboard” tables

Figure 9. Collaborative space for individual or group work

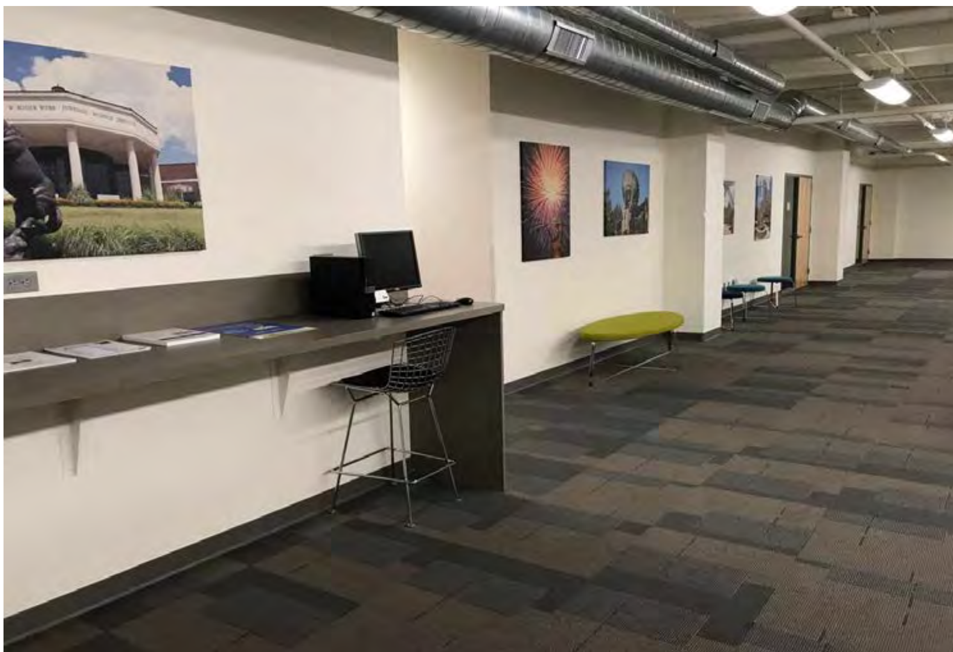

Figure 10. Areas for students to study before and after classes

One of the most unique and customer-focused approaches of the facility is the "techceptionist." These student employees, trained to handle all of the technology needs of the facility, serve as the first point of contact and reception for the space. UCO Downtown classrooms are equipped with the most up-to-date technology of any UCO facility, including interactive video capability for distance learning. With a goal "to do everything but teach," techceptionists handle all technology concerns, in order to create an environment that is conducive to learning and assure the overall teaching experience is a pleasant one for faculty.

UCO contracted with a downtown parking garage to provide parking for students and faculty three and one half blocks "near" the facility. Parking is currently provided for free, a feature which students enjoy (see Figure 11). UCO Downtown is unique to UCO and to downtown OKC and, as detailed below, has become a favorite place for classes for many faculty and students.

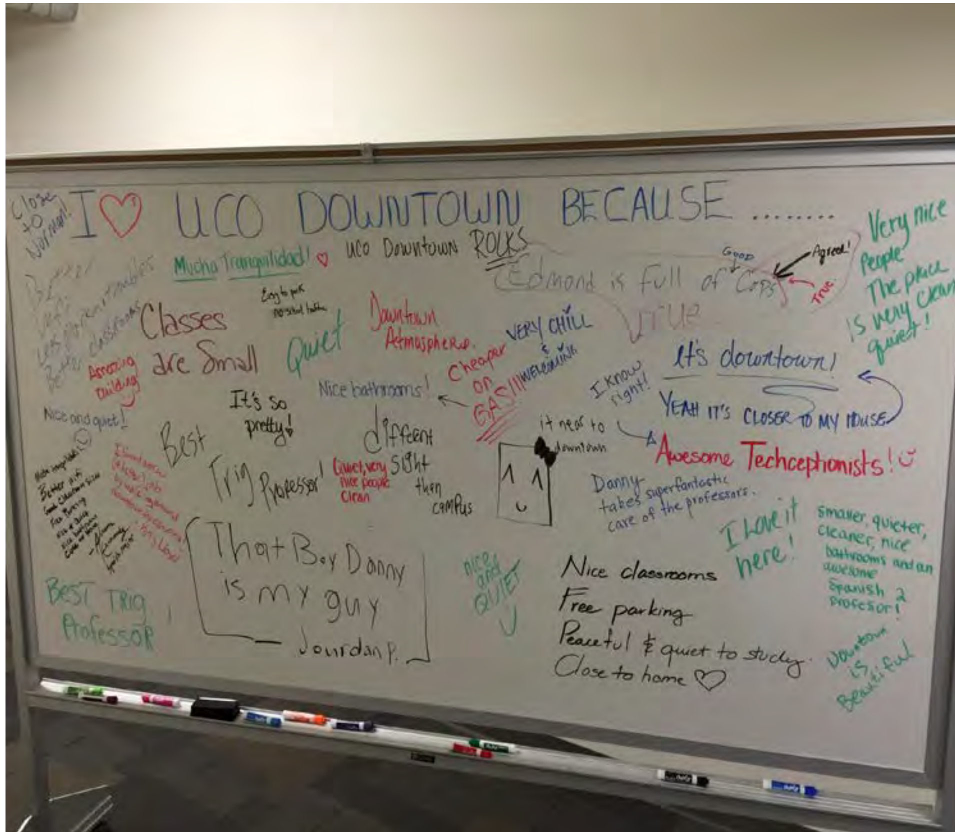

Figure 11. Reasons why students love UCO Downtown

If you build it, will they come?

Even as construction was under way, deans and department chairs were planning for classes in the new downtown facility and enrollment opened on November 3, 2014. Given that the structure was completed only days before the first scheduled Intercession course, UCO Downtown had a "soft opening" with no formal advertising campaign beyond putting the courses in the schedule and initiating a new UCO Downtown website (http://downtown.uco.edu/). However, the new downtown location had been featured in a story in *The Oklahoman* (Lackmeyer, 2014) a few months earlier in October.

In order to cover its costs financially, UCO set a minimum enrollment goal of 300 students during the first year. Enrollment reached 150 by December 12th, with course offerings from every academic college. However, enrollment suffered because the facility did not yet have approval from the Student and Exchange Visitor Program (SEVP). This meant that our international students had permission to study only in Edmond, on the main campus. All international students had to be withdrawn and, in many cases, this resulted in entire sections being moved back to the UCO campus. In the end, nearly one-third (31.9%) of students that had shown interest in the facility by enrolling in courses were lost. Nonetheless, the final enrollment for the spring 2015 semester was 155, with

students studying Biology, Creative Studies, English, Forensic Science, Funeral Service, History, Mathematics, Political Science, and Spanish in the downtown facility. As expected, most (78.52%) of those enrolled had addresses within the Oklahoma City Metropolitan Area, with nearly half (48.99%) of these from cities outside of Edmond.

Despite this setback, UCO Downtown exceeded the goal of an annual enrollment of 300 during the first year with ninety-one enrolled in summer 2015 and two-hundred and sixty-nine enrolled in fall 2015, totaling five hundred and fifteen (see Figure 12). The spring 2016 semester was a critical period because the Higher Learning Commission (HLC) conducted a site visit and UCO Downtown was approved to offer full programs at the facility. Up until that point, no more than 50% of the coursework for any program could be offered. Additionally, we received SEVP approval during the same semester. UCO also launched its first advertising campaign for UCO Downtown.

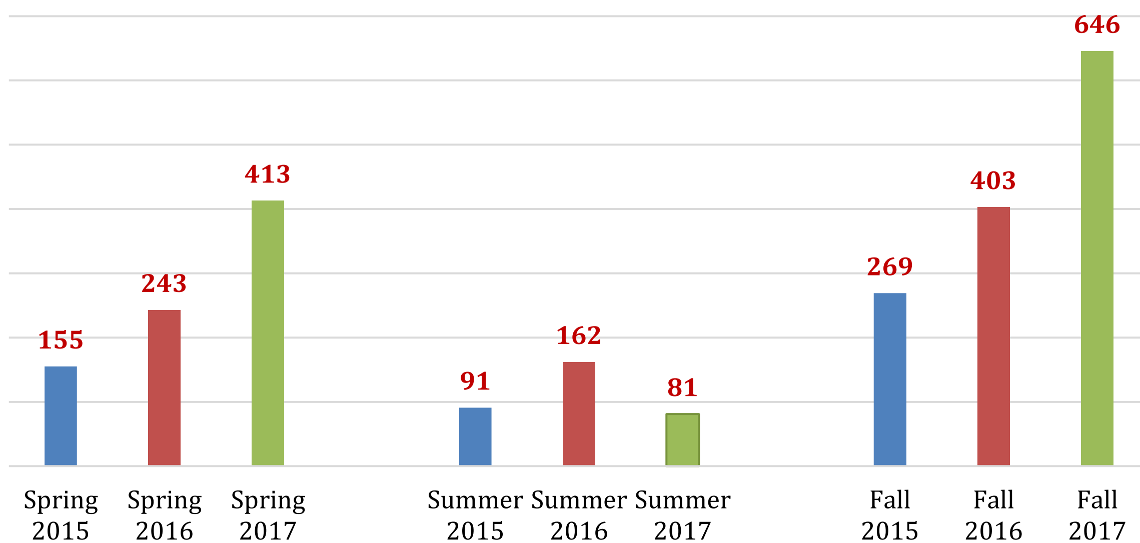

Figure 12. UCO Downtown Enrollment History by Semester

As we near completion of three full cycles of UCO Downtown enrollment, we are currently offering courses in the following graduate programs: Adult Education, Educational Administration, the Master's in Public Administration (MPA), the Master's in Business Analytics (MSBA) and the Professional Science Master's (PSM). The latter two programs are new and are expected to be attractive to the OKC workforce. Moreover, the Master's in Business Administration (MBA) program has relocated entirely from the main campus in Edmond to OKC. Undergraduate classes are offered in Biology, Criminal Justice, English, Funeral Service, Leadership, Mathematics, and Spanish.

Next Steps: One Santa Fe Plaza

While the primary purpose of UCO Downtown is to provide space for credit-bearing classes, UCO Customized Education provides oversight of the facility and maximizes the space usage with non-credit programming in all possible off-hours. UCO Downtown utilizes the facility for certificates, courses, contract partnerships, and conference management programming within the OKC metro business community, even hosting a small business incubator in a neighboring facility (One Santa Fe

Plaza). UCO Downtown space is also available to rent to businesses and organizations on occasion, making the facility a community favorite for events and retreats.

As of the spring 2018 semester, the UCO Downtown facility will no longer be able to keep pace with the classroom demands during peak times (evening hours). Plans are currently taking shape to renovate newly available space in One Santa Fe Plaza, to include five additional classrooms. UCO is already leasing office space there, for UCO Customized Education. While only touchdown space, in the form of cubicles, now accommodates faculty teaching at UCO Downtown, faculty offices will be available in One Santa Fe Plaza.

Located three blocks away from UCO Downtown, One Santa Fe Plaza (see Figure 13) will continue to house Customized Education, The Catbird Seat small business incubator. Furthermore, it will provide conference and classroom space for increased programming (e.g., for the MBA) and a more permanent setting for student services and faculty offices. Moreover, this next chapter of our metropolitan expansion will be a "STEMcubator," a laboratory space for holding biology and engineering laboratories, and interdisciplinary collaborative research space for faculty, students, and community partnerships (see Figure 14).

Figure 13. One Santa Fe Plaza

UCO Continuing Education was able to secure $1,000,000 in TIF funding for the planned remodel of UCO rental space within One Santa Fe Plaza, a good indicator of Oklahoma City's confidence in UCO's viability as a long-term partner to the Downtown and Oklahoma City Metropolitan Area.

Figure 14. Future home of the UCO "STEMcubator"

Lessons Learned

The creation of UCO Downtown was a multifaceted process that took years to accomplish. It happened in the context of a decade of previous campus development and after a specific planning initiative (Vision 2020) that included "Place" as a strategic theme. We benefited greatly from the foresight of our predecessors (presidents, vice presidents, faculty, and staff members). However, during our involvement, we encountered several experiences that are important to review. Below, we share some of those lessons.

Creating institutional momentum. While the details of UCO Downtown emerged from an academic planning process, this experience belongs in the broader context of a decade of university-level planning, including the current university strategic plan, Vision 2020. Shared governance among university constituents is an essential element in building momentum toward a successful UCO Downtown. In addition to planning with the six university deans, this included unsolicited visits to the university's Faculty Senate in order to articulate the need for the project and why it was an appropriate investment in the future of the institution.

Key collaborators. Given the entrepreneurial nature of creating UCO Downtown, both in its design and planning, we needed partners on and off the UCO campus who could relate to a new, metropolitan-based approach to learning. Key among these partners was the Center for e-Learning and Customized Education (which later evolved into the Center for e-Learning and Connected Environments with Customized Education settling in downtown Oklahoma City). This group immediately grasped the special needs of the facility, including the nature of the learning space (with an ability to physically rearrange learning components on short notice) and the availability of skilled learning technology facilitators ("techceptionists"). These collaborators included a local real estate agent and civic leader, dedicated staff members, and faculty pioneers with a desire to explore a new form of urban education.

Communication with key stakeholders. Even after the construction of the teaching facility that formed the physical basis for UCO Downtown, communication with academic policy makers was essential to development of the learning environment of our metropolitan-based students. Federal input (e.g., Student and Exchange Visitor Information System, or SEVIS) was required to accommodate international students. We notified our regional accreditation body (Higher Learning Commission) of our intent to teach in the facility and obtained a visit by an accreditation liaison. Both the Regional University System of Oklahoma (RUSO) and Oklahoma State Regents of Higher Education (OSRHE) also provided critical input into the planning process. Forgetting the role of key stakeholders like these can have disastrous consequences for any academic planning process that includes off-site teaching locales.

Conclusion

Given the continued and substantial decline in federal and state funding for higher education, the special role that metropolitan universities play, in providing education that supports the economic momentum of the states they serve, is increasingly important. The role of universities in metropolitan Innovation Districts illustrates a modern view of universities as being integral to regional economies that support global outcomes. This paper chronicled the journey of one metropolitan institution, the University of Central Oklahoma, to enhance its physical presence in the downtown metropolitan area (Oklahoma City), including the establishment of a downtown teaching facility. Indeed, UCO has been actively engaged in formalizing its role within the Oklahoma City Metropolitan Area for over a decade. UCO Downtown, a teaching and community service extension of the UCO main campus in Edmond, has now brought curriculum previously found only on the UCO campus into the heart of Oklahoma City. The multi-year process that led to its development has yielded several lessons we hope will benefit the reader. Key among these is to ensure that you engage in a concerted and collaborative strategic planning process and that you are aware of all relevant accreditation and federal guidelines that may affect that planning process.

Acknowledgements

We wish to thank the numerous individuals who have supported and contributed to the development of the UCO presence in Oklahoma City. Former UCO President Roger Webb and Executive Vice President of Administration and Finance, Steve Kreidler, were strongly influential in creating a vision and series of early actions that created a footprint in Oklahoma City, including the development of the Academy of Contemporary Music (ACM) and the Central CHK Boathouse. The Center for e-Learning and Connected Environments, including Drs. Linda Banks and Bucky Dodd, provided invaluable assistance to our early efforts in designing and implementing the learning space at UCO Downtown. We also thank the UCO President's Cabinet for their involvement in advancing that footprint. Dr. Mark Kinders, Vice President of Public Affairs, was a critical contributor to the strategic planning in Oklahoma City, especially with respect to the Innovation District and the Greater Oklahoma City Hispanic Chamber of Commerce. Finally, the current UCO President, Dr. Don Betz, envisioned the important interface between Oklahoma City and UCO that has led to the project we have described in this article. We are grateful for his leadership throughout this planning and implementation of Vision 2020.

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It’s Not About “Us”: *Express Newark* Prioritizing the Public Good

Victor Davson, Anne Schaper Englot, Chantal Fischzang, Tamara Fleming, and Nick Kline

Abstract

Publically engaged scholarship demands new ways of working within and outside of the academy.

Systems within the university reward faculty for individual achievements. This approach militates against working on collaborative projects because of the difficulty of explaining and quantifying one’s contribution. The culture of academia further inhibits potential collaborations and undermines even the most altruistic faculty, who are socialized to devalue the experiential, place-based knowledge of a community partner and encouraged to adopt a self-concept as “the” authority.

But if universities are to honor their commitment to the public good, the public must be prioritized in the academic value system, which ought to encourage new modes of thinking that recognize the legitimacy of the expertise of community partners and place value on collaboration with them.

From the community perspective, there is often a lack of models for successful collaboration, with engagement by universities more often than not taking the form of exercising eminent domain or parachuting in to “fix” a problem and then abandoning the community. Community members carry with them skepticism that the university’s only use is as a source of hand-outs rather than a source of the kind of agency afforded by true collaboration.

Keywords: Community engagement; arts and culture; faculty roles and rewards; anchor institution; social design; third space

Introduction

In this article, we examine two questions: first, what role can university leaders play in supporting faculty who are interested in publicly engaged scholarship and building trusting relationships with community members? Secondly, what role can university leaders play in supporting community members who are interested in publicly engaged scholarship and building trusting relationships with faculty?

In examining how Express Newark came into being and how it weaves into each of our stories, we hope to provide insight and offer alternative perspectives on seeding a college culture of social practice and social justice through the arts in an authentic university-community collaboration. Our work each day involves breaking down resistance to culture change; creating comfort with collaboration; and building a structure within and without the university that supports these goals.

Each of the authors, Anne Schaper Englot, Victor Davson, Nick Kline, Tamara Fleming, and Chantal Fischzang, play an integral role in the telling of this story. Schaper Englot, the university co-director of Express Newark, sets up the what, where, how, when of the project. Davson, the community co-director of Express Newark situates the project within its historical context of the university/community relationship. Kline describes his practice as an artist and how he worked to achieve tenure as construction of Express Newark and his project the Shine Portrait Studio was nearing completion. He describes how, as a young assistant professor, he was told not to pursue a social practice because it could not be quantified on Form B. Fleming, a community partner in Shine Portrait Studio, describes her experience shaping Shine with Nick, and their collaborators and community partners, Colleen Gutwein and Tinetta Bell; and Fischzang describes the changing tide at Rutgers University–Newark where her journey towards tenure and promotion takes place within a changing environment, where the institution recognizes the value of engaged scholarship. This change affords her the latitude to create a fluidity between her teaching, her design practice, and her work in the community.

This is not to say that publicly engaged scholarship is not a risk for a young professor. While the promises have long been promoted by the likes of eminent scholars such as the late Ernest Boyer, the perils are also equally well-documented by committed scholars such as Sarena D. Seifer, Kristine Wong, Sherril B. Gelmon, and Miriam Lederer, who wrote that "…faculty roles are changing, but the faculty promotion and tenure system has not kept pace. For a number of reasons, promotion and tenure issues are a significant barrier to the full range of community-engaged scholarship (CES) in which faculty link their research, teaching, and service with communities (Bialek 2000; Nyden·2003; Institute of Medicine 1995; Gelman and Agre-Kippenhan 2002; Seifer 2003; Huber 1999).

Express Newark, A Third Space—Schaper Englot

Express Newark is a third space—an arts center and incubator, where the university and the community come together with equal voice. We begin the story here, because without an understanding of the term "third space", and the framework it provides, the story would be incomplete. A third space is best described as a space "…of interaction, where established and often unequal relationships of power and expertise can be shifted to acknowledge what each member of the partnership brings to the table" (Cantor, Englot, P., Higgins, 2013). The foundational concept was to co-create Express Newark with artists and arts organizations in Newark so that ownership was truly shared.

