Duke-Durham Neighborhood Partnership Initiative Evaluation

A Report to the Duke Endowment and Duke University

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EXECUTIVE SUMMARY

This document presents findings and recommendations emanating from an evaluation, conducted by CAPD and Marga Incorporated, of the Duke Durham Neighborhood Partnership (DDNP) which centers on Duke University and its surrounding neighborhoods. Through the evaluation of how the DDNP has made progress towards its goals, this report is intended to inform the strategic direction of the Partnership.

The first section of the report briefly discusses the historical development of the Partnership, the DDNP's approach, and the process for conducting the evaluation. The DDNP's approach is groundbreaking in its willingness to deeply engage stakeholders in local neighborhoods in shaping the direction of various collaborative projects and initiatives.

The second section discusses the evaluators' findings around broad and specific aspects of the DDNP. The section includes a theory of change derived from available materials, site visits, and qualitative interviews. The theory of change describes how the DDNP captures the various assets in the community and the University to improve neighborhoods through collaborative projects and initiatives. This section also indicates, for each of the four themes, accomplishments and areas for improvement. Each theme, to varying degrees, can boast accomplishments that indicate neighborhood improvement. Some of these accomplishments are clearly measurable, while others are not. Numerous "cross cutting" issues, transcending each theme, are discussed in this section as well. These are all areas that the DDNP should consider in order to build upon the progress that has been made to date.

Benchmarking against other university/community partnerships can be found in the third section. The section benchmarks the DDNP against generally accepted promising practices in university/community partnerships, as well as specific examples of partnerships involving five other major research universities, which have become known for their successes. Benchmarking is not perfect in that all universities and communities have their own peculiarities. Furthermore, some DDNP elements are common to higher education partnerships, and some are not so common. However, one can say that the DDNP does

stand out from the pack of university/community partnerships in its approach, longevity, and engagement of local stakeholders.

The fourth and fifth sections provide recommendations and conclusions to directly advise the DDNP on how to leverage existing accomplishments to improve the scope and magnitude of impact within the University and throughout Durham.

The evaluation began in early 2006 at the request of the Duke Endowment, a key financial stakeholder of the Partnership. The reader should note that this evaluation began prior to the incident in the Trinity Park community involving Duke's Lacrosse team. As found in our interviews and focus groups with various community members, the Lacrosse incident was seen as neither a major threat to the progress and work of the Partnership nor a topic that was worth anything more than a two or three sentence discussion saying that the incident was irrelevant to the personal relationships and levels of trust developed within DDNP over time.

I. Introduction

Development and Approach of the DDNP
The Partnership developed in the mid-1990s out of Duke's desire to collaborate with surrounding neighborhoods and the desire of the neighborhoods to have a deeper engagement with the University. Duke stakeholders engaged stakeholders in twelve local neighborhoods to collaboratively arrive at various critical issues of concern and collaborative projects to address them. This approach distinguishes itself from university-driven community partnerships that proceed without soliciting community input. The engagement of Duke with stakeholders representing local neighborhoods has been extensive and sustained, emphasizing genuine relationships, which can lead to effective, sustainable partnerships owned by all involved.

With both financial and human resources and support of Duke, the 12 partnership neighborhoods, the City of Durham, and outside funders, the Partnership settled on four thematic areas. These include academic enrichment/ youth achievement, neighborhood stabilization, strengthening partners, and University engagement. Duke's Office of Community Affairs (OCA), in the DDNP approach, serves as a "portal", coordinating University resources to respond to needs articulated by the community. Aligned with Duke's Office of the President, the OCA is in a position to leverage and maximize the University's resources for

neighborhood goals. Drawing on relationships with neighborhood residents, organizations, and systems, the OCA is also able to access neighborhood resources for university goals.

II. FINDINGS

Theory of Change and General Principles
A theory of change was designed to map the state of DDNP goals, resources, strategies, activities, and intended outcomes. For any initiative designed to bring about organizational or community change, it is helpful to have developed a theory of change prior to embarking upon activities. Because the DDNP did not have such a theory when this evaluation began, one was generated based on available information. DDNP goals include:

- Vibrant and thriving neighborhoods in Durham with multiple opportunities for community residents to achieve their academic, economic, and civic goals,
- Duke University functioning as a fully engaged, valued, and helpful partner institution within Durham,
- The Partnership demonstrating the effectiveness and value of its community-driven approach.

In order to attain these goals, the general *strategies* employed by the Partnership include:

- Building long-term knowledgeable and trusting relationships among neighborhood partners and OCA staff,
- Leveraging Duke's resources to support what DDNP schools and organizations believe will benefit DDNP children, youth, and residents,
- Building-in strategies to sustain and expand benefits where possible, and
- Supporting a culture of community engagement within the Duke community that benefits Durham, including DDNP neighborhoods.