Third Space theory originated in the work of Homi Bhaba, and developed further in the work of other post colonialists and cultural geographers such as Paul Routledge. It delineates the native's first or home space and the colonizer's imported second space. Third space is a kind of hybrid-consciousness where the colonized can retain aspects of native/first self, while assimilating the useful technology of the second space. Bhaba's primary concern is the articulation of this concept, and its manifestation in text. Routledge, on the other hand uses the third space as a guide to applied research in the form of activism or publicly engaged scholarship.

We recognize Bhaba's original proposition and take as our project the exploration of the third space's potential to open the doors of the university, when codified in physical space. These two approaches may be understood in terms of a theory/praxis distinction. The distinction grows deeper in the work of our colleague Paul Jargowsky, who has written about the architecture of segregation (Jargowsky, 2018). Similarly, the work of Susan Sturm, who has written about the architecture of inclusion (Sturm, 2006), inspires her readers to move beyond a conceptual or geographic definition of third space, and to imagine how to break down brick and mortar barriers to the equal access. The importance of this work cannot be emphasized enough, when every day brings to light new scholarship that uncovers the depth of structural racism in America (Rothstein, 2017). Urban public universities cannot fulfill our public mission unless we learn to invite in all our citizens and learn from their experience. We must share our cultural resources, grow from the meeting of our minds and hearts, and provide access to higher education so that we can work alongside people in our cities.

We believe that in order to create lasting change, we need to enact what Nancy Cantor and Peter Englot have called for: building "real civil infrastructure" in order to "build long lasting collaborations and trust…key to promoting the social infrastructure collaboration that came from commitment to shared space and discussion." This necessarily involves "faculty and students but, just as importantly, professional staff nurturing this ecosystem and keeping it going by feeding new people into new projects all the time." (Cantor, N., and Englot, P. 2015, p.77)

Therefore, architectural space is not just a catalyst, but it is essential to enacting the third space. This is what we have defined as creative placemaking, with academic artists in dialogue with Newark artists and community partners trying to think through the process of how to create a literal third space, an architectural third space.

Now that Express Newark is open, we are focused not just on opening the academic project to accommodate our activist agenda, but on creating a radical paradigm where the process of disruption is in fact the project. We bring (what the academy would consider) outsider knowledge in so that we can benefit from a wide-angle lens on the work, which is to question, present, and represent the world. In other words, we are interested in the disruption of the traditional academic project in order to effect transformational change. In our art/knowledge production, we must continually rethink systems, so that the art/knowledge collaboration we create keeps the third space at the center. The process is in fact the goal, not just a vehicle for enacting artwork or scholarship.

Bringing Express Newark back to Bhaba, university and community members engage in the messy project of collaboration, engaging in difficult dialogues, expressing our different knowledge and histories. We are not likely to reinforce each other's assumptions, so our perspectives broaden and our knowledge becomes enriched. In so doing, we subvert the presentation, reification and dissemination of theoretical (read colonial) art/knowledge to create a more democratic society.

The faculty and staff of Rutgers University–Newark built a tradition of engaged scholarship over decades of work in the city. In fact, this was one of the things that attracted Nancy Cantor to accept the position of Chancellor in 2014. Thus, it was not surprising when the Strategic

Planning process—which was highly consultative including visits to each department, town halls, charrette groups comprised of faculty, staff, alumni, students, and community members—yielded a goal of being a university that was of Newark, not just in Newark. Over and over again, the notion arose that the university could not fulfill its public mission if it remained cut off from its city. While it was important to acknowledge and build on successful engagement work, there was still much effort needed to break down remaining barriers, especially those that were created during the unrest of the 1960s (more on that later).

For our story, two key interactions occurred during the listening tour. Chancellor Cantor was presented with a plan by the interdisciplinary department of Arts, Culture and Media (ACM) to create a space in downtown Newark to house their social practice. The initial proposal was envisioned by three people. Professor Nick Kline, a photographer interested in portraiture had partnered with local photographers to embed students in the community as social agents who worked with Newark residents to create self-representations of their unique stories. The university's Paul Robeson Art Galleries under the leadership of Anonda Bell, Chief Curator and Director, had the employment of Newark artists a core commitment. Not only did the gallery have a tradition of showing local artists, but they also trained local artists to be artist educators who were paid to design programs and workshops based on the gallery exhibits, which were delivered to diverse audiences of school children, senior citizens, the differently abled and off-site for the incarcerated. Finally, Ned Drew, Professor of Graphic Design led a project called the Design Consortium, where faculty and students worked together in a design studio to realize branding and graphic identity for not-for-profits in the city. The proposal imagined a space for engagement outside the Ivory tower of Bradley Hall, where the arts were housed, the space would be in the downtown - where engaged scholarship, where their social practice could live.

Concurrently, Chancellor Cantor and her team were consulting the important Anchor Institutions in Newark. Prudential Corporation—an Anchor founded over 150 years ago which had stayed in the city of Newark when other companies were fleeing to the suburbs—approached the university with a proposal for Rutgers-Newark to be a partner in the redevelopment of the Hahne & Company building. Hahne's was a turn-of-the-century department store, which had been boarded up with plywood for over thirty years. Many attempts had been made over the years to redevelop the beautiful brick and limestone structure, but finally the right team was in charge, and with the signing of Whole Foods as the first anchor tenant, the project was poised to become a multipurpose building with retail and commercial tenants as well as 160 apartments at both market and affordable rates. In order to balance the equation, another anchor tenant was needed before the banks would release the next round of funding.

Schaper Englot came to RU-N as what is known in the academy by the unflattering term: a "trailing spouse." Previously, she had achieved the rank of full professor in the State University of New York, at a small Ag & Tech college where she taught for 18 years and served as a department chair and elected faculty leader. She landed in Rutgers-Newark's ACM department to teach Architectural History in the Art History program, initially as a tenure track a professor without tenure, but with the potential to apply for tenure. She started as a participant in the development of Express Newark, and ended as co-director owing to her professional background in architecture, her experience as an academic leader, including having developed several degree programs and overseen the construction of an academic building, and the administration's

confidence in her understanding of the goals of enhancing engaged scholarship embedded in the Strategic Plan. This has come at a cost, however, as she has had to set aside a book project that is important for tenure, so the dean recommended her appointment be changed to a professor of practice where the co-directorship is her area of practice.

Express Newark, a university–community collaboratory, was born. The project hired architects, who completed a visioning document in August of 2014. The university's Strategic Plan includes a summary of this vision. It was unveiled in September, then in October Chancellor Cantor presented the plan and the Visioning Document to the Board of Governors. The Board of Governors approved $25 Million in capital funds for the development of Express Newark and the rest is history. It is safe to say that never in the history of the university has any project proceeded with such expediency. The "express" in Express Newark is not meant to connote "fast" but rather the idea of the city expressing its soul, but in terms of the speed with which the project was realized, it is apt.

Express Newark is one of the key initiatives undertaken by RU-N as Anchor Institution work in the Arts and Culture and it is embedded in the Strategic Plan. It was made possible because the university allocated resources to support a rich educational experience for students, to support faculty and staff that have been engaging the community as part of their practice, and to support the city's arts ecosystem. Why this important, why is it needed? In order to answer these questions, we need to step back and examine the context dating back to 1960s when Newark became a majority Black city—the architecture of exclusion was palatable.

Contextualizing the University-Community Relationship—Davson

Though the university's administration had overtly stated that the campus was a public space and everyone from the neighborhood was welcome, it is hard to imagine that local residents actually felt that way. Everyone agrees from the outset the University's architecture was not conceived with the surrounding community in mind. Below the observation deck that once connected Conklin and Boyden Halls at the entrance to the new campus, for example, one can see the darkened passageway that ushers the visitor from the street, up the stairs, to a place of light and higher learning. Instead there existed a real psychological—and physical—gate, enforced by police, then from the late 1970s, through campus security. (Giloi, E., personal communication, October 7, 2017)

Davson joined the Express Newark team as a consultant. He is an artist and the founding director of the locally and nationally celebrated center for contemporary art, Aljira, which he had run for over thirty years. In that time, he developed his skills in organizational development and management through participation in many well-known training programs, including the Executive Education Program at the Getty Center. Davson set the standard for leaders of small to midsize arts organizations in the City. He also witnessed the evolving relationship between Rutgers University–Newark and the surrounding community.

Like Rutgers University–Newark, the primary concern of the city's anchor institutions tended to be oriented towards their own rather than the community's interests. Davson recalls an anecdote where Sam Miller, a revered past Director of the Newark Museum, famously said, "The Newark

Museum is a great museum—it's a pity it's in Newark". Throughout the 60s, 70s, 80s and 90s the attitude of the Rutgers University–Newark arts faculty in the Newark arts scene remained ambivalent at best. They came to Newark to teach and then returned to their practice in New York. They viewed the local scene as parochial and were in turn viewed with suspicion by Newarkers. One exception was the Director of the Paul Robeson Gallery, Alison Weld, a predecessor of Anonda Bell. Ms. Weld curated a show of Davson's work in 1988 along with the work of artists Mel Edwards, Bill Traylor, and Norman Lewis. Notwithstanding such isolated conciliatory gestures, the university remained, essentially, inwardly focused and hostile, especially towards Black men.

This is not a surprise, considering that the university seemed not at all concerned about Blacks (nor the Puerto-Ricans/Hispanics and Portuguese for that matter) who made up 85% of the Central Ward where the Newark campus was built. At that time, Blacks were definitely the largest demographic in Newark, making up 34% of Newark's population. Italians and Jews were around 20% of Newark's population at that time but they did not live in the Central Ward "...the University really had its eyes on other demographics, and not at all on Blacks living in the neighborhood that was used for the campus." In 1967, only 1% of the student body (across all three Rutgers campuses) was Black. The low enrollment of Blacks created a sense of mounting frustration in the community and on campus. In 1969 the situation came to a head with the takeover of Conklin Hall by RU-N's Black Organization of Students. The administration resolved to do better and as a result, but in 1969, that number had risen only to 3%. Small but significant gains, including the hiring of Black faculty, continued. (Giloi, E., personal communication, October 7, 2017)

Today the student body is among the most diverse in the nation (U.S. News and World Report, 2017), with Black students numbering around 18%. The progress is real. However, with 35% of the population still living below the poverty line, and the college attainment rate at close to 18% the city is still very much in recovery mode from the 60s. Many Newark residents have yet to benefit from the current renaissance in development of projects, such as the Hahne & Company building. Davson sees Express Newark as a direct response to this history of exclusion, and as a countermeasure that puts university resources to the purpose of the community.

Practice, Presentation and Perception—Kline

At the 2007 CUMU conference Nick Kline's presentation included a digital montage of a portrait photography studio occupying an empty storefront in Newark, NJ. Shown for the first time, this was to be the cover image of a proposal to the Rutgers University–Newark administration, PS Newark. Portrait Studio Newark proposed a pop-up photography studio that brought students, off-campus, into deeper engagement with people in the city. Kline didn't know that during his presentation, Rutgers Provost Steven Diner was in attendance, and afterward offered a storefront space that the university owned as a possible site for the project. As it turned out there were three empty storefronts available, so Kline initiated relationships with the director of the campus art gallery and a professor of graphic design for site-specific projects. While these proposals never took off at this location, they became a foundation of Express Newark.

Kline’s practice as an artist includes photography, installation, artists’ books, and socially engaged art. As Michael Henderson points out, “Under a variety of names, ‘social sculpture,’ ‘socially engaged art,’ ‘collaborative arts,’ ‘new genre public art,’ or ‘social practice,’ has become a prominent form in the twenty-first century.” (Henderson, p. 98) Kline’s art practice builds on artists work, such as Joseph Beuys, the German artist who “...developed a theory of social sculpture, “centered on the belief that the concept of art could include the entire ‘process of living’—thoughts, actions, dialogue, as well as objects—and therefore could be enacted by a wide range of people beyond artists” (Jordan, 2013, p. 145 quoted in Henderson, p. 98)

Kline’s work is rooted in portraiture that bears witness to the spirit of place, people and trauma. It addresses the personal and communal impact of loss and the power of resilience. Kline’s work in portraiture is both literal and conceptual, some of it is exhibited in art galleries while other works are utilized as advocacy in human service contexts, or in educational settings such as public libraries. His extensive and productive practice and significant exhibit record, comprised the portfolio needed for Kline to achieve tenure last year. He was among the group of academics across the country who had to achieve tenure despite, not because of his engaged artistic practice/scholarship.

This is not surprising as Tim Eatman and Julie Ellison, leaders of Imagining America, Artists and Scholars in Public Life, found when they studied this issue in 2008. Eatman and Ellison state: “…tenure and promotion policies lag behind public scholarly and creative work and discourage faculty from doing it. Disturbingly, our interviews revealed a strong sense that pursuing academic public engagement is viewed as an unorthodox and risky early career option for faculty of color.” (Eatman, Ellison, p. iv). For these reasons, their groundbreaking study, and the recommendations they provide, have become a road map for working toward creating tenure and promotion policies that will fairly value engaged scholarship and social practice.

Further analysis has been undertaken by a variety of groups including the Coalition for Urban and Metropolitan Universities which in 2016 devoted an entire issue of Metropolitan Universities Journal. Of particular relevance is Claire Cavallaro’s “Recognizing Engaged Scholarship in Faculty Reward Structures: Challenges and Progress” which begins with Boyer, and builds upon Eatman and Ellison then draws upon subsequent work by Saltmarsh, Sandmann, Giles and others to describe the present landscape. Also of interest is Lisa Krissoff Boehm and Linda S. Larrivee’s article on mentoring junior faculty. There, the authors discuss the key role played by deans at their university who are deeply connected to the community and can therefore facilitating and encourage this work.

Embedded reappointment, tenure and promotion policies that facilitate and encourage publicly engaged work have been established at a number of institutions including Syracuse University. At Rutgers University–Newark, the work has begun. Solicited by the Deans offices, each department has convened working groups that have defined quality engaged scholarship and social practice and have listed criteria so that it can be recognized. These definitions and criteria are under review by the appropriate university committee. This is the first step toward creating policy that we hope will become institutionalized. In addition, a new office of Pedagogy, Professional Development and Publicly Engaged Scholarship (P3) has been created to support graduate student and faculty development. This work will only continue as initiatives like P3 and

the Honors Living and Learning Community (HLLC) develop further. This last is a residential community focused on “Local Citizenship in a Global World” whose inaugural Dean is Tim Eatman.

Kline is deeply connected to the work of HLLC and P3 and co-taught courses under its rubric based on his artwork in which he investigates odd or unexpected subjects such as: (a) a photography series of people sleeping in their cars; or (b) the prevalence of men wearing striped shirts in disaster scenes as depicted by photojournalists; (c) an installation in which he striped an entire former church by flipping over sets of white boards, revealing the brown cedar color underneath; or (d) a collaborative project of books made of glass. The work guides the viewer to reconcile seemingly ordinary objects or situations with socially-charged contexts, and in doing so to engage that viewer in a conversation about difficult topics.

In some cases, like the Glassbook Project, or Shine Portrait Studio, Kline’s “hand” as the artist isn’t present. With Shine, he collaboratively created a portrait photography studio based in downtown Newark, NJ, that reimagines the tradition of local “Main Street” studios as a new and hybrid educational and community- “owned” facility. Davson, accurately related Kline’s intentions for Shine when he stated: “This Portrait Studio builds on the legacy of an emancipated population empowered to construct its own identity and document its own history... and is rooted in the history of Newark and the struggle of the African American community to construct its own identity.” This project imagines a space that attempts to counteract the negative narratives told about Newark from the media and non-residents. It demands that Kline’s artistic gesture is one of facilitation, creating structures of access, and deeply held cooperative spirit with the community.

In the field of contemporary art, social engagement is a common genre. It is embraced by many artists as a means of expression. In many cases, artists embrace it to be more direct in impacting change in the world. Some artists act from a sense of frustration that mere representation of political, social, and other injustices, in the photographic sense, is not adequate or urgent enough. Socially-Engaged Art is progressive, and frequently lives and functions within a public sphere or context that is far removed from the art gallery context. While embraced by the art world, Kline met resistance to this art form from within academia, while on a tenure-track. The message from a Dean was clear: pursue traditional gallery exhibitions, awards and critical reviews, and if this collaborative type work is submitted it wouldn’t be considered for tenure. The standard Form 1-B had not accommodation for this type of work. As a result, Kline pursued a dual track of both traditional exhibitions as well as engaged work.

During his tenure-track process, the Rutgers University–Newark administration changed and Kline found increasing support. Actually, there was an urgency for this type of work from the newly appointed Chancellor Nancy Cantor, who Kline credits for guiding his thinking toward equity and co-building with community partners. As such Kline’s initial proposal shifted from the students doing for people in Newark, to creating a badly needed resource. At the core mission of Shine is a working portrait photography studio that facilitates and supports the expression and self-representation of the Newark, New Jersey community. It is a cutting-edge photography studio with state-of-the-art equipment and technical support free to use for Newark-based artists, photographers, stylists, fashion designers, entrepreneurs, and the entire creative community.

Kline was awarded two course releases to run Shine, and he was allocated equipment and program funds to support the collective work he and his community partners were undertaking.

Community Partnership Development—Fleming

Tamara Fleming is a long-time resident and small business owner in Newark. She is a portrait and lifestyle photographer for corporations, non-profits and small business owners. She prides herself in providing real and relevant images that companies need to reach their target audience. In 2007, under a company she co-founded called FirstEye MediaWorks (dba FEMWORKS), she launched her business in the heart of Newark NJ and spent many years working with the community to create an impact and change the perception of the city.

Fleming works with women and young girls, using the camera as a vehicle to work through areas such as self-esteem, body image, self-confidence including a focus on community. Her program, ExpozHER: Personal Development Through Photography, has been implemented in Africa and Haiti, immediately following the 2010 earthquake which killed over 200,000. She has also for many years captured visual stories of the LGBT community. One exhibit, entitled “Newark Leaders: The LGBTIQ Portrait Project” was launched during the kick-off of Rutgers “Queer Newark Oral History Project” in 2012. The exhibit was a way to see and hear the struggles, passions and unwavering commitment of the LGBTIQ community in Newark. A featured participant of the exhibit, Rodney Gilbert, founder of Yendor Productions, was quoted saying “It wasn’t initially through my sexuality, but my experiences as an African-American male that subconsciously affected me as I discovered coping mechanisms to build my self-esteem. In my adult years, those experiences regarding race in America and abroad became parallel with my sexuality.” (Gilbert, R., November, 2012)

During the presentation at CUMU, Fleming shared a story of her donating her services to support a local organization. In the presentation, she showed a slide featuring a behind-the-scenes clip of a recent photo shoot. Fleming was contacted by a Newark-based non-profit called “Eyes Like Mine”. This non-profit provides services to individuals who are visually impaired. The organization’s founder needed professional photos to support the marketing and branding of its annual event, “Dancing with the Blind”. In the behind-the-scenes (BTS) clip, the Mayor of Newark (who performed in the show), was captured practicing his dance moves with his dance partner during the photo shoot.

Fleming, along with Colleen Gutwein and Tinetta Bell, were all hand-picked, highly recommended community partners who worked with Nick Kline to shape the space and programming for Shine over the course of more than a year. In frequent meetings around the development of Shine, they discussed the program’s purpose and how it supports the Chancellor’s Strategic Plan. Community partners are in place to ensure that the Newark community will reap the benefits of having a state-of-the-art studio in its backyard.

During the planning session, wearing hard hats while walking through the shell of this historic building, the group would share options, thoughts and concerns about the development, knowing that their viewpoint would be heard and considered.

The building is complete. Already a great many powerful collaborations and projects have been created by artists who use the space for both professional, personal and artistic goals. Community partners and the public have access to space, equipment and technical support, as well as access to a growing network of artists, who range from the novice to the expert. The community partners are confident that upcoming programming will inspire the community and bring new artists into the spectrum. To date, Shine has hosted a multitude of artists. Newark fashion designer, Marco Hall has held photo shoots in the studio to the photography. Dr. Deborah Willis has curated a major photography exhibit of deeply engaged work.

Fleming feels her work & contribution as a community partner will provide better opportunities for building authentic and sustainable relationships with the community and the university.

Practice + Teaching + Service = Scholarship—Fischzang

Like Kline & Fleming, through her teaching practice at Rutgers University–Newark and especially in Express Newark, Chantal Fischzang has been able to pursue co-building and social engagement through her practice and teaching. She arrived at RU-N in the Fall of 2012, right after completing her masters at Pratt Institute in Communications Design. First hired as a non-tenure track assistant professor, after her first review, she transitioned to the tenure track and she anticipates applying for tenure in 2022. She focused her thesis on ways to define the design practice through a social lens; a new approach to design—social design.

Social Design, as Fischzang describes it, breeds a new type of designer; one who functions with aptitudes formulated beyond formal training. It can be better understood as an approach to life. Former AIGA & Winterhouse Institute president William Drenttel, in his forward for Andrew Shea's *Designing for Social Change*, describes the activity as "inherently pragmatic and results-oriented, simultaneously humble and ambitious, and fundamentally optimistic and forward-looking." (Shea, Drenttel, p. 06-07).

Andrew Blauvelt, former Director of Graduate Studies and Chair of the Graphic Design Department at the College of Design in North Carolina State University, explains the concept further, in his article "Towards Relational Design," published in the *Design Observer*. The designer of today must become an enabler and catalyst of action/experience/thinking/feeling inspiring action through open-ended platforms of participation. He also acknowledges that the audience member (of today), in turn, is "a social being, one who is exhaustively data-mined and geo-demographically profiled," (Blauvelt, 2008) and is the vessel, as Fischzang concludes, that should guide our problem-solving process and solution seeking direction.

In the years since the completion of her thesis, Chantal Fischzang continued to dedicate her work to the notion of social design, involving her clients, audiences, partners & students, into co-building design solutions in both her professional practice and her academic career at RU-N. She integrated Human-Centered Design (HCD) principles into her practice and teaching. HCD is a holistic approach that infuses the design process with both empirical and empathic research, untraditional field-work, and experimentation to understand people's behaviors.

The HCD model is predominately employed and put forward by Stanford University's d.school, and adapted into a business model called Design Thinking, by professor David M. Kelley,founder of the prominent design consultancy firm IDEO. It allows designers to articulate the problem as well as a solution, through combining creative principles with sociological fundamentals, in order to design deliverables that satisfy a people-first work ethic.

The mission of Design Thinking, as expressed by Kelley's partner and IDEO's CEO Tim Brown in his book *Change by Design*, is "to translate observations into insights and insights into products and services that will improve lives." (Brown, p. 49)

Through this type of practice Fischzang has engaged in projects that improved her design-making and education practice. Not only did these projects raise public awareness of social justice and environmental responsibility through design, but through the projects she has strategically explored the way those topics, values and methods can be applied in her classroom.

Practice

One of the most important aspects of Fischzang's professional development has been the collaborative process. Human-centered design processes tend to be more effective when corroborated by a collaborative dialogue. This linkage between socially engaged design and collaborative practice has become more and more relevant in recent years. Bruce Mau, a key innovator in the realm for social change through design, has stated in his book *Massive Change,* that "design is the human capacity to plan and produce desired outcomes." That planning and production of outcomes is better founded and more democratic when it is informed by a collaborative and/or participatory process with the audience.

He also states that collaboration is necessary because "the space between people working together is filled with conflict, friction, strife, exhilaration, delight, and vast creative potential." Highly charged social issues are best addressed in design through a process of thoughtful exchange among designers and experts from other fields. Cited by Stephen J. Eskilson in his book *Graphic Design, A New History,* in a section about the new "Citizen Designer," Mau proposes "a new commitment to cross-pollination and collaboration…" (Eskilson, p. 417), as a model for cultural transformation.

Collaborative design practice with a human-centered approach is how Fischzang defines her journey towards tenure and promotion.

For the past five years, Fischzang's work has been mostly collaborative. Fischzang is co-founder of IntraCollaborative (Intra), a partnership of 5 practicing designers and educator that came together based on a strongly shared belief in design as an agent of change and they continually look for ways to extend the principles of their academic pursuits into local environments and communities, working jointly to unravel complex issues and develop design materials aimed at social education and reform.

With Intra, she has worked on various publicly funded and pro bono projects around NYC. Through this work, as well as part of other collaborations, Fischzang has received various design

awards, grants and has exhibited her work at the Cooper Hewitt Smithsonian design museum.

Practice + Teaching + Service

At RU-N, Fischzang found a clear intersection and productive exchange between her career focus, her role in the classroom and her service to the community, through service learning. Therefore, she continued to investigate ways in which social contexts can be applied to the fundamentals of graphic design: image, word and message-making through different mediums. In class, as it is in the practice of design, the process is as important as the final solution. Fischzang asks her students to stress the relevance of how their process has allowed them to discover what the result is going to be as opposed to working towards a pre-established outcome. Ultimately, this prepares students to find a way to align their future clients' goals with their own responsibility towards the audience.

In 2007, Katherine McCoy, co-chair of the graduate Design program for Cranbrook Academy of Art, and best known as one of the apostles of Postmodernism and New Wave in communications design, was also cited by Eskilson in his *Citizen Designer* segment. She condemns the fact that many design programs have trained students to suppose that "political and social concerns are either extraneous to our work, or inappropriate." In her essay *Rethinking Modernism, Revising Functionalism*, she further points out that "deeper concerns" that shape her design work and philosophy, are "the audience's interpretation and participation in the construction of meaning." (McCoy, p. 49)

Encouragingly for Fischzang, her experience bringing in these concepts, has been well-received at RU-N's Arts, Culture and Media Department, where Fischzang's teaching has served as a platform to apply her practice. Since her arrival, her intention has been to reshape design education by ensuring that students understand the significance of context in their work as well as the way formal, conceptual and theoretical aspects are applied.

Based on AIGA's *Designer of 2025* report, design students must be prepared to consolidate the demands of multiple stakeholders, while assessing the impact of their work on socio-cultural environments. Emily Gosling, senior editor for AIGA's *Eye on Design*, writes "What that essentially boils down to is accountability: designers now more than ever need to justify their research and outcomes, and be aware of potential issues around representation, interpretation, and dissemination of products and images." (Gosling, 2017)

Consequently, Fischzang has worked to define how social design proves to share an inherit connection between design practice, teaching, and community engagement. She has further explored this relationship by applying these notions to senior courses and the content for the student's BFA portfolio exhibition. Her system has involved design thinking as a methodology that focuses on a human-centered approach to design-making and empathy as a strategy for students to understand how people feel to move them through their work.

For instance, a student who was in the process of defining her capstone project—the content for her exhibition—was suffering from anxiety to the point where she was paralyzed and could not produce. She was visiting the Campus Counseling Center and they encouraged her to continue

working without having to define the work. Fischzang and the student defined this process as "mindless making." Fischzang advised the student to make use of this experience and create promotional materials for the counseling center by employing the same approach/effect. As a result, the student created a campaign called Relief Project which involved a series of posters that engaged the audience into the physicality of the poster, to participate in the making of it and contribute to its meaning. As the audience (students) participating in threading, coloring and a tearing (reductive collage) of the posters, they actively covered the word "anxiety," and all that was left was the word "relief."

Practice plus Teaching plus Service equals Scholarship

Chantal Fischzang considers herself "a beneficiary of a new environment at RU-N that recognizes the value of this [publicly engaged] pursuit." Professor Ned Drew, the Director of the Design program at the ACM department, and one of the spearheads of the initial conception of Express Newark, drew both Fischzang and their colleague, Jennifer Bernstein, assistant professor of design, into building a framework for service-learning Their partnership sought to create a program that could engage design students with the Newark community. Together they co-founded two partner programs at Express Newark: The Design Consortium & Visual Means. These programs are part of the ACM department's Graphic Design curriculum. They are design courses that function as design studios where graphic design students, partake in real-world problems and offer design solutions for community organizations, researchers, activists and educational institutions in Newark and beyond.

The Design Consortium's inaugural project at Express Newark was the Express Newark identity system. This is a project exemplifies the complete dynamics of their collaborative process - clients become their partners and students and faculty work together as a team.

The Express Newark branding process immersed the Design Consortium into four semesters of identity development, in which faculty took turns to tackle specific components of the project during each semester. Fischzang and Bernstein first offered a collaborative brainstorming workshop where all stakeholders (faculty, staff, students and community members) contributed to the initial concepts for the identity. The next phase involved establishing a visual concept through branding, led by Jennifer Bernstein. The following semester, Ned Drew's class refined the logomark concepts and extended them into a cohesive brand system including a robust brand guideline publication and an initial phase of the building's signage that was later fully addressed by Bernstein's second term in the process. Later, Fischzang led her class into applying the brand system into marketing extensions such as stationery, custom merchandize, communication materials, social media implementation and participatory executions, including elements for the EN opening that allowed for the public to engage in a reflection of the EN identity.

Fischzang and Kline were part of a faculty committee that wrote the criteria for tenure committees to review engaged scholarship. Fischzang will be the first faculty member in the ACM department to test this new definition. Through Express Newark, the university is embracing and defining community engaged scholarship by supporting faculty, like Kline and Fischzang, to make use of the arts to communicate with/for/about the community.

Conclusion

In a very real sense, Express Newark is a fulfillment of the university's public mission. University leaders at Rutgers Universities–Newark have played an essential role in supporting faculty who are interested in publicly engaged scholarship through a number of key efforts. For the faculty in the arts the investment in building Express Newark at a site that was outside the footprint of the university, and in a public building, was perhaps the most definitive. In the addition to the custom-built space, the Chancellor's office funds an operating budget for the project which pays for programing and staffing. Members of the leadership team have partnered with faculty and community members in fundraising and grant writing. The Express Newark team is continually brought in to talk at important events with key stakeholders in education such as the Anchor Institution Task Force, donors, alumni, and the Middle States Commission. The Dean's office and the HR office have worked extensively with us to imagine structuring positions in a way that supports our work, and at the same time that works for community artists who work as teachings artists, preparators, and gallery attendants. The legal and procurement arms of the university have worked with us to imagine new forms of contracts that are appropriate for artist residencies of varying lengths. In this way, they are supporting community members who are interested in collaborating with faculty to produce publicly engaged scholarship and building trusting relationships with the university.

A key part of building trust between the university and the community was to hire a community co-director, a key step in assuring the community that the university was serious about creating equitable and meaningful partnerships. When Davson first joined the team, he was engaged to provide a reality check for the project. Specifically, he matched the goals with outcomes and perceptions. He was to write a report, which would culminate in a mission statement for Express Newark. Davson's report was undertaken with Bell and Schaper Englot assessing the capacity of local arts organizations who might be potential community partners in Express Newark. As the research for the report progressed it became clear that in order for Express Newark to be believed as a third space by the Newark arts community, the partnership would need to extend to the leadership. As co-director Davson has a direct impact on ensuring equity is more than an abstraction at Express Newark. One of the most significant aspects of the project is that the university is transferring wealth and agency and in doing so, shifting power to members of the community who understand how to most effectively deploy those resources. Davson has been hired for an extended period to serve as the co-director of Express Newark and is a true partner in personnel and programing decisions that shape the budget. Each and every day he and Schaper Englot engage in meeting with community artists, activists and organizations who wish to create programing and partnerships in Express Newark. They also meet with faculty and students to discuss future projects and the strategic direction of different initiatives. In a short period of time Express Newark has developed into a vital part of the arts ecosystem awarding sub-grants, honoraria, and stipends to artists-in-residence, employing artists as cultural workers teaching, curating, administering projects. Daily we collectively work to fulfill the promise of our mission statement.

> Express Newark is a conceptual framework and an interdisciplinary learning space where artists and community residents collaborate, experiment, and innovate in partnership with Rutgers University–Newark faculty, staff, and students to engage in creative practice, foster democratic dialogue, and promote positive transformation.

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Community Schools and the Role of University-School-Community Collaboration

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Abstract

Public school districts are locally controlled and funded through local property taxes. Funding schools this way perpetuates structural inequities in poorer school districts and as a result, students living in poverty have minimal access to critical resources that support student learning. Community schools are resurfacing in many of these urban spaces as a mechanism for addressing the systemic and structural inequities plaguing students, schools, and communities. Advocates posit that increasing student achievement requires addressing the needs of the whole child; conceptualizing schooling through this lens offers an expanded vision of what public education needs to be for many of today's children. This paper aims to improve our overall understanding of community schools and highlights specific actions taken by community organizations and higher education institutions to create meaningful partnerships with public schools operating as community schools. The authors posit that collaborative and organically developed, grassroots relationships have the potential to alter the traditional dynamic between internal public school employees and external stakeholders, leading to school, student, and community transformation.

Keywords: Community partnerships; integrated student supports; school-community transformation

Introduction

Quality education has the potential to promote social and economic mobility for some of the nation's most disenfranchised students. Unfortunately, not all systems are equal and worse yet, equitable. Affluent parents have access to schools and resources that children on the lower end of the economic spectrum do not, creating a growing divide academically and in the long-term, economically (Garland, 2013). The quality of education students receive largely influences their occupational choices and subsequent income level (Hochschild, 2003). Fortunately, evidence suggests that high-quality schools are enough to significantly increase academic achievement among the poor (Dobbie & Fryer, 2011), making it more likely for students to pursue post-secondary educational opportunities and improve their life trajectories. This is particularly salient for schools advancing a community-focused approach, because they mindfully address the effects of poverty and other out-of-school factors that contribute to gaps in student learning and achievement (Fehrer & Leos-Urbel, 2016). Full service community schools provide children with equitable learning opportunities, manifested through a strategy that addresses the needs of the whole child. Students and families receive a comprehensive, integrated, and coordinated range of academic, health, and social/emotional services that supports improved outcomes for underserved children.

Currently, there are over 5,000 community schools operating across 44 states and the District of Columbia, serving over five million students, and the numbers continue to grow (Coalition for Community Schools, n.d.). Given the increasing popularity of community school initiatives as a community and education reform strategy, it is important for community-based organizations (CBOs) and institutions of higher education (IHEs) to improve their overall understanding of community schools and the services they provide. By doing so, they are better suited to offer resources to scale such initiatives. The purpose of this article is twofold; the authors provide a description of what a community school is. A detailed example follows of how researchers from one institution of higher education (Drexel University), and one community-based organization (Communities in Schools Pennsylvania) created a meaningful partnership to support a community school initiative in Pennsylvania. This information was part of a presentation given at the Coalition of Urban and Metropolitan Universities (CUMU) 2017 Annual Conference in Denver, Colorado.

What Are Community Schools and Why Do We Need Them?

Carefully designed educational programs with comprehensive school facilities are oftentimes absent in high-poverty school systems serving economically disadvantaged areas (Min, Anderson, & Chen, 2017). Deteriorating physical spaces, lack of relevant technology, and dated instructional resources are some of the challenges these schools face. As such, students attending under-resourced schools do not have the same opportunities to thrive academically and socially as their more advantaged peers. Reforming public schools and their surrounding communities continues to be a central strategy for mitigating the effects of poverty on students' well-being and academic performance in school (Biag & Castrechini, 2016). Scholars and practitioners posit that schools offering direct services to address the needs of the whole child have a far greater influence on students' ability to perform well in school (Ladd, 2012) than singular reform initiatives situated in standards and standardization.

Not a new phenomenon, community schools are resurfacing in urban communities as a mechanism for addressing the multitude of challenges high-poverty schools and communities face. These schools leverage partnerships between the local school and community, and positively alter relationships between the school, families, and the community, more generally (Fehrer & Leos-Urbel, 2016). Large-scale community school initiatives are occurring in Chicago, Tulsa, and Oakland, and the mayors of New York City and Philadelphia have publically pledged support for scaling community schools in their respective cities (Fehrer & Leos-Urbel, 2016). Furthermore, recently enacted federal law (Every Student Succeeds Act [ESSA], 2015) includes the Full Service Community Schools program and other important provisions that advance community school strategies. Moreover, the law includes accountability measures that extend beyond academics and supportive programs such as the 21st Century Community Learning Centers and the Promise Neighborhoods (Roche, 2015).

Although a step in the right direction, more is required to support these types of endeavors. It is important to capitalize on the rare, bipartisan compromise ESSA rendered and for policymakers and reform advocates to reconfigure what an equitable education looks like, and community schools are just the strategy to do this. The Coalition for Community Schools describes a community school as:

> Both a place and a set of partnerships between the school and other community resources. Its integrated focus on academics, health and social services, youth and community development, and community engagement leads to improved student learning, stronger families, and healthier communities. Children and families have an array of supports from community partners' right at their school. Communities and schools leverage their shared physical and human assets to help kids succeed (www.communityschools.org).

Working from this definition, the authors delved deeper into conceptualizing the ultimate purpose of education and identified how equity fits within that context. We view equity from the vantage point of student learning and development, as opposed to scores on high-stakes testing, or accountability. Jordan (2010) stipulated that given the "overlapping and intersecting social policy arenas that affect education, the educational system cannot be fixed from within" (p.157). Instead, broad-based approaches that address the overall needs of children (health, social/emotional, expanded learning), and the community must take the lead. The community school reestablishes the school as the center of the community. It provides community residents access to programs and services they otherwise do not have. Community schools embody an equity strategy, removing barriers negatively influencing the well-being of students and families. The services offered give students and families' opportunities, thus addressing the larger inequitable systems they contend with on a daily basis.

According to Angus (2009), it is important for policy and reform movements to support "schools forming respectful linkages with their communities, and embedding themselves within them, if they are to make a positive difference for currently less advantaged young people" (p. 40). Growing recognition that problems occurring in distressed communities have direct implications on students, families, and schools served as the genesis for this piece. The authors posit that full-service community schools can serve as the much needed, systems-wide reform aimed at engaging school and community resources. Such collaborative and mutually beneficial partnerships might promote student, family, and community development.

Exemplar Community School Initiatives

Community schools are operating across the United States and have been for well over a decade. Examples include, but are not limited to, The Children's Aid Society Community Schools, United Way Community Schools, and University Assisted Community Schools (see Bronstein & Mason, 2016; Frankl, 2016; Lubell, 2011 for a comprehensive list of community school exemplars). Each is committed to improving educational outcomes for children by offering essential supports that promote learning and have an explicit focus on the relationship between the school and the community. Funding and operations unfold differently in each community school, and each emphasizes different implementation priorities. However, they do have a shared vision for what an equitable school looks like and offer learning opportunities for IHEs and CBOs interested in involving themselves in the work.

The Children's Aid Society

The Children's Aid Society (CAS) has had a longstanding relationship with the New York City Department of Education and currently operates twenty-two community schools throughout the

city. Bronstein and Mason (2016) report that CAS community schools follow a lead agency model, with CAS "serving as both a provider and broker of supports, services, and opportunities" (p. 56). In lead agency models, the community partner serves as the lead agency, providing the school with a community school coordinator who works jointly with school leadership to coordinate and maximize the array of services and service organizations funneling into the school and the local community. The lead partner manages any additional partners. Children's Aid Society community schools place a heavy emphasis on parent-engagement programs, and provide in-school parent resource centers staffed by trained parent coordinators. The coordinators engage in outreach with other parents and offer adult education classes and leadership institutes. This level of collaboration offers parents opportunities to become "funds of knowledge" (Heers, Van Klaveren, Groot, & Maassen van den Brink, 2016, p. 1023) in their community schools, and increases the presence and activity of those traditionally alienated from the school. Empowering parents to lead and train other groups of parents makes use of the cultural resources parents from different backgrounds bring into schools.

Each CAS community school looks different, but they all deem five critical elements necessary for success: (a) a strong instructional program; (b) solid professional capacity; (c) close parent-community-school ties; (d) a student-centered learning climate; and (e) leadership that drives change (http://www.childrensaidnyc.org/programs/community-schools). The Children's Aid Society, through the National Center for Community Schools, also serves as a technical assistance organization for districts, schools, and community partners engaged in the work of community schools.

United Way Community Schools

The United Way is involved in community schools in multiple ways throughout the United States. In some instances, the organization operates as a funder or intermediary organization and in others as a lead agency. The Coalition for Community Schools identified the United Way of Greater Lehigh Valley in Pennsylvania as an exemplar in their community school approach. The agency works with four school districts in the Lehigh Valley, providing a fulltime community schools director and agency support to each community school. Each United Way Community School coordinates on-site medical and dental services, school supplies, on-site vision services, a food bank, clothing closet, and housing resources to over 8ooo students and their families, with a particular focus on increasing third grade reading scores, Kindergarten readiness, and successful high school transition (http://www.unitedwayglv.org/see-the-impact/education/community-schools).

University Assisted Community Schools

Pioneered by the Netter Center for Community Partnerships at the University of Pennsylvania, University Assisted Community Schools (UACS) engage with K-12 students in "community problem solving that is integrated into the school curriculum and extended day programs" (Lubell, 2011, p. 15). The program engages students and community members by offering their programs in West Philadelphia schools (https://www.nettercenter.upenn.edu/). Bronstein and Mason (2016) note that UACS provide the type of service linkage between schools and communities that enhances the quality of life in the community while simultaneously improving

the teaching, research, and service at the university, a mutually beneficial partnership. There are numerous UACS programs operating throughout the nation and each have different needs and resources.

Exemplary community schools also exist at the district, city, county, and state levels across the United States. Frankl (2016) highlights the ongoing community school movements occurring in districts in Austin, TX, Baltimore, MD, the city of Portland and Multnomah County, OR, and in the state of Kentucky. Each of these sites report sustainable and transformational results.

While community school strategies take different implementation approaches, there are multiple whole-child, research based strategies that are common amongst them. Frankl (2016) stated that effective community school initiatives offer culturally relevant curricula, including project-based learning that tackles community-specific issues, and high-quality teaching that utilizes student data and choice to guide instructional decision-making. Students and families also receive wrap-around services offered before, during, and after school to help develop personal competencies. Teachers and administrators adhere to positive discipline practices that include restorative justice techniques, and engage in authentic parent and community engagement that provides leadership and adult education opportunities for families. Finally, community schools operate under the mantra of inclusive school leadership. At the helm of a community school is a principal who embraces leadership actions of students, families, and community members. The principal understands the importance of giving essential stakeholders a voice in decision-making that influences the scaling of community school initiatives. Community schools implementing these strategies can reduce risky behavior, lower the dropout rate, and increase the academic performance of their students (Heers et al., 2016).

Conceptualizing community schools as equity strategies will transform the local school and neighborhood, and provide students in under-resourced places with opportunities that support their success. Obviously, this requires strong, collaborative partners. Community-based organizations (CBOs) and institutions of higher education (IHEs) see the local neighborhood school as the core institution for community engagement, and as such can provide them with resources to advance their coordinated work. The following section describes how two such separate entities came together to support the community school strategy in one Pennsylvania district.

University and Community Based Organizations Partnering to Advance Community Schools: The Drexel-Communities in School Effort

The Coalition of Urban and Metropolitan Universities (CUMU) 2017 Annual Conference, the Urban Advantage, provided the perfect venue for researchers from the School of Education at Drexel University and leaders from Communities in Schools Pennsylvania to present their coordinated efforts to create meaningful partnerships with public schools operating as community schools. The collaboration developed from a Drexel-sponsored research initiative in one Pennsylvania district, the Pennsylvania Community School District (PCSD). Communities in Schools Pennsylvania was serving as a lead partner for several schools in the district, and soon a synergistic relationship emerged. Preliminary results from the research study (discussed below)

led to coordinated efforts to support and scale community schools across the district. Here are some lessons learned.

Research Approach

Researchers from the School of Education at Drexel University engaged in a multi-year, multi-site case study across five community schools in a large urban district in south central Pennsylvania, the Pennsylvania Community School District (PCSD). The district has a long-standing commitment to community school development and implementation, hence the reasoning for its selection. The researchers sought to explore the community school phenomenon through an investigation of the relationships, both within the school, and between the school and outside partners. Drexel scholars emphasized the distribution of challenges and opportunities associated with community school implementation. Two research questions guided this study:

1. How are community schools implemented across five PCSD school sites?
2. In what ways are development and implementation efforts connected to systems-level goals for student and school improvement?

Methodology

Data collection began in July 2016 and is ongoing. The researchers relied largely on interviews from a purposeful sample of community school leadership, including the superintendent, five central office administrators, five building level principals, and five community school directors. Moreover, they completed interviews with teachers and representatives from nine community service organizations. In addition, the researchers conducted focus groups with two parent groups. They also collected district documents, including parent survey data, attendance and behavioral data, and teacher turnover data.

Data analysis is ongoing, however early themes related to the role of universities in supporting and scaling community school efforts emerged, and the authors discuss these findings below.

PCSD Community Context

The Pennsylvania Community School District (PCSD) is a large, urban school district, home to demographically diverse residents of different racial, ethnic, linguistic, and cultural groups. Over ninety-percent of students qualify as free or reduced lunch, and a majority of students identify as Hispanic (any race). According to the most recent Pennsylvania School Performance Profile data, the number of students receiving special education services at PCSD exceeds the state average. Furthermore, the number of English Language Learners (ELLs) at PCSD greatly exceeds the state average. The district is home to nineteen schools, five of which function as full-service community schools (Washington Middle School, Adams Elementary School, Jefferson Elementary School, Madison Elementary School, and Monroe Elementary School).

Community school implementation varies across each of the five sites. Each school adapted the process to meet local context. The PCSD community schools did not emerge overnight. Most began as an after-school program led by a community partner (i.e. Boys and Girls Club, United

Way), and scaled up overtime to include health and mental health services, food security programs, dental programs, adult training programs, and other comprehensive services to support and engage families. Participants estimate that it takes approximately seven years to fully implement and scale strategies that positively influence school climate and offer students the range of services needed to be successful in school.

Preliminary Finding Relevant to CUMU 2017: Gaps in Research and Evaluation of Community Schools

Commonalities regarding how universities can support and scale up community school initiatives emerged across all five sites, specifically in areas related to research and evaluation. Participants, namely the building administrators, expressed an interest in collaborating with faculty at institutions of higher education to coordinate evaluation efforts. Community school strategies encompass a wide array of services. Pinpointing how to measure their effectiveness on a host of indicators is incredibly challenging and the task may lie beyond the scope of the principal and community school director's workload or expertise. This is especially important in the current high-stakes testing era characterized by unrealistic accountability standards and dwindling funds. Furthermore, because full-service community schools rely on non-education funds, grants, and other nonprofit contributions, information related to their effectiveness is necessary for inclusion in future funding applications.

Although findings from the research are limited at this time, it is evident that high-quality research and evaluation of community school initiatives can serve as the mechanism for university researchers to engage with their local community schools. Each principal they interviewed, along with the superintendent of schools and the community school director, indicated funding was a real issue for community school implementation and scaling efforts, including evaluation. Faculty experts at IHEs should seize this opportunity to work closely with the school to develop evaluation plans, which could subsequently lead to published works advancing community school funding support. This is especially important in Pennsylvania, which lacks a fair funding formula. Pennsylvania ranks 46th in the nation when it comes to the state's share of education funding. The state relies entirely too much on local funding for schools (Education Law Center, 2017). Frankl (2016) urges that policy related to community schools should "explicitly outline that any new schools function as community schools…or, that every school with a specified percentage of students below the poverty indicator receive funding for a community school director" (p. 10). For this to occur, IHEs have to engage in meaningful interactions with the local schools in their area.

Interacting with local schools in a mutually beneficial manner provides faculty at IHEs opportunities to conduct seminal research, evaluation, and policy development related to community schools. Faculty and school leadership can collaboratively identify particular areas of need, a critical step if the partnership is going to be meaningful and positive. Because community schools receive offers of assistance from various community partners, it is important for universities to work in tandem with district and school leadership to offer coordinated services that both entities find meaningful and relevant.

Communities in Schools Pennsylvania: Support from a CBO Communities in Schools (CIS)

Pennsylvania serves as the lead agency in four PCSD community schools. The organization is committed to providing students with a community of support intended to empower them to stay in school. Each school has a school-based coordinator who connects students and families with community resources in the school. Through programming, and the work of a CIS coordinator, the organization leverages community resources that meet both the academic and non-academic needs of children in PCSD schools. According to Bronstein and Mason (2016), the primary elements of the CIS model include:

> A site coordinator assessing the needs at the beginning of the year, the use of evidence-based community resources, a public health model with two levels of prevention/ intervention services, and a constant monitoring and adjustment over the course of the year to ensure service delivery is driving outcomes (p. 104).

Communities in Schools is dedicated to including integrated student supports into the school, making them a sound partner for a lead agency in community schools. The level of services offered adhere to the Early Warning Indicators to support students' success and situated in a three-tiered system (see Figure 1). Tier 1 are the school-wide services available to students to foster a positive school climate. They are short-term interventions provided on an as-needed basis. Examples include school-wide anti-bullying programming, or college and career events. Tier 2 services occur in a group setting with students who have common needs, attendance improvement programs or academic tutoring interventions, for example. Finally, CIS site coordinators case-manage students who receive Tier 3 services, and provided them with direct services such as academic interventions, behavioral interventions, and/or crisis interventions.

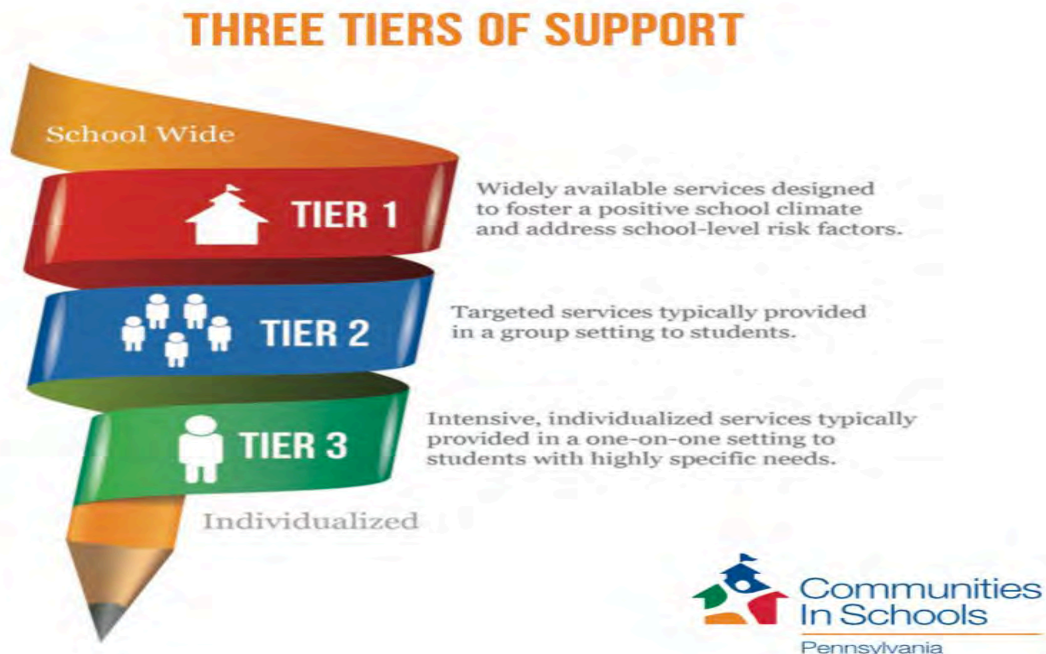

Figure 1: Communities in Schools (Pennsylvania) Model

Significance of Efforts

Drexel researchers and leadership from CIS continue to work together to uncover obstacles and challenges to community school initiatives in PCSD. For example, Drexel faculty found school leaders attributed a large part of the organic development of the community school with the work of community partners like CIS. Community-based organizations tend to have a stronger connection to the immediate needs of the community and serve as mediators between marginalized populations and institutionalized structures. This is particularly important in PCSD because most teachers and district employees live outside district boundaries. Prior to community school implementation, they had little presence in the community outside their respective schools. This in no way discredits the hard work and dedication of PCSD staff to their students and families. Rather, it calls attention to an overlooked fact relevant for schools looking to increase their level of engagement with parents and the surrounding community.

Annie, for example, a former community school director, stated that she needed to "create after school programs that were going to lure children and families into them." She emphasized that asking the kids and the parents was easy for her because she is a lifelong resident of the neighborhood. People trusted Annie in a way that they did not trust school employees at the time. This is important information for the district and CBOs to know as they develop parent and community engagement efforts. Sally, a current community school director, indicated that she and her principal are invested in efforts to shift staff's perspective about parent engagement and have been doing "a lot of work around understanding poverty, trauma, and racism because those are factors in what our students bring with them to school." As these anecdotes demonstrate, a relationship between a community school, the community agency that supports it, and an institution of higher education wanting to evaluate it, leads to opportunities that support their respective agendas and their shared vision for advancing equitable community school approaches.

Conclusion

Accountability measures over the past two decades have primarily focused on school improvement efforts and outcomes, devoid of meaningful collaboration with community partners and families that target whole-child development. Collaboratively engaging with community schools at PCSD offered insight into how IHEs and CBOs can change the reform dialogue to one that advances genuine community partnerships, and supports a shared sense of responsibility for student success. Researchers from the School of Education at Drexel University and Communities in Schools Pennsylvania posit that community schools are a principal strategy for overcoming the devastating effects of poverty. IHEs and CBOs have an interest in supporting community schools in a way that makes the most sense for all involved. Communities in Schools as lead partner, coupled with concurrent research endeavors by faculty from the School of Education at Drexel University provided space for both entities to engage in meaningful collaboration focused on how to best support the community schools at PCSD. The partnership clearly advances individual (IHE, CBO, PCSD) interests, but more importantly it signifies the collective power groups have to advance shared short and long-term goals for community schools.

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Direct Care Workers Pathways Program: A Strategy for Seamless Academic Progression

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Abstract

Nationally, there is a great demand for systems that meet the needs of local employers as well as develop tools and training for their incumbent workers. Concurrently, demand for healthcare professionals is growing and projected to continue for the next decade. Worcester State University created the “Direct Care Workforce Development Program” to offer a pathway for nontraditional-aged students in direct care positions to advance to higher-level jobs with family sustaining wages. Direct care workers (DCWs) (e.g., patient care assistant) encounter challenges in a quest to continue their education. They may be non-native speakers, lack a foundation in basic numeracy skills, or lack experience with technology. Therefore, DCWs require many support services for success in professional health-studies programs. In response, a partnership emerged between an urban medical center, state university, and labor union to provide academic pathways for DCWs to progress in careers through higher education. Two cohorts of DCWs from the medical center enrolled in the program, which provided courses totaling nine college credits. Career maps, containing action steps towards goals, and individual coaching helped DCWs define their aspirations. Many workers who completed the program matriculated into two and four-year professional programs, while others plan to do so in the future.

Keywords: Nontraditional students; academic partnerships; academic pathways; intrusive advising; incumbent workers; healthcare professionals

Introduction

Nationally, the demand for direct care workers is growing rapidly. Experts expect this growth to continue for the next decade at a much faster rate than other professions (The Lewin Group, 2008; Occupational Outlook Handbook, 2017). Direct care jobs, for the purposes of this paper, are defined as certified nurse assistants, medical assistants, homemakers, personal care and home health aides, and Licensed Practical Nurses. These jobs represent the front line of health care delivery in communities and offer entry-level access points to health care careers for many adult and traditional-aged students who aspire to advance to higher-level jobs paying family sustaining wages. Students interested in healthcare careers often begin in non-credit training programs and, with a modest amount of post-secondary training, can progress along career pathways to higher-level careers in allied health and nursing.

However, the workforce that seeks these jobs presents many challenges (Khatutsky, Weiner, Anderson, Akhmerova, & Jessup, 2011). Candidates may not be fluent in English, may lack a foundation in basic numeracy skills, and have little or no experience with the application of technology as a tool for health care delivery. A strong cultural awareness of the communities these students seek to serve can offset these deficits. Therefore, this workforce presents both

challenges and opportunities, requiring an array of support services to become ready for success in job training programs.

Creating a true workforce on-ramp, benefitting both current and prospective workers in need of basic skills training, to prepare for entry into and retention in the direct care workforce, requires considerable work. It begins with forging career pathways from the local community that lead to job-training programs and on to credit-bearing degree and certificate programs at community colleges. An additional area of consideration is the high turnover rate among the direct care workforce (Bowers, Esmond, & Jacobson, 2003), which affects the quality of patient care and increases the cost of workforce acquisition and training (Brannon, Barry, Kemper, Schreiner, & Vasey, 2007). New approaches to the development of workforce pathways, transferrable credentials, consistent definitions of core competencies, and supportive leadership training are necessary to motivate and support the entry-level workforce to persist in their current jobs and progress to other opportunities in the healthcare field (Alexander, Wegner, & Associates, 2004).

Direct care jobs represent entry-level access points to higher education for many adult and traditional-age students (Institute of Medicine Committee on Future Health Care Workforce for Older Americans, 2008). Curriculum and career pathways, based on industry-validated job competencies, consistent across the taxonomy of direct care jobs and health care delivery settings, are necessary to develop and sustain the direct care workforce pipeline. Such pathways, codified in standards and regulations, can provide for portability of job competencies (knowledge, skills, and abilities) among different entry-level training programs and jobs. It may also provide for alignment of outcome expectations between education and employer partners. This framework can allow seamless progression of both traditional-age and adult learners from foundation skills training, such as English language and numeracy, through entry-level workplace skills into college-level certificate and degree programs leading to sustainable, living wage careers. It will also offer the flexibility to provide students with options for entry, exit, and re-entry points along the education/career pathway.

Development of such an aligned curriculum and career pathways system requires collaboration across community-based training organizations, higher education institutions including community colleges, employers, labor organizations and industry associations. The community college system has made considerable progress in developing stackable and accelerated programming for high demand industry sectors, including healthcare, through credit bearing certificate and degree programs. However, opportunities exist to expand the transferability of credit between non-credit and for-credit programming.

Just as credit transfer is a priority for students who progress from 2-year to 4-year programs, it is equally important that non-credit training “stack” for-credit coursework, certificates and degrees. This approach provides portable building blocks and seamless academic progression that reinforce student learning outcomes and progression to higher levels of education and careers. These clearly articulated pathways, stackable credentials, and complementary support services that align and reinforce the partnership between levels of the direct care/allied health career ladder are strategies that reinforce student retention, completion, and worker progression in direct-care careers.

Partnership and Project

Worcester State University (WSU) along with University of Massachusetts Memorial Health Care (UMMHC), the largest employer in Central Massachusetts, and the State Healthcare and Research Employees' Union (SHARE), which represents the direct care workers (DCWs) of UMMHC, collaborated to develop and implement an innovative educational program. The partnership designed this program to provide seamless academic and career pathways for DCWs to progress in their careers through higher-levels of education provided by the university on UMMHC campuses. With nearly 13,000 employees, UMMHC is the largest and most comprehensive health care system in Central and Western Massachusetts. UMMHC faces difficult challenges as a complex multi-institutional system in developing and maintaining opportunities for employment and career growth for the people of Central Massachusetts. UMMHC employs over 1,000 DCWs.

The designers of the program discussed in this paper intended to build a DCW pathway that allowed a seamless progression of students from foundation skills training through college level certificate and degree programs leading to sustainable, living-wage careers. This program offered flexibility for students, through options for entry, exit, and re-entry points along the education/career pathway. The project provided a seamless academic and career pathway for DCWs to progress in their careers through higher-levels of education.

Project objectives included: (a) plan, develop, and implement a DCW Readiness Certificate delivered by WSU on the UMMHC hospital campuses to two cohorts of 20 students; (b) develop effective academic success and retention strategies for students in the program; (c) increase the number of DCW in Central Massachusetts on a seamless pathway to career advancement; and (d) demonstrate positive impact on DCWs. This last objective would document decreased employee turnover, increased retention, increased employee engagement, increased worker commitment to quality, and improved job satisfaction.

To meet the objectives, participants developed four research questions as follows:

1. What role did support strategies implemented as part of program play in academic success and retention of first two cohorts?
2. Will the increased accessibility and support provided by a worksite approach for DCW education promote an increase in the incumbent workforce able to advance their education?
3. What are the identified barriers to enrollment and incentives to persist in the program?
4. Will increased accessibility and flexibility provided by this approach combined with student-support services and advising/career-coaching promote successful completion of the program?

Major Activities

Major activities of this project included:

- Development and use of new/returning students support services including intrusive advising and career coaching by WSU faculty on the UMMHC campus;

- Diagnostic testing, (e.g., Accuplacer for math and reading and tutoring;
- A Strategies for Academic Success (SAS) course to build college readiness skills for DCWs, establishing a positive learning environment, building supportive connections among newly-enrolled adult students, and promoting confidence in the student's ability to achieve academic success.
- The project designed SAS to equip students with knowledge and resources to meet program expectations and achieve academic outcomes;
- An online tutorial to assist students in gaining the needed skills for college-level writing and grammar;
- HE 400: Interpersonal Communications course, which incorporates soft skills into DCW curriculum. These skills include, but are not limited, to communication, conflict resolution, communication within teams/groups, and professionalism; and
- HE240 and 242: Perspectives on Writing and Learning from Experience I and II.

Through these learning activities and support systems, students were able to earn up to 27 college credits in all: nine credits earned in HE 240, 242 and HE 400, as well as up to 18 college credits through the completion of a portfolio that they could complete on their own after the course work was completed. The structure of college-credit bearing courses provided a significant savings of both time and money for the DCWs.

Throughout the program, students met regularly with their academic advisor/career coach to make academic decisions about courses, College-Level Examination Program (CLEP) tests, and to navigate the unfamiliar territory of the university. All students completing the Direct Care Worker Pathways Program developed an individualized career ladder plan or "career map" with "on and off ramps" for educational pathways leading to career goals.

Description of Cohorts

Recruitment efforts centered on distributing a brochure specifically created for this program. Initially, there were attempts made to hold information sessions, but potential students did not attend. Instead, Worcester State University staff handed out the brochures at tables set up in the cafeterias at two of the hospital’s facilities. Staff scheduled dates and times with the shift times of DCWs taken into account. When individuals expressed interest after reviewing the brochure, the staff at the table asked them to complete a survey, which gathered basic contact information as well as some general background details about their educational attainments. WSU staff followed up on the inquiries. Students gained admission based on their designation as a DCW, as identified in the grant, and on whether the program would serve to benefit their career goals. The first cohort began with 18 students, of whom 10 completed the program. Students for cohort 2 won admittance in a similar manner as above. The second cohort began with 22 students, of whom 17 completed the program.

Benefits to Students

Intrusive advising showed itself to be an important aspect of the program and a benefit to all students. Intrusive advising is a proactive approach that has been shown to be an effective tool to enhance student retention (e.g., Rodgers, Blunt, & Trible, 2014; Sutton, 2016). Aspects of

intrusive advising include advisors' early connection with students, frequent one-on-one meetings between a student and an advisor, and a supportive system of encouragement and guidance regarding obstacles that that may hinder a student's progress in the program. Frequent two-way communication is encouraged; it usually takes place through a combination of meetings, emails, texts, and phone calls. Intrusive advising allow students to feel comfortable with the advisor and helps the advisor anticipate the student's needs and be able to suggest strategies to address the needs. Students are encouraged to reach out to the advisor at the first sign of difficulty. In this way, advisors may address problems early, before they become insurmountable.

Each week on-site advising was available to all DCW students at their place of work. The academic advisor/career coach met with students by appointment. Students were also encouraged to call or email the advisor in between meetings if they needed additional support. If students missed consecutive classes, the advisor contacted them to encourage them to return to class and to offer assistance in resolving any barriers to attendance. Students were encouraged to discuss their courses, possible future academic plans, opportunities to obtain credit for prior learning, and issues of navigating the unfamiliar territory of academia.

During the one-on-one meetings, advisors asked the students to update their career planning maps (Appendix). The career-planning map was a tool developed to guide students through the process of figuring out their career plans and figuring out how to achieve them. Special consideration went into to figuring out work-school-family balance issues. Students learned through their participation in this program the critical importance of making time for their academic pursuits and making school an important priority in their lives. The academic advisor/career coach served as a sounding board to help students determine how to make quality time in their daily lives for their academic pursuits.

An additional benefit to students was the incorporation of a credit course that addressed soft skills development, specifically related to the development and improvement of communication skills. The students all took the Everything DiSC® Workplace assessment and each student received a personalized profile that identified their preferences and tendencies when interacting with others. Students gained an awareness of their communication style and the ways that style could both contribute to and prevent a positive working environment. Students learned about how others have styles that are different from their own and the importance of being able to adjust to other styles. Furthermore, students learned how to be better problem solvers and apply a process to resolving conflict. Classes required the students to engage with each other and activities were created that allowed for conversations about how the topics covered played out in the workplace. Students learned to apply the concepts learned to the workplace and reflect on how situations could have resulted in different outcomes with their newly learned information.

In addition to the student-support services and customized curriculum noted above, there were also financial benefits to attending this program that DCWs would not have received in other programs. A grant from the Massachusetts Department of Higher Education provided funds that supplied the textbooks and materials for all students in this program. These funds also enabled WSU to offer a small monetary completion incentive to all students who successfully finished the program (passing all three credit-bearing courses and developing a career map).

UMMHC provided additional financial benefits to the program's students via an adjustment to their tuition benefit policy. Generally, students are eligible for a tuition reimbursement ranging from 50% (part-time employees) to 80% (full-time employees) from UMMHC upon completion of a course including a required grade of C or better. However, for this program, UMMHC agreed to pay their portion up front so that the students only incurred 50% or 20% of the cost, respective to their employment status. These financial benefits aided in reducing a potential barrier to enrollment and provided motivation for students to enroll and complete the program.

Program Evaluation

The project management team met monthly to evaluate the effectiveness of program components including, but not limited to, marketing and recruiting efforts, academic success and retention strategies, on-site advising, efficacy of academic support services, curriculum design and implementation, and student course evaluative feedback. The Direct Care Worker Pathways Program faculty met monthly with the project staff to review curriculum development and implementation, as well as formative and summative student data. This mechanism for regular review of evaluation feedback from university/employer/labor partners, as well as students, provided opportunities for ongoing continuous quality improvement.

Results

What role did support strategies implemented as part of DCWRP play in academic success and retention of first two cohorts?

> One hundred percent of survey respondents (n=27) described support strategies as either "Extremely Important" (66.66%) or "Very Important" (33.33%) in their ability to persist and complete the program.

Will the increased accessibility and support provided by a worksite approach for DCW education promote an increase in the incumbent workforce able to advance their education?

> College enrollment data for SHARE employees in 2015 (based on tuition reimbursement request to UMMMC Human Resources) compared to 2016 enrollment trends revealed a significant increase (28%) in the number of SHARE direct care workers applying for college tuition benefits.

What are the identified barriers to enrollment and incentives to persist in the program?

> Survey data of DCWs who completed the program (n=27) indicated the following as potential barriers to enrollment (respondents were asked to select "all that apply"):
> - Financial burden (96.29%)
> - Family responsibilities (81.48%)
> - Lack of confidence in ability to succeed academically (74.07%)
> - Work schedule (37.03%)

- Transportation (40.74%)
- Other: Lack of time (55.55%); Caring for relatives (18.51%) ; Caring for children (3.7%); Too busy (3.7%)

Will increased accessibility and flexibility provided by this approach combined with student support services and advising/career coaching promote successful completion of the program?

Survey data of DCWs who completed the program (n=27) indicated the following as factors that promoted their successful completion of the Direct Care Workers Pathways Program (the survey asked respondents to select "all that apply"):

- Support from my employer/UMMHC (96.29%)
- Accessibility/Location of classes at my worksite (88.88%)
- Flexibility/Courses scheduled around my work time 81.4%
- Support provided by Advisor/Coach (77.77%)
- Affordable cost (70.37%)
- Support provided by faculty (44.44%)
- Support from cohort (37.03%)
- Completion incentive (18.51%)

Additional Results

Retention in the program increased from the first cohort (Cohort 1 = 55% completion) rate) to the second cohort (Cohort 2 = 77%). This increase in retention was likely due to responses to challenges noted and discussed below in "Challenges." In addition, 26 of the 27 individuals (96%) who completed the program continued their employment at UMMMC. Finally, 24 of the 27 individuals (89%) who completed the program opted to continue their education either at WSU or at a local community college.

Challenges

Participant Recruiting: Recruitment presented an unanticipated challenge as our partner SHARE was unable to participate in recruiting in the manner that we hoped. SHARE indicated that information sessions at the hospital were not the preferable method to recruit for the program. They instead suggested that we recruit at tables outside of the cafeteria at each of the three hospital campuses. SHARE was, in fact, correct in their recommendation as among the 12 information sessions that we held (at lunchtime and immediately after work) only one employee attended an information session. The "tabling" events were highly successful but the opportunity to communicate sufficient information to applicants was limited. While all information was very carefully detailed in the program brochure and in all written communication, we still had students who were unclear about the goals of the program at the time they enrolled.

In recruitment activities for Cohort II, after applicants indicated their interest in enrolling, each applicant had a 50-60 minute intake interview. The purpose of this interview was to assure that

the applicant was clear about the goals of the program, as well as how the program could assist them to meet their own professional and personal goals. In some cases, students in consultation determined that this program might not be the best option for them. For example, we had applicants in Cohort II who had already completed all pre-requisites for admission, completed Accuplacer testing, and were already on the waiting list for Quinsigamond Community College (QCC) Nursing program. It was clearly preferable for these students to remain at QCC.

Our recruiting for Cohort II occurred at the same time that SHARE was preparing for contract negotiations. In addition, several key SHARE organizers were away for much of the summer for vacations and conferences. While we were unable to alter the timeline for our activities, UMMMC was able to provide significant support for our recruiting activities. An additional challenge in the area of recruitment related to the start time for classes. Cohort I consisted almost entirely of PCAs. However, Cohort II had five LPNs drawn to the Worcester State University LPN-to-BS program. These LPNs work in ambulatory settings. As such, they were unable to participate in a course with a 4:30 class time most convenient to the PCA participants. The start time for the Strategies for Academic Success program shifted to 5:30pm, to enable the LPNs to participate. In addition, because we had two faculty members assigned to HE 240 and HE 242 (faculty students ratio 2:22), the decision was made to divide the class into two groups to accommodate those who were unable to arrive for a 4:30 start time.

Managing Advising Needs: While certainly predictable, Cohorts I and II consisted almost exclusively of students with almost no exposure to higher education and very significant personal issues. To meet the needs of these students, we were required to more than double the advising/coaching time dedicated to each student. Most students had no previous exposure to higher education and they did not understand that many academic majors had required courses/specific degree requirements. To emphasize the importance of meeting with the advisor and completing the career maps, some class time was set aside for the advisor to visit the class. Other student issues ranged from childcare, family illness, indebtedness, eviction, and intimate partner violence.

Academic Abilities: The writing ability of the students varied, and was lower than expected. As a result, instructors spent significant time reviewing basic grammar requirements and the concept of application. Students required more time than expected to develop their writing skills because of the academic expectations of the college-level credit courses. Although they all write in one form or another for their jobs, academic writing brought out the limitations of their ability in this area. The instructors in each of the courses provided direct feedback to each student and spent additional time to develop the writing skills of the students so that they would be prepared for future academic courses.

Student Career Choices: Our program came designed with pathways and reserved seats in several health professions programs at WSU. These seats, reserved for students who had successfully completed the Direct Care Workers Pathways Program included our most selective programs: Nursing (four pre-licensure and four LPN-to-BSN); Occupational Therapy (four); Communication Science Disorders (two); and Public Health (two). However, we had no students interested in the reserved seats in any program except nursing. Rather, every student in both Cohorts had indicated their desire to study nursing or a program other than the ones with saved

seats. We invited representatives from central Massachusetts community colleges to visit class and describe opportunities for continuing studies in a variety of health careers including radiologic technology, surgical technology, and respiratory care. We also worked with our long-term partners at QCC who agreed that, beginning in Spring 2017 and Fall 2017 (based on the entry calendar for each of the program listed below) QCC would save a number of spaces for students from WSU and the Direct Care Worker Pathways Program in the following programs. One place in spring and one place in the fall would go to participants in the Associate Degree in Nursing Program. Two places would go to students in the Practical Nursing Evening Program. One place went to the Surgical Technology Program and one place to the Respiratory Care Program.

Summary and Recommendations

Several key elements contributed to the success of this program. First, establishing partnerships was critical to the success of this program. All of the grant partners shared a common goal to assist the direct care incumbent workers to have the opportunity to improve their skills in order to advance professionally at their current workplaces. Once all of the partners agreed to this common mission the partnership became very united and student focused.

Second, flexibility was necessary to assure student retention and completion. Because of the many life challenges that adult learners face along with the lack of experience with and/or readiness for higher education, it was important for all partners to maximize their flexibility. The establishment of a second class illustrated one example of this willingness to adapt during cohort 2. This second class met later to accommodate students' work schedules. This scheduling issue, arising just before implementation, came as a surprise, but due to the cooperative nature of the partnership, we made changes quickly to promote the success of the participants. Another example is that as we found that students had difficulty writing at the level required, we put in place more instruction, feedback, and supports during and after the classes.

Third, intrusive advising helped students find their pathway. From the profile of the students, it clear that a standard advising model would not be sufficient. They needed a more intrusive advising model to work with them closely to guide them through both the academic and administrative processes of academia. The student advisor worked with the students at their workplace on a weekly basis. The advising sessions covered course work and career planning, creating a work/school/life balance plan, and mapping an academic success plan. We contacted and offered assistance to students who missed more than two consecutive classes. Students also were encouraged to contact the advisor by email or telephone between advising appointments as needed. During advising sessions, students worked on career maps. The career map document served as a tool to help students refine their academic and career aspirations and create a concrete plan to achieve those goals.

Fourth, all partners in the project noted the time commitment. Because of the high-touch, frequent-touch nature of this student population the time commitment for the partners was substantial. The students also needed to devote a fair amount of time per week to their studies. The academic rigor of the classes was significant and required a substantial investment of time from the students and faculty.

Finally, roles needed to be defined early. It was critical to the success of the grant to have well defined roles of all participants. Having this conversation at the outset of the grant implementation allowed the work to proceed seamlessly All team members understood their roles and responsibilities within the parameters of the grant. This understanding was instrumental when changes needed to take place. Overall, the collaborative effort by all of the participants was especially important

Acknowledgements

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Appendix

Name

Goal

Current Level of Education

Current Employment

Employment Goals

Work/Life Balance Strategy:

My Goals:

Short Term	Mid Term (2-5 yrs)	Long Term >5yrs

Development needs and skills required

Action Plan

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Cultivando Respeto (Cultivating Respect): Engaging the Latino Community

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Abstract

This article addresses an innovative approach to connecting an urban university with the surrounding neighborhoods comprised of Latino immigrants, who represent potential new students or current students' family members. The National Latino Research Center (NLRC) uses popular education, culturally informed, and linguistically relevant strategies to engage diverse Latino communities in the northern region of San Diego County in California. Methods of engaging the Latino community include cultivating long-term relationships, responding to time-sensitive community crises, facilitating inter-generational connections, presenting material in a culturally informed and relevant way, providing hands-on experiences with civic engagement, and growing partnerships within the university and among non-profits. Preliminary findings described a two-year study on civic engagement testing the effectiveness of a Spanish-language curriculum based on popular education offered (free) to members of urban and rural low-resourced Latino communities. The Center statistically correlated Latino community members' experiential learning, participating in social media, and voting with gains in civic engagement knowledge.

Keywords: Civic engagement; immigrants; university; popular education; human rights

Introduction

Many urban universities have existing Latino or emerging Latino communities. They represent current or future students. Finding meaningful ways to connect with the Latino community becomes a vital goal to the growth and relevance of the university. How do universities engage the local Latino community in meaningful and sustained ways? This article shares findings from a community program that was based on respectful, strength-based and human rights framework. This article also shares preliminary research findings that illuminate the efficacy of the approach.

The National Latino Research Center (NLRC) is an academic center chartered at California State University San Marcos (CSUSM). CSUSM has distinguished itself as a forward-focused institution, dedicated to preparing future leaders, building great communities and solving critical issues. With nearly 14,000 enrolled students, it is the only public four-year comprehensive university serving North San Diego and Southwest Riverside counties. The University is committed to creating a diverse and inclusive environment. The NLRC began in 1998 with the mission of promoting scientific and applied research, training, and the exchange of information that contribute to the knowledge and understanding of the rapidly growing U.S. Latino populations. The NLRC has long-term advocacy and educational experience with the Latino community in San Diego County, specifically youth and issues surrounding culture, education, health, and civic leadership.

CSUSM serves the region known as North San Diego County, which encompasses cities along the CA-78 state highway. The CA-78 Corridor stretches from the coastal city of Oceanside into the inland city of Escondido and crosses the cities of Vista and San Marcos. The region's population of 653,852 is comprised of almost 40% Latinos, of which 90.9% are of Mexican origin (U.S. Census Bureau, 2011-2015 American Community Survey 5-Year Estimate).

Statement of Need

Civic engagement among Latinos and Latinas lags far behind White, Asian, and African American counterparts across every form of participation in California and nationally (Garcia Bedolla, 2012; Abrajano & Alvarez, 2010). Latinos in San Diego are disengaged from civic life and have the lowest voter count and rate of voter turnout (Equality Alliance of San Diego County, 2011). Simply put, Latinos are the most "civically alienated" group and the "least likely to be broadly engaged" (Sullivan & Godsay, 2014).

Although researchers have well documented individual experiences that motivate civic engagement, possible links between Latinos' cultural backgrounds (e.g., familial connections, geographic locations) and civic engagement are not commonly empirically studied. We theorize that civic and political participation is a continuum, rather than a finite catalog of activities. The civic engagement continuum ranges from individual to collection action, single events to ongoing civic activities, charitable or goodwill activities, such as helping organizations and neighbors, to more socially-conscious efforts, such as advocacy and community organizing that address institutional and structural inequalities.

Current studies of civic and political participation in the United States typically measure traditional forms of engagement, such as voting, political campaigning or contributing to political campaigns. These studies typically find higher civic engagement by non-immigrant and middle-class populations. Therefore, the focus on traditional measures gives the impression that Latinos and Latinas are apathetic to participate civically and politically (Stoll & Wong, 2007). In recent years, a surge of interest in studying nontraditional forms of engagement, in which noncitizens and nontraditional voters regularly participate, such as faith-based and social service volunteering, parent engagement in public schools, and transnational civic engagement has fueled the field. Researchers underline that participation in nontraditional activities or *civic events* strongly predict civic involvement of Latinos and Latinas (Ebert & Okomato, 2013; Martinez, 2005). Therefore, engagement in community activities or school events can be predictors for future civic engagement. Responding to previous research described here, the National Latino Research Center created a suite of classes to help Latino community members of any educational background gain experience in both traditional and non-traditional forms of civic engagement.

Theoretical Foundation

The NLRC bases its work upon Tara Yosso's (2006) theory of *cultural wealth*, a strength-based framework that highlights the importance of beliefs and practices originating from the family and culture. Yosso developed the cultural wealth theory as a response to the deficit model

perspective, often practiced in social service institutions, that views low-income people of color as having insufficient cultural capital to succeed. Deficit model thinking attributes negative social conditions to a person's cultural background; for example, the belief in the *Sleeping Giant*, defined as a lack of Latino political engagement despite growing population.

The NLRC specifically utilizes Yosso's six types of cultural wealth capital to understand the strengths that Latino families and communities *already* possess: (a) aspirational (hopes and dreams); (b) linguistic (power of storytelling); (c) familial (working as a collective); (d) social (working with neighbors); (e) navigational (*street smarts* and survival skills); and (f) resistance (encountering and dealing with oppressive conditions). Therefore, the NLRC conceptualizes members of the Latino community as having incredible assets to participate in civic engagement. Its curriculum operationalizes Yosso's cultural wealth theory, and this research study reflects a strength-based approach. Figure 1 shows Yosso's (2006) cultural wealth model.

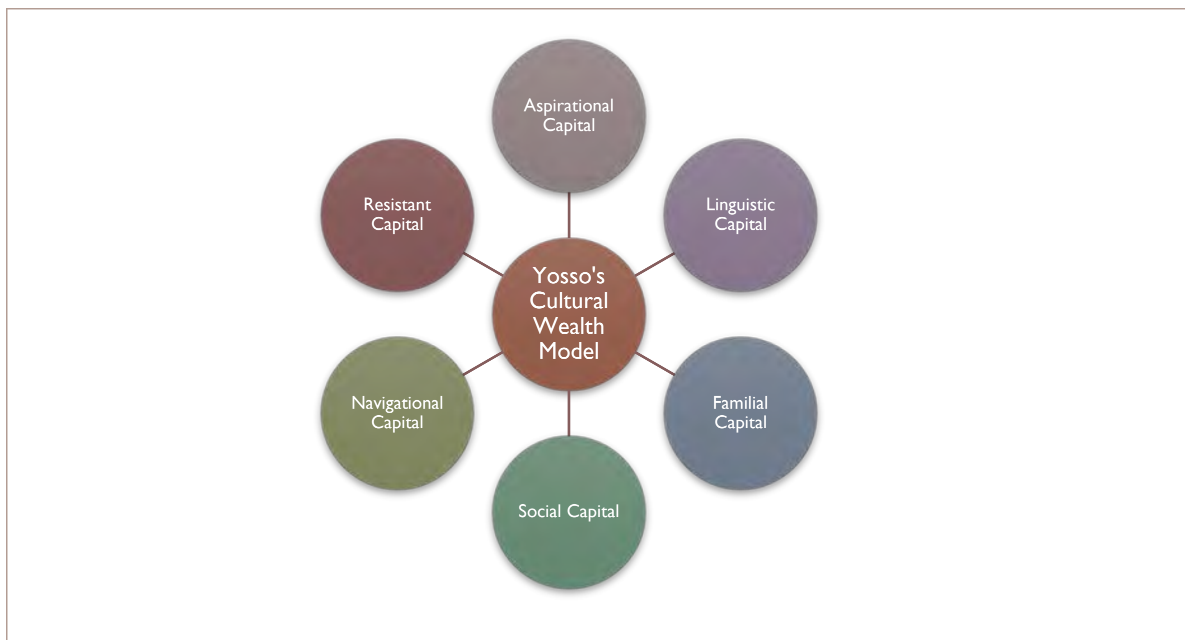

Figure 1. Cultural Wealth Model

Universidad Popular—The People's University

For the last ten years, the NLRC has coordinated a free community class called *Universidad Popular*. It is a unique and successful model of community education that originates from years of working side-by-side with community members and local leaders. *Universidad Popular* uses popular education pedagogy; it presents the material through a culturally appropriate and responsive lens in English, Spanish and bilingual formats, which resonate with participants' histories and lived experiences. Popular education is a pedagogical model based on Paulo Freire's (1970) approach of dialectic interchange and kinesthetic learning. An essential element to the model is of empowerment and connecting students' learning with their role in creating positive social change.

A hallmark of *Universidad Popular* is that entire families attend and share learning together. The program recognizes the importance of the extended family and the need for a comprehensive approach to education and political integration (Wilkin et al., 2009). Research shows that students who learn in a family setting do better in school and develop stronger civic values (Kahne & Sporte, 2008). There is no requirement of formal education attainment or grade level for adults or youth to participate in any of the *Universidad Popular* classes.

The collaborative nature of the *Universidad Popular* model has led to exciting developments across a broad range of topics that further enhance the lives of hundreds of community members.

First, ***Junior UP*** emerged when the children of those who were taking traditional *Universidad Popular* clamored for their own classes. *Junior UP* students learn in a blend of English and Spanish with a focus on youth empowerment.

Families learn together in Universidad Popular

Second, ***Homie UP*** began when parents who were taking *Universidad Popular* courses expressed the desire for their sons and daughters (who were incarcerated) to experience such rigorous, exciting and comprehensive material. For the last eight years, *Homie UP* has offered a correspondence course with curriculum based on popular education pedagogy. Over three hundred incarcerated students take part, most of whom are serving long terms or life sentences. *Homie UP* has students in every state prison in CA and 13 federal prisons.

Third, after learning of family struggles around loved ones after their release from prison, Dr. Nuñez-Alvarez developed a course called ***Cultivando Liberación*** (Cultivating Liberation), which focuses on successful re-entry. A residential drug facility offers the course for those on parole. This curriculum focuses on reintegration and includes hands-on activities in community gardens, along with a focus on health and wellness.

Additionally, *Universidad Popular* has added more programs. ***Cultivando Salud*** (Cultivating Health) strengthens family and community to understand and reclaim indigenous notions of food, health and culture. ***Cultivando Sabiduría*** (Cultivating Wisdom) focuses on elders: their health, wellbeing, civic engagement and social needs. ***Cultivando Dignidad*** (Cultivating Dignity) offers a human-rights curriculum that serves immigrant community needs. Finally, ***Cultivando Liderazgo*** (Cultivating Leadership) brings to life the principles of democracy and the role of civil society in shaping government and policies to create change. Taken all together, the various Universidad Popular classes have included members of the Latino communities in the San Diego North County who have diverse needs, experiences, and interests.

The *Cultivando Liderazgo* Intervention

The NLRC designed an intervention to increase Latino civic engagement. The eight-week *Cultivando Liderazgo* course drew upon known best practices for organizing a civic education curriculum (Bahmueller & Quigley, 1991). The NLRC delivered the intervention by providing linguistically and culturally relevant civic engagement curriculum and presenting it in a collaborative, highly participatory pedagogical style. *Cultivando Liderazgo* builds upon community strengths, consisting of the knowledge and lived experience of individuals and families. The Corporation of National and Community Service funds this research.

Cultivando Liderazgo involves Latino youth, parents, and elders and works with individuals, families, and extended families. Additionally, participants often bring along to classes their neighbors and friends from other cities. The *Cultivando Liderazgo* intervention builds upon an eight-week curriculum founded on the principles of popular education. The program teaches civic engagement through a civil and human rights framework utilizing culturally appropriate materials to present content in a bilingual (English and Spanish) and multicultural format. Figure 2 shows *Cultivando Liderazgo*'s conceptual model.

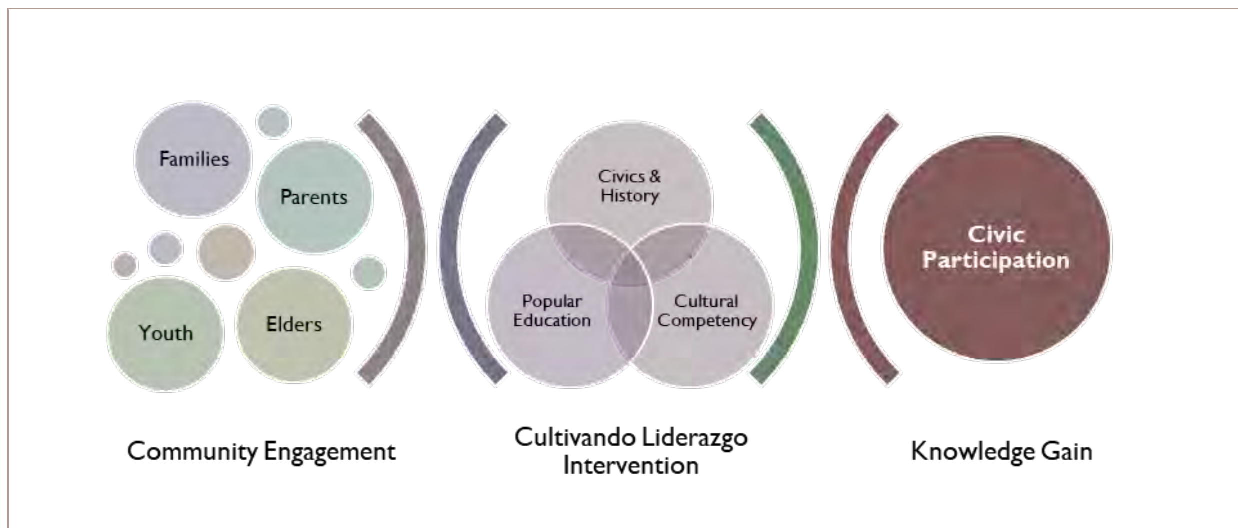

Figure 2. Conceptual Model for *Cultivando Liderazgo*

Cultivando Liderazgo participants differ in age, educational levels, language abilities, and professions. One of the target outcomes is for participants to improve their attitudes about civic engagement and increase participation in nontraditional and/or traditional forms of engagement.

A coalition of NLRC staff, CSUSM students, community volunteers and CSUSM professors organize the course and deliver the pedagogy. All educators receive intensive training from the NRLC leadership team on popular education pedagogy, ethics, and cultural sensitivity. The logistics are coordinated at the university offices of the NLRC but the courses hold their classes in community centers, library-meeting rooms, and other donated spaces throughout North County of San Diego.

An essential element to the *Universidad Popular* model is of empowerment and connecting students' learning with their role in creating positive social change. Additionally, helping Latino students gain cultural and social capital is an explicit part of the curriculum (Segura et al., 2001). Table 1 shows features of the curriculum.

Table 1. Features of Cultivando Liderazgo Curriculum

Education is free and open to communities in San Diego County.
Classes meet weekly for two-hour periods at convenient times and locations.
Formal education is not a requirement for participation.
Students participate in traditional forms of civic engagement, serving as poll workers during election seasons, and doing voter registration.
Students participate in nontraditional forms of engagement, becoming peer-educators after completing the course.

Cultivando Liderazgo brings to life the principles of democracy and the role of civil society in shaping government and policies to create change. The core elements of the curriculum derive from the U.S. citizenship exam that focuses on civics education and U.S. history. *Cultivando Liderazgo* curriculum: (a) connects students' lives to government structures; (b) enacts democratic processes to enhance political knowledge and interest; (c) teaches about civil and human rights and exercising civic roles and responsibilities; and (d) introduces students to the functioning of local government via meetings with local representatives and visits to local civic and community forums.

Eight lessons in *Cultivando Liderazgo* curriculum are summarized in Figure 3, below.

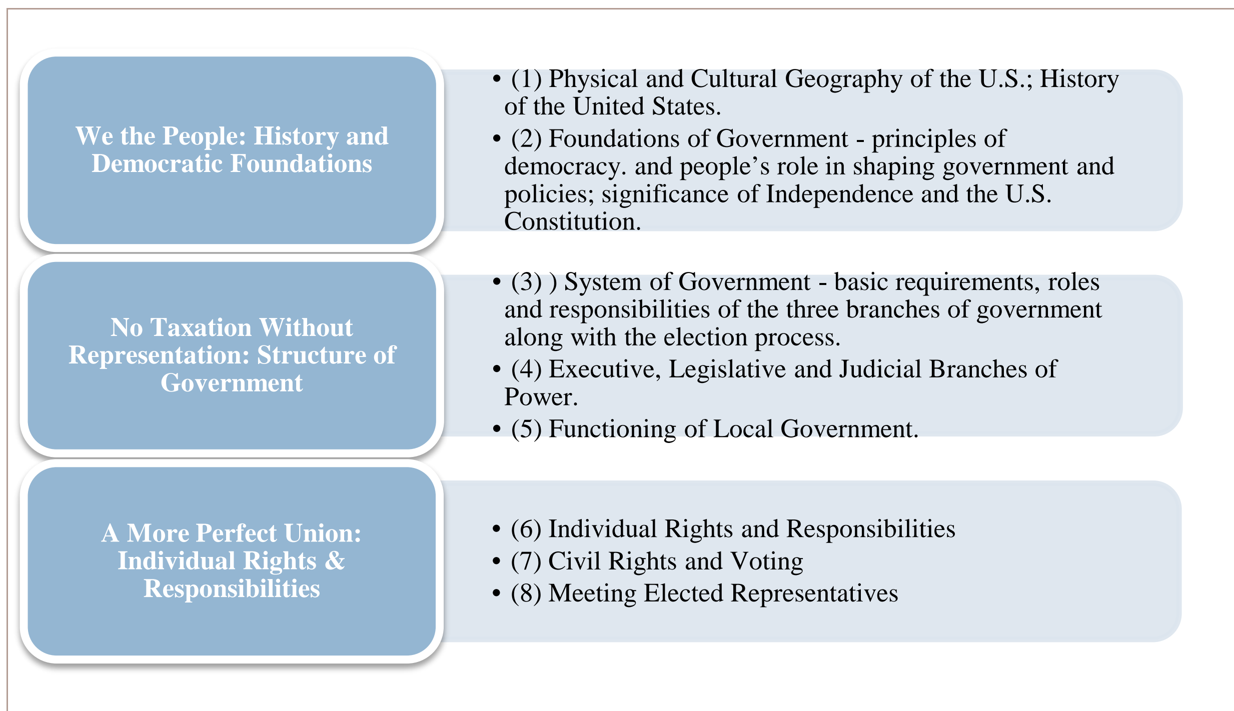

Figure 3. Universidad Popular's *Cultivando Liderazgo*

Research Methodology

Two hundred and fifteen participants completed the baseline survey at time of enrollment (T1), and all completed the follow-up survey at the end of the eight-week course (T2), with a 100% response rate. This paper represents data on the initial analysis of a representative sample of participants, to display the preliminary effects of *Cultivando Liderazgo* (the community engagement model and intervention). The research project is in its third year and has concluded the last stage of data collection (T3, which is 3 months after T2).

Data Collection

The study examines the effects of *Cultivando Liderazgo* on levels of civic engagement of individual youth and adults. It used a mixed-methodology approach (quantitative and qualitative). At the individual level, the project examined effects of the curriculum on reported levels of engagement and types of engagement. Among adults (parents and grandparents), researchers tested effects on reported levels of engagement and types of engagement happening within the family. The focus was on the collection of process data, consistent with civic engagement standards, to determine whether the curriculum reached beyond the classroom, achieved desired effects, is potentially adoptable in other communities, was implemented with fidelity, and whether effects can be maintained over three months.

***Cultivando Liderazgo* Class in Vista, California**

Procedure. Trained bilingual and bicultural research assistants followed strict research protocols in implementing participant assessments, which consist of completing participant consents and conducting structured questionnaires in an interview format. Each participant received a twenty-dollar incentive for completing each assessment interview. Assessment interviews followed, via the phone, online, or in person at a time and location convenient for the participant.

The study was comprised of eleven cohorts. Cohorts were in different locations throughout the county to make participation accessible to residents in suburban (Vista, San Marcos, Escondido) rural areas (Valley Center/Ramona, Fallbrook) and remote rural areas (Pauma/Pala). These locations are feeder communities to the university. This report summarizes findings from six out of eleven *Cultivando Liderazgo* cohorts. We will analyze the remainder in the near future.

Assessment Protocols. All participants completed a comprehensive assessment questionnaire conducted as a structured interview that includes questions about demographic characteristics (including socio-economic indicators and family history), knowledge and attitudes toward civic engagement, volunteerism, civic and political participation activities, and a civics quiz. We

administered the assessment tools in English and Spanish, depending on the language preference. The majority of the questions came from the United States Census Supplemental Surveys on Civic Engagement, Voting and Registration, Volunteers, Computer and Internet Use.

The civic knowledge and attitudes section provided a profile of participants' perceptions of civic engagement including personal beliefs toward civic engagement, opinions of elected officials and government, government concern for people, government accountability, and trust in government.

The civic participation section includes indicators from a national sample to reflect civic actions compared to national trends. It measured civic values, motives, and behaviors. Civic indicators include questions about community problem solving, volunteering group membership, and participation in charitable cause; electoral indicators include voter registration, voting, and involvement in political campaigns; indicators of political voice including contact with public officials, contact with news, and participation in protests, signing petitions, and canvassing.

We created subsections in the survey to measure youth, parents, and immigrants. We also had qualitative open-ended questions in the surveys to allow participants to describe other local civic events that emerge and that are unique to their regional location. Figure 4 shows the structure and timeline of the assessment.

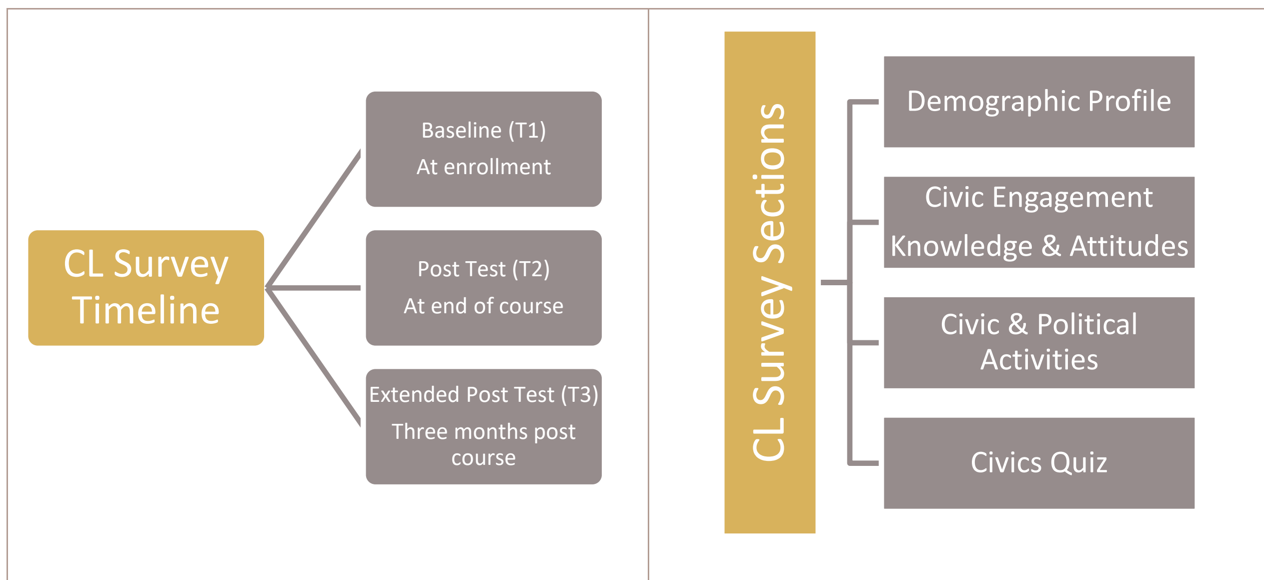

Figure 4. Timeline and Structure of CL Survey

Quantitative Analysis

Quantitative data were entered in a standard statistical program (Statistical Package for the Social Sciences: Version 23) and analyzed using standard statistical procedures. The totals for specific assessment items may not equal the overall sample size if some respondents left that

item blank. Each data analysis and display presents the number of participants that responded to each item (e.g., sample size). Descriptive analysis (i.e., response frequencies) of each item also appears where appropriate.

Researchers applied various statistical tests based on the specific research question under scrutiny. Findings noted as "statistically significant" are based on a p-value less than or equal to 0.05, and indicate that compared groups were different from one another in a statistical sense, and the difference is unlikely by chance alone; significant findings are noted with an asterisk (*).

Though many participants completed the baseline (T1) and mid-point (T2) assessments, it is important to note that tests of significance are sensitive to sample size, such that the larger the sample size, the easier it is to show a statistically significant difference between two factors. When a significant difference between factors is found, other metrics should be explored to better understand the nature of the difference including the mean or median, standard deviation, and effect size (when calculated).

The authors calculated effect sizes to explore further the impact of the program on participant knowledge. The effect size is the magnitude, or size, of an effect. It is useful to include as it provides a "practical" or "meaningful" context to the difference between factors indicated by statistical significance (i.e., something can be statistically significant, but not meaningfully different). The range for effect sizes is typically from 0 to 1. Specifically, for this project r=0.2 is considered a 'small' effect size, 0.5 represents a 'medium' effect size and 0.8 or greater is a 'large' effect size.

Civic Knowledge Gains

Participant Knowledge at Baseline and Post-Test Assessment. One of the ways that this study tested the efficacy of the *Cultivando Liderazgo* curriculum is by directly testing the participants' civic knowledge by administering a civic quiz at four intervals: (a) before the intervention (T1); (b) immediately at the end of the intervention (T2); and (c) three months after the course ended (T3). The following section describes the results of the civic quiz at the baseline and post-test assessment; the third assessment has yet to undergo analysis.

Each participant completed a 25-question civics quiz at baseline, at the end of the course, and three months after taking the course. Table 12 shows the statistical significance of each question in the civic quiz at baseline (T1) and post-test (T2).

Overall, results show significant improvement and knowledge gains for all participants. Overall quiz performance reveals a 10 percent gain in civics knowledge: 76 at baseline to 85 percent after the completion of the class. In every single measure of the civic quiz, there was improvement.

Civic Knowledge Gains by Cohort, Language, and Technology. The *Cultivando Liderazgo* classes took place in a variety of locations: suburban, rural and remote. One of our goals was to understand the role of place or geography on Latino civic engagement. For the purposes of this

report, we analyzed the results of the civic quiz on a variety of factors, such as region, language, and access to technology.

Fidelity to the *Cultivando Liderazgo* intervention maintained at high levels at each implementation site. Meaning, the cohort leaders or instructors did not have individual class impact. Therefore, differences in cohort may result from internal characteristics (e.g., access to technology, age, gender) of the cohorts themselves. While all cohorts made significant improvements in their civic knowledge, the place of residence influenced knowledge gains. The Pauma/Pala cohorts, located in a remote area of the region, had significantly less knowledge at baseline (61.8) than other cohorts but made the largest gains (12.6+). The San Marcos cohort demonstrated a near ceiling effect. They already test high at baseline assessment (83.2) and so did not have room to make large gains (9.1+). One explanation is that the San Marcos site's participants were mainly educated youth. Vista had a baseline of 75 and increased their civic knowledge by 7.6 percent. Escondido, a suburban site, had a baseline of 72.8 and an increase of 8.9 percent. Future analysis will analyze additional factors contributing to the differences by region/cohort.

Language. We believed language mediates civic knowledge gains. Therefore, we created a composite score for English and Spanish language fluency and use. The higher the score the more the participant uses each language. These new language scores were analyzed using bivariate correlations. Table 2 shows that results revealed that language is significantly related to gains on the civic test.

Table 1. Effects of Language Spoken in Knowledge Gain

Statistic	Finding
r=-.16 p<.05	The more Spanish spoken the lower civic knowledge at T2, but not at baseline (T1).
r=.40 p<.0001	The more English spoken the higher the civic knowledge score at T1 and T2.

Technology. 'Having technology' we defined as having a smartphone, tablet, or computer with access to the interest. Cohort differences may link to technology. Having technology and access to technology, such as access to a library with computers that have free access to the internet or having access to public Wi-Fi mediate the civic knowledge gains. Table 3 indicates that technology and access to technology correlate significantly to gains on the civic test.

Table 2. Effects of Access and Use of Technology on Knowledge Gain

Statistic	Finding
r=-.34 p<.0001	The more technology the participant possesses the higher their civic knowledge at T1 and T2.
r=.43 p<.0001	The more access to technology the participant has, the higher their civic knowledge at T1 and T2.

Action & Knowledge: Measuring Diverse forms of Civic Engagement. We also tested to see if various forms of political and civic engagement (as recorded at the baseline data-collection

stage) affected their civic knowledge. This research project uniquely captured changes in patterns of traditional political involvement (e.g., voting, volunteering for candidates or political organizations, contributions to campaigns) and in nontraditional civic engagement activities (e.g., grassroots efforts aimed to shape local initiatives or produce positive social change at the community level) among Latino adults, elders, and youth.

While voting is a crucial aspect to civic engagement, this study captures diverse civic behaviors of Latinos during presidential elections in 2016 and measures of community grassroots organizing, social justice activity, volunteering, and other forms of civic engagement. Table 11 displays the civic engagement measures that we created to understand correlation to civic knowledge. To further explore the underlying factors associated with traditional and nontraditional civic engagement behaviors, several questions from the assessment were combined to create a subscale of seven domains to test for statistical significant to each factor examined; this is important to create more stable estimates and reduce experiment-wise type I error. A Type 1 error represents the probability of rejecting a finding when in fact it is true, also known as alpha α. The scores from each domain as calculated as the average of all behavioral indicators described in Table 4.

Table 3. Measures of Traditional and Nontraditional Civic Involvement

Score	Indicators
Total Engagement Score was computed for all participants who reported on traditional forms of volunteerism.	Signing petitions, volunteering for a political organization or political candidate, participated in a protest, march, or demonstration, etc.
Parent Volunteerism Score was computed for participants who identify as parents.	Volunteering at child's school, for child's classroom, attending school events, etc.
Volunteerism Barriers Score was computed for participants who reported barriers to political engagement.	Needing childcare, needing someone to take care of my home responsibilities, lack of transportation, limited English, etc.
Voter Engagement Score was computed for participants who are eligible to vote.	Registered to vote, voting in national/local elections, planning to vote, etc.
Transnational Connections Score was computed for participants who identify as immigrants to the United States	Owning property in their country of origin, sending money to country of origin, having knowledge of country of origin's politics, etc.
Transnational Civics Score was computed for participants who identify as immigrants to the United States and	Reading/listening to news about issues regarding country of origin, attending rally in U.S. about country of origin issues, contributing to campaigns for country of origin, etc.
Social Media Political Engagement Score was computed for participants who reported using social media.	Following elected officials, political candidates, and public figures in social media platforms (e.g., Facebook, Twitter, Instagram, etc.)

These seven forms of political involvement were computed for each participant and were analyzed using a bivariate correlation. Based on the initial assessment (baseline), the gains in civic knowledge are correlated to total engagement scores, voter patterns, and social media

political engagement scores. Figure 5 shows the scoring cluster with significant correlations. We will analyze these effects further once T3 is collected.

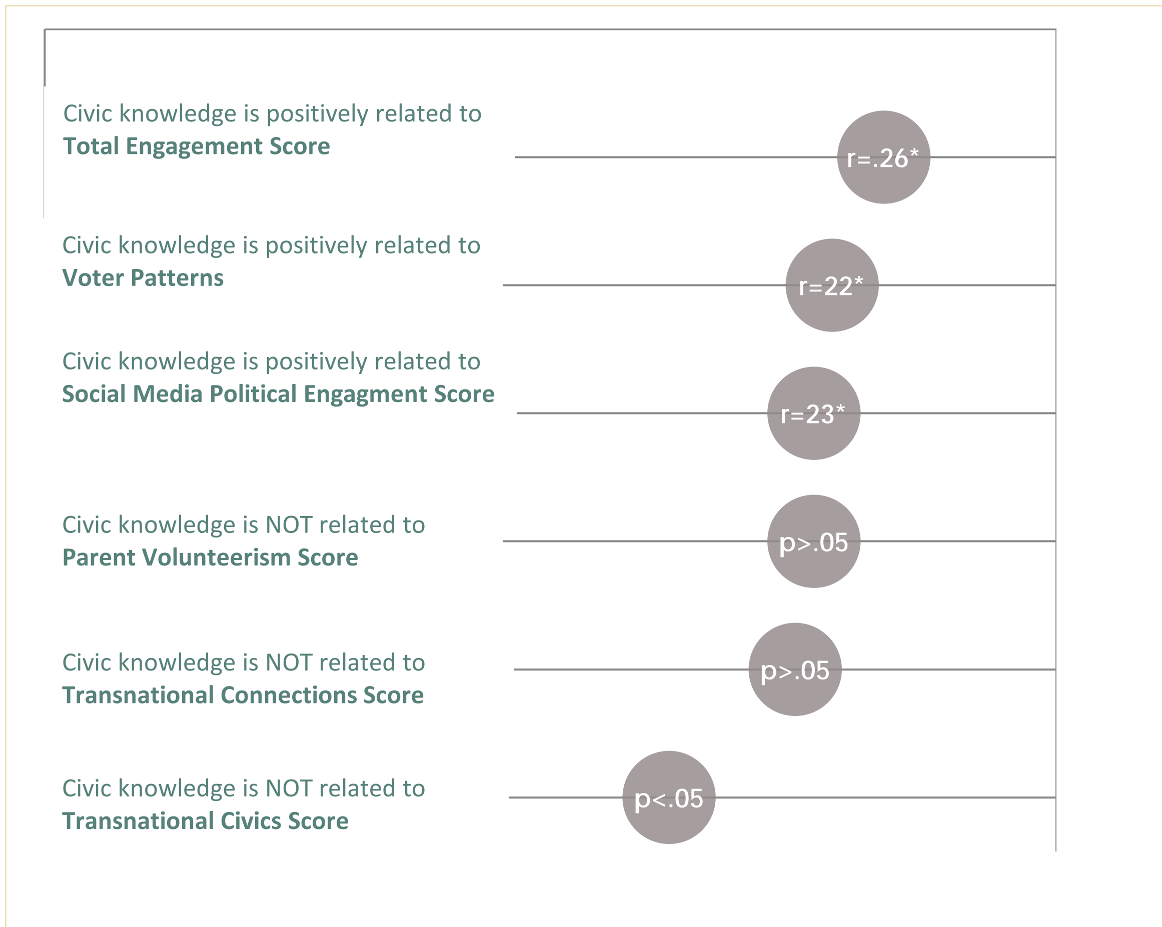

Figure 5. Correlations of Civic Engagement on Civic Knowledge

Discussion

The findings on the impact of *Cultivando Liderazgo* are promising. First, the students showed significant improvement on their civic knowledge through engaging in hands-on activities. The curriculum derives from on a popular education model that values lived experience and "learning by doing," and focuses on learning for social justice. Participating directly in democracy, such as signing petitions, volunteering, protesting, and voting the students' s made a powerful and significant impact on the participants' civic knowledge.

While the authors measured traditional media, such as watching the television news (in Spanish and English) and reading the newspaper, the participants' social media engagement about politics significantly and positively correlated with their civic knowledge. Social media also represents a tangible and relatively cost-free way to engage community members in civic engagement. Social media participation is a newer form of civic engagement (Smith, 2013), so our findings are likely to make a strong contribution to the field. These preliminary findings do

not support the “clickivism” or “slackivism” thesis that argues online political engagement is fleeting and does not translate into offline political participation, such as voting (Howard et al., 2016). Rather, our research supports De Zuñiga and colleagues’ (2012) study that seeking information and news online supports offline political participation and civic engagement. They found social media fosters the democratic process and increases participants’ social capital.

Researchers have also written about the ways that social media (e.g., YouTube, Twitter, Facebook) have allowed marginalized groups to embark on powerful social justice campaigns (Atony & Thomas, 2010; Byrne, 2013; Valenzuela, 2013). There is an exciting opportunity for our study to extend the understanding of Latinos, social media and civic engagement. For example, Latinos have the highest rate of Facebook usage, compared to whites and blacks, and use YouTube for news more so than whites (Krogstgad, 2015). We look forward to exploring the data with additional statistical testing.

Conclusion

This research study is the first of its kind conducted with Latino communities in San Diego County. Although local efforts to engage Latino communities in this region are not new, the implementation and study of a culturally and linguistically relevant civics curriculum grounded on popular education pedagogy is a novel initiative. *Cultivando Liderazgo* intentionally cultivates the participation of vulnerable and hard-to-reach communities. *Cultivando Liderazgo* has had a far scope in San Diego County. Hundreds of community residents, elders, youth, families, and students have participated in the project, as research participants or research assistants. Above all, study findings show promising results for the importance of using a respectful, strength-based and human rights framework and begin to illuminate the efficacy of the approach

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Aligning Academic Offerings with Industry Needs and Facility Construction, While Making Space for Relevant Public Private Partnerships (P3s)

Vicki L. Golich, Sandra Haynes, Erin Hillhouse, and David Pfeifer

Abstract

Metropolitan State University of Denver (MSU Denver) has been educating students for Colorado's urban workforce for over fifty years. The following case study of MSU Denver's new Aerospace Engineering Sciences (AES) Building reveals the roles played by partnerships among universities, faculty, and local civic and industry leaders in creating new curricula and facilities. The new Advanced Manufacturing Sciences (AMS) curriculum and specialized labs will be "game changers" for manufacturing in Colorado, because they provide flexible maker-spaces that encourage the iterative, changing interaction among students, faculty, and industry essential in an evolving economy. Nurturing such places for collaboration fosters self-sustaining curriculum enrichment.

Keywords: Curriculum-workforce alignment; architectural planning and design; alternative revenue streams; project funding

Introduction

Colorado's State Assembly established Metropolitan State University of Denver in 1965 to educate Colorado residents. It is the only public, four-year, "access" institution of higher education (IHE) in the state to this day. As a statutorily defined "modified, open enrollment" IHE, MSU Denver accepts any prospective student, who is 20 years old or older and holds a high school degree or GED.

MSU Denver is a commuter school with no residence halls. Over 90% of its students come from the eight counties surrounding the city; nearly 100% are Coloradans. Almost one-third of the students are first-generation and Pell-eligible. Well over half are transfer students and the average age is 25. Over 42% of MSU Denver's student body are underrepresented minorities and over 26% are Hispanic, which closely mirrors the demographic changes in the region. The campus is also Colorado's leader in educating students of color in STEM (Science, Technology, Engineering, and Mathematics) fields.

Until 1976, MSU Denver occupied leased space in downtown Denver. Students and faculty ran across major thoroughfares to find classes, earning the mascot name "Roadrunners." In the mid-1970s, the State Assembly decided to create a single campus footprint to serve as home to three public IHEs: MSU Denver, the University of Colorado Denver, and the Community College of Denver. Colorado purchased 150 acres in the Auraria neighborhood for the campus. The Auraria Higher Education Council manages the shared facilities and grounds. Although, theoretically, sharing key spaces makes sense, the Council designed Auraria to serve 15,000 students, and, by 2007, enrollments on the three campuses had grown to 40,000-plus students.

Funding

Perversely, as these enrollments grew, state funding of higher education across the country entered a steep decline with the 2008 “Great Recession.” Colorado followed the same path, affecting every aspect of higher education operations, including deferred maintenance and new capital projects; Colorado now ranks 47th in state funding for higher education (SHEEO, 2017, p. 47). Adding to the overall funding dilemma, MSU Denver is the least well-funded by the state, compared to all other Colorado public IHEs. This inequity exacerbates the fact the MSU Denver charges the lowest tuition and fees in the state (see Table 1).

Table 1. 2017–2018 MSU Denver State Funding, Tuition, and Fees Compared to Other Colorado Public Institutions of Higher Education

Institution of Higher Ed	State Support	Tuition & Fees/ Semester @ 15 Hours*	Tuition & Fees/ Year @ 30 Hours*
Metropolitan State University of Denver	$3,495	$3,676	$7,353
University of Northern Colorado	$5,262	$4,773	$9,545
University of Colorado (System)	$4,805	$5,629	$11,258
Colorado State University (System)	$6,431	$5,760	$11,519

* Unlike other IHEs in Colorado, MSU Denver’s tuition and fees includes a “window,” so that a student can take up to 18 credit hours for the same cost as 12 credits.

Space Needs

In 2007, MSU Denver reviewed its facilities Master Plan to explore how it might maximize space and teaching capacity. As a result, MSU Denver recommended—and the Auraria campus partners agreed—to build “neighborhoods” on the edges of the campus footprint. Each IHE would still share specific-purpose buildings (e.g., the library and theatre spaces, as well as centrally located general classrooms). Now, each IHE could address unique campus needs. Of course, with state funding constrained, each campus would also have to think creatively about how to pay for new facilities.

For its first project, MSU Denver built its own facility to provide critical, wrap-around student support services in a “one-stop-shop.” The Student Success Building (SSB) is home to everything from admissions to academic advising, the bursar’s office and financial aid, tutoring and supplemental instruction. The SSB also provides office space for senior leaders on campus and is home to The Center for Advanced Visualization and Experiential Analysis—a decision theatre used by the community and campus. The administration worked with the students to develop a bond fee paid by students to finance SSB’s construction and maintenance.

Second, as a National Collegiate Athletic Association Division II campus, MSU Denver must maintain a certain quality and quantity of facilities for its various athletic teams. Thus, the Regency Athletics Complex (RAC) was born. This unique facility provided a naming (philanthropic) opportunity. Perhaps more importantly, the RAC connects the campus to its

community in significant ways: The baseball, softball, and soccer fields are available for use by little leagues and community clubs, as is the surrounding track area for walking or jogging.

By 2016, MSU Denver had added 450,000 gross square footage to the university's inventory, creating more space for programs bursting at the seams for offices, classrooms, and labs.

Public-Private Partnerships (P3s)

As the name suggests, P3s involve a collaboration between at least one public and one private entity to implement and sustain a mutually beneficial, long-term project. P3s come in a wide array of shapes and sizes depending on the goal of the project and the engaged partners. MSU Denver's first foray in to the world of P3s came through its Hospitality, Tourism, and Events Planning (HTE) program. As faculty engaged with industry professionals in the area, they learned that the HTE curriculum needed to include a greater focus on hotel management and craft beer brewing and management. The result? The campus now boasts a full service Marriott Springhill Suites® hotel and a restaurant attached – literally – to the Hospitality Learning Center, 26,000 square feet of classroom and lab. This partnership generates a separate and new stream of revenue to the campus, yielding $2 million in 2017 to support scholarships and other campus needs.

Similarly, the increasingly popular interest in craft beer brewing led to two new degree programs, one in beer brewing and one in brewpub operations. A P3 with Tivoli Beer Company garnered more space in existing buildings no longer shared with the other campuses along with a modest revenue stream

In a third P3, MSU Denver collaborated with the Detroit Institute of Music Education—yes, in Detroit, Michigan—to offer students degree programs in all aspects of the music industry. This P3 has already grown to include a Denver location, plans to launch new campuses around the country, and promises to generate yet another new stream of revenue.

A New Opportunity: Advanced Manufacturing

MSU Denver has long had curricular strengths and faculty expertise in aviation and aerospace sciences, engineering, engineering technology sciences, industrial design, computer information systems, and computer science. Therefore, when then-President Barak Obama launched an initiative in 2014 to increase manufacturing in the United States, the faculty were eager to explore how MSU Denver could contribute to the enterprise. The manufacturing sector was booming in Colorado, particularly in the aerospace industry, where it is second only to Texas and surpasses Florida. In consultation with industry leaders, MSU Denver faculty decided to develop an advanced manufacturing degree program.

This multi-step process began by appointing a recently retired faculty member from industrial design, Dr. Ken Phillips, to lead the process. Dr. Phillips was selected for this role because he is highly respected by both faculty and industry leaders.

Second, the University created an AES Advisory Board, which included representation from Lockheed Martin, Jeppesen, and the Colorado Advanced Manufacturing Alliance to determine specific employer needs. The University invited these and other corporations, which later joined the team, because of their interest in aviation, aerospace sciences, and advanced manufacturing. Employer comments centered on the following:

- Manufacturing job openings were increasing in number, but often went unfilled due to a lack of appropriately educated workers.
- Available curricula focused more on training for lower level jobs via apprenticeships. However, manufacturing jobs were changing in nature and required a different kind of education—one more focused on greater technical expertise (e.g., 3D printing and computer aided manufacturing) and on developing essential 21st Century skills (e.g., teamwork, critical thinking, written and oral communication, and problem solving).
- Since Colorado IHEs were not offering the needed curriculum, mid-level positions were often filled with highly educated and costly engineers recruited from out of state; turnover was high as more advanced positions appropriate to their education became available.

Third, faculty and administrators toured the local advanced manufacturing companies, which expressed interest in the evolving program by responding to an invitation to participate in its development. MSU Denver needed to understand more completely what careers would be available upon graduating with this new degree.

Fourth, they identified, and then toured, three of the best manufacturing educational programs, Ivy Tech, Purdue, and University of Illinois.

Finally, the team conducted two surveys of involved companies regarding job-ready skills needed so they could create a state-of-the-art curriculum. The surveys yielded a strong response, with the following highlights:

- Unanimous support for an AMS degree program, with “essential 21st Century skills” development embedded throughout.
- Consistent need for professional level personnel with a non-engineering bachelor’s degree in AMS in the next 5-10 years.
- Overall interest in employees who had hands-on experience with the type of equipment they would be using at work.
- Strong desire for their employees to complete the degree via multiple pathways – technical training, apprenticeships, two- and four-year degrees.

A faculty committee set about creating a curriculum responsive to all the information collected from corporate interviews, trips, and surveys. The curriculum development team was led by Dr. Phillips; other team members included Dr. Sandra Haynes, then Dean of the College of Professional Studies; Dr. Joan L. Foster, Dean of the College of Letters, Arts and Sciences; Dr. Jeffrey Forrest, Chair of the Aviation and Aerospace Sciences Department; Dr. Szuzsa Balogh, faculty in Civil Engineering Technology; Dr. Abel Moreno, Chair of the Computer Information Systems and Business Analytics Department; Drs. Aaron Gordon and Jerry Shultz from

Computer Science; Dr. Duane Swigert from Electrical Engineering Technology; Dr. Ted Shin, Chair of Industrial Design; Drs. Ming Li He and Devi Kalla from Mechanical Engineering Technology, and Dr. Debbie Gilliard, Chair of the Management Department. The collaboration yielded an advanced manufacturing curriculum for a baccalaureate degree with multiple pathways to completion. Once the curriculum won approval, the University launched a search for a permanent Director of the Advanced Manufacturing Sciences Institute to oversee the ongoing work in the Aerospace and Engineering Sciences Building, with a focus on coordinating the efforts of all housed in the building. Dr. Robert Park now serves in this position.

Creating the Right Spaces

To leverage the collaborative opportunities among local aerospace and advanced manufacturing industries and MSU Denver's related academic programs, the University initiated the Aerospace and Engineering Sciences building project in 2013. Originally, MSU Denver envisioned a funding model equally divided among the state, the University, and philanthropy or other private investments, with each sector contributing $20M toward an overall project budget of $60M. However, by early 2014, when it was time to begin the architectural design, the University had not secured financial commitments from the private sector. The focus on advanced manufacturing during this early period may have contributed to the lack of private sector commitment, because this industry relies so heavily on relatively new, small companies. Partnerships for the project would likely not yield foundational-level donations from one or two big companies; instead, MSU Denver would have to look for a larger number of smaller-scale relationships. To fulfill the P3 vision of the project, the partnerships would have to involve a broad group of companies and to engage the specific needs of each company on a one-on-one basis. This meant that the architects had to design a building for an advanced manufacturing curriculum not knowing how much, if any, philanthropic donations would support the final product.

The University engaged the Denver architectural firm Anderson Mason Dale Architects (AMD) to lead the design effort. The emphasis on smaller-scale, alternative partnership opportunities necessitated a rethinking of the architectural project delivery process. The traditional design process is linear in nature, with distinctly separated phases, characterized by one decision leading to the next. Typically, a project begins with a list of space requirements based on program needs, which becomes the basis for the subsequent design phase. However, the funding levels for the AES project were indeterminate at the outset, and the small-scale partnerships targeted by the project were inherently messy: they involved modifying individual spaces to react to different needs from different companies. Opportunities needed to be quickly test-fit with the architecture so that MSU Denver could determine whether the opportunity was worth pursuing. Remaining nimble became the core goal of the design process since a linear, sequential process would not apply.

AMD responded with a flexible approach that overlapped programming and design so that the two activities occurred simultaneously, allowing each activity to influence the other in a non-linear, iterative way. If an industry partner, such as Lockheed Martin or Hartwig, suggested a certain programming need, AMD quickly evaluated related design implications for MSU

Denver's consideration. Equally important, if the design unearthed a unique way to utilize a space, that programming opportunity was presented to industry for consideration.

Innovative Partnership Opportunities

The fluid programming/design process that AMD and MSU Denver prototyped made possible a variety of previously unimaginable innovative partnerships. For example, the project created opportunities for small advanced manufacturing companies to lease business space in the building. By designing the building to be extremely efficient, the project stretched the budget to provide for a whole floor of unfinished shell space. Late in construction, prospective tenants approached MSU Denver with interest in occupying this space. At the time of publication, tenants have leased 100% of the space. The first to agree to terms was York Space Systems, which makes uniquely designed small satellites. York will establish its satellite production facility and a mission operations center in its leased space. With mentorship from York experts, students will have the opportunity to help design, engineer, and manufacture the satellites. They will also get to operate the spacecraft on orbit and learn how to analyze collected data. Those leasing space get access to University testing equipment and student labor, and the University gets an ongoing revenue stream plus access to critical experiential learning opportunities for students. To date, other entities leasing space include Ambient Energy, EyasSat, and the Colorado Advanced Manufacturing Association (CAMA).

Another example of innovative partnerships in the project is one that developed between MSU Denver and Hartwig, a distributor for advanced manufacturing equipment. Hartwig proposed to loan equipment to the University if, in return, the company could tour potential buyers through the building to see the equipment in use. AMD tested this concept within the building design, and with MSU Denver established what became the Advanced Machines and Robotics Hall, at the front of the building, to house the equipment and act as a showroom for Hartwig. Today, the Hall houses $2M worth of Hartwig equipment, which will be cycled out on a regular basis, so the University gets access to the most current equipment for students, as well as relief from recurring equipment costs. Hartwig benefits from being able to showcase its newest models for potential buyers and from building familiarity between students and the equipment they will use as they matriculate into the workforce (see Figure 1).

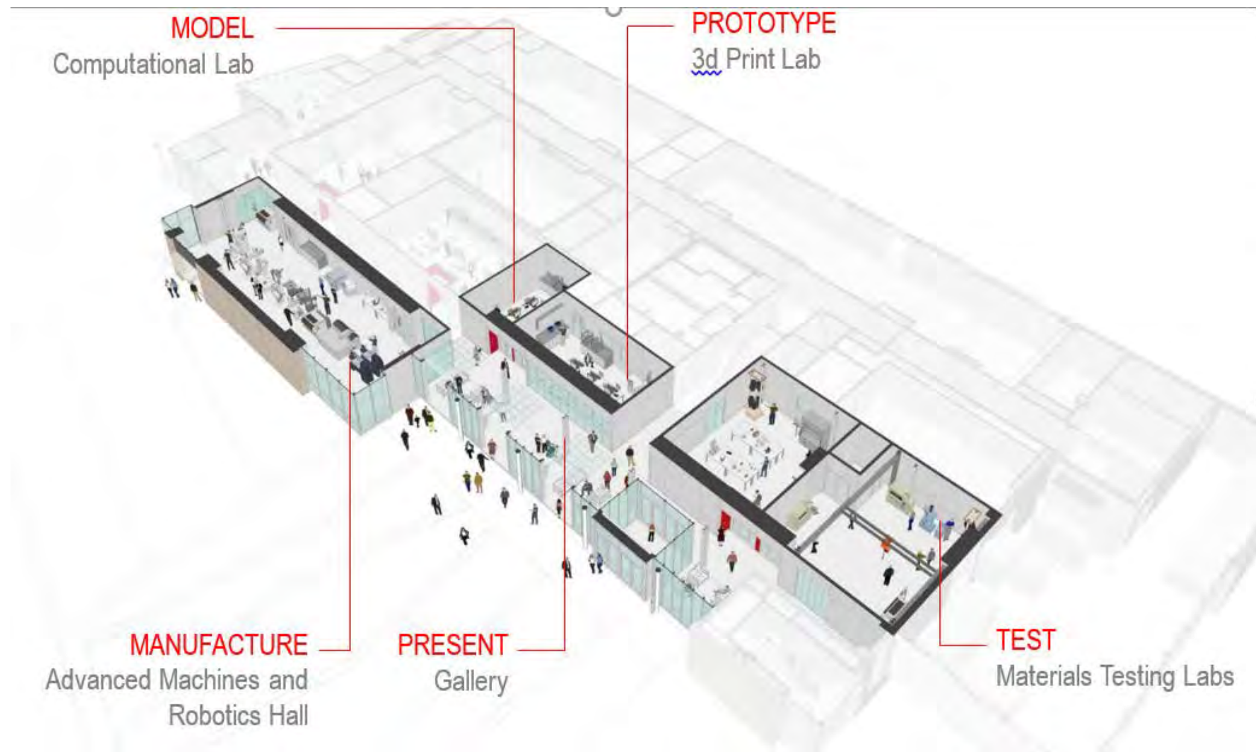

Figure 1. Aerospace & Engineering Sciences Building advanced manufacturing activities. Advanced Machines and Robotics Hall acts as showroom for Hartwig equipment.

A third partnership leverages the prominence of the site in the city into a shared identity between MSU Denver and the aerospace company Lockheed Martin. The project site lies along an arterial entry into downtown Denver–Auraria Parkway. According to a 2014 traffic study, Auraria Parkway carries 27,000 vehicles per day, which equates to almost 5 million viewings per year of the site. In the early stages of design, the University asked that the façade oriented toward Auraria Parkway visually link MSU Denver with the aerospace industry. Rather than using signage to make this connection in a literal way, AMD proposed that the high-visibility site utilize a two-story student lounge space to house a super-scale aerospace artifact displayed to passing commuters. MSU Denver and Lockheed Martin collaborated to build a half-scale Orion spacecraft mock-up fabricated by students using 3D-printers, which now hangs in the space (see Figure 2). The deepened relationship between MSU Denver and Lockheed eventually became formal with a $1M gift from Lockheed to seed the Advanced Manufacturing curriculum in the building.

Figure 2. Illustrative drawing of façade facing Auraria Parkway: Orion spacecraft links MSU Denver with Lockheed Martin, manufacturer of the spacecraft and the Forum creates studying and working space for students

Location, Location, Location—Influences Building Design

As previously noted, the MSU Denver AES building capitalizes on an extraordinary site. The building announces its program to those arriving into and leaving downtown Denver. Thousands of motorists a day pass the side with the city of Denver as a backdrop. MSU Denver is an urban university and the site for the AES building sits precisely on the edge between the campus and the city. These two aspects of the building site drive much of the primary organization and character of the building (see Figure 3).

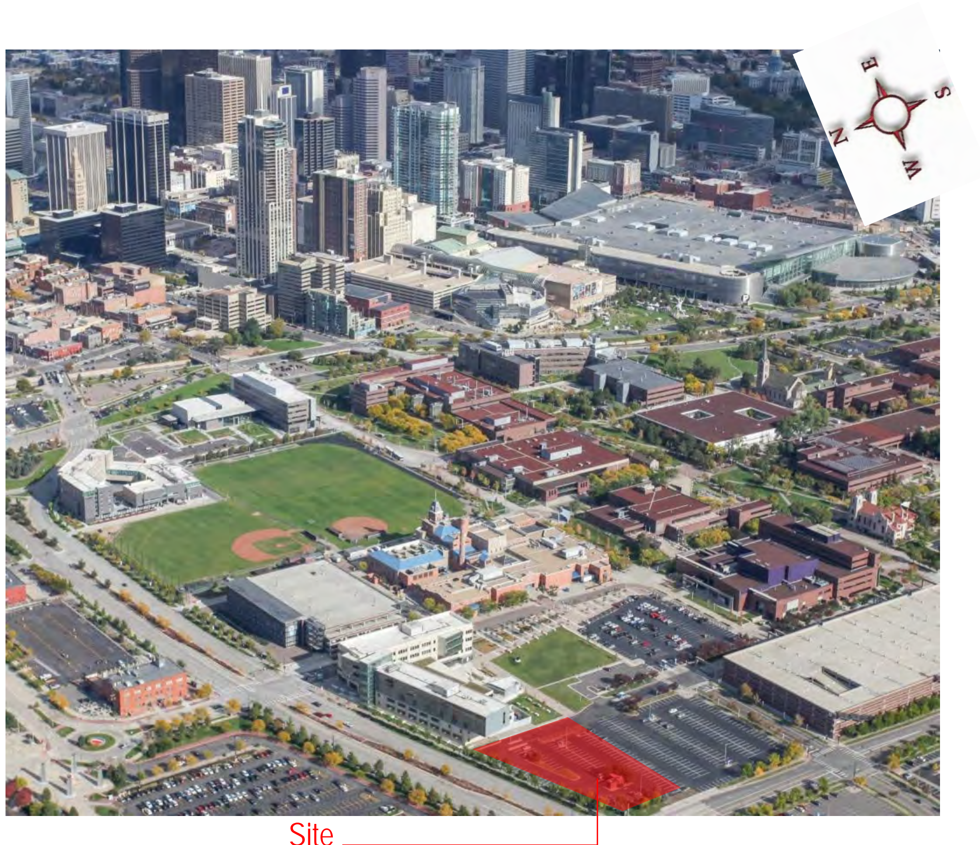

Figure 3. Aerial view of site.

The northern half of the building consists of a series of laboratories, shops and instructional spaces, which present science learning on display to those passing on Auraria Boulevard. The southern edge of the site is the campus edge, the more pedestrian oriented and walkable edge of the site. It is here that the primary student/campus entries occur, and where faculty offices and the Advanced Manufacturing Center are located. Joining these two edges and the plan is a core of instructional spaces and building support zones on all levels (see Figure 4.)

Figure 4. Typical Upper Level Plan

At the west end of the building, a ‘forum’ space and a large two-story student lounge and commons, both two-story spaces, look out to the west, to the mountains of Colorado’s Front Range in the distance. They provide the beacon and iconic view of the nature of this building for all to see: the Orion mock-up in the two-story student lounge on levels three and four, and the “Forum” on levels one and two for students to study, lounge, listen to special speakers, and other activities.

The Advanced Manufacturing Center on the south side of the building is a highly active and interactive student hub of learning and making. It anchors a gallery where student work is fully on display and where one can see students engaging the robotic equipment in the advanced manufacturing hall or the 3-D printers of the maker spaces, or testing materials in the structural materials testing labs. This gallery opens up to the campus with overhead garage doors such that in pleasant seasons (most of the year in Colorado), the building can be opened up and invite much active pedestrian traffic to and from the campus, celebrating student life and learning and activity (see Figure 5).

Figure 5. Gallery

The buildings material palette echoes the fabric of existing buildings in the MSU Denver neighborhood. Dark ironspot brick masonry is the primary building material. A textured limestone anchors public points of entry, beacon-like stair towers, and the Advanced Manufacturing Hall. Clear anodized aluminum panels trim public points of entry and canopies

and projections from the building, lending a machine-like quality and precision evocative of the nature of the work going on within (see Figure 6).

Figure 6. Building Exterior

The completed 117,000 square foot Aerospace and Engineering Sciences Building boasts 90,000 square feet of innovative learning spaces and specialized laboratories that support specific skills and technical expertise. Many of the labs on the first floor have glass walls, which give visitors a peek into the world of advanced manufacturing. Designed with collaboration in mind, the building also has plenty of gathering space for students, faculty, and industry personnel to work together. Three large doors on the south side can open to create an indoor/outdoor classroom or event space. The learning spaces and labs are equipped for experiential learning by students working side-by-side with their faculty. Having access to the Hartwig equipment translates to a highly relevant and targeted educational experience in advanced manufacturing. Revenues from the leased spaces will help to maintain the building, while the corporations and organizations "living" in those spaces will add depth and breadth to critical student experiential learning opportunities.

The academic departments that moved in to the AES building vacated some thirty-seven thousand square feet of space that is now available to other programs, which are at full capacity with student growing demand (e.g., nursing, nutrition, and other allied health programs). MSU Denver is currently planning how to backfill these spaces.

Conclusion

In today's higher education reality, institutions must develop curricula to meet the needs of the 21st century workforce. This requires constant communication among campus faculty and administrators, as well as with local industry and civic leaders. In addition, learning spaces must be adaptable to 21st century pedagogy that incorporates the latest technology, connect students to

the "real world," and include hands-on experiences. Where possible, new facilities should be open to creating not only traditional revenue streams—e.g., naming opportunities—but also continuous revenue streams via leases, the production of goods and services, and other innovative partnerships. To create such facilities, it is important to collaborate with architectural firms that are willing and able to adapt their planning, designing, and building processes to meet these needs. This case study provided insight in to one such partnership.

MSU Denver has experienced great success with a variety of P3 opportunities. Each is unique in its partnering strategies, yet each serves the goal of both enhancing student learning and generating additional revenue streams for the University. In some cases, as with the Hotel and Hospitality Learning Center, the revenues add significant resources to support scholarships and other University needs. In others, as with the DIME collaborations, the revenues are more likely to offset the costs of delivering a very expensive curriculum. MSU Denver will continue to pursue P3s; they have proven their value to student learning and the budgetary bottom line. Some future P3s may follow similar constructs to those already in place; others might be innovative in nature. The University welcomes each.

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