Themes
Academic Enrichment/Youth Development
Academic Enrichment/ Youth Development focuses on comprehensive partnerships with Durham schools, academic support, and adolescent development support. The Partnership has been successful according to the data of particular DDNP programs and according to personal stories. Accomplishments include providing a wide-range of academic enrichment experiences by mentoring and tutoring in areas such as

science, culture, and literacy. Participants and Duke University students can tell many stories of success. Being responsive to community requests, staff commitment, using best practice models, OCA support, tutor training, and focusing on outcomes are some of the strategies that work well. Increasing scale and moving to more systematic and core academic activities are among areas of improvement that may enhance the outcomes of Partnership programs in academic enrichment/ youth development.

Neighborhood Stabilization
Neighborhood Stabilization addresses housing, neighborhood beautification, safety, and services available to neighborhood residents. Activities of two community centers, increased housing stock in some neighborhoods, increased civic engagement among residents, and providing opportunities for Duke University students are among the accomplishments of the partnership. That the partnership embraces community traditions and provides central personnel as resources are among the reasons that Neighborhood Stabilization has been able to make progress. While these efforts have increased resident engagement, some groups have not been engaged as extensively: Latinos, renters, and landlords. The participation of these groups is essential in achieving and sustaining the impact of the Partnership's efforts. To better monitor and readily report the progress of ongoing efforts, better tracking of indicators would help demonstrate achievement of neighborhood stabilization outcomes.

Strengthening Partners
Empowerment is the central theme of strengthening partners. Under this area of work, more partners work together than did before and many have received legal, fiscal and board development support from OCA and relevant departments within the University. These collaborations and individualized approaches (for both assistance and collaboration) have been critical for partner strengthening, but additional progress is needed. More capacity-building, support, and communication among partners, and a common sense of what empowerment means will enable the Partners to be more effective in doing their work and in partnering with the University and other organizations.

Duke University Engagement
University engagement includes the activities of departments (both academic and non-academic) and individuals (faculty, staff, and students). The University activities have led to enrichment of education in Durham Public Schools and curricular enhancements.

Various departments have provided unique services to individual partners within the neighborhoods, including pro-bono legal counsel, serving resident health needs, and economic assessments. Buy-in from the department or school, demand for students, having a critical role for faculty, and incorporation into the student curriculum are among the strategies that tend to work well for engagement. Getting greater financial support from the school or department and outside funding, program continuity when students are involved, and seeing the community as a valued asset rather than a laboratory are among some of the remaining challenges. These are sometimes seen by neighborhood residents and organizations as challenges to being able to work with the University as equal partners.

Cross-Cutting Issues

Among the thematic areas, there are several issues that transcend programs and partners. These include common ingredients of success, sustainability, institutionalization, funding, leadership, impact on the University, visibility of the Partnership, boundaries, and future directions. They are areas that impact particular programs and more importantly, are critical in the longevity of the Partnership and in enhancing the power of the Partnership. For example, long term and flexible funding from the Duke Endowment has enabled all of the DDNP's efforts to grow out of time-consuming, trust-building processes that develop genuine working relationships.

III. Benchmarking

Effective shared governance, sustainability, coordination, and support from senior leadership are some of the promising practices common to university/community partnerships discussed in Maurrasse's book, *Beyond the Campus,* and Leiderman's *Building Partnerships with College Campuses: Community Perspectives*. Duke University has progressed in all of these areas, but still has some room to grow.

The University of Florida, the University of Chicago, the University of Southern California, and Tufts University are all major research universities, which have become known for some aspects of their community partnerships. Some of these Universities have made significant advances in the institutionalization and sustainability of the work, as in the case of the multi-million dollar endowment at Tufts. The DDNP is the most extensive ongoing relationship between a major

research university and stakeholders in surrounding neighborhoods in which all involved buy-in. The process by which the DDNP solicited ideas from local residents in order to shape projects and lead to results is unique among large, private, research universities (Research I, Carnegie).

IV. Recommendations

In the report, recommendations to the DDNP advise on how to build upon existing successes and bring about greater impact throughout Durham and in Duke University. Based on the information gathered for this evaluation and the experience of the evaluators, recommendations include:

- *Increase shared governance* – Community partners could play a greater role in guiding the strategic direction of the partnership, decision-making, and resource allocation.
- *Invest in a community report card* – By regularly reporting on neighborhood level data, the Partnership would be better able to focus on and monitor "big picture" outcomes of the Partnership rather than just its programs.
- *Deepen the number of available staff* – By having a larger staff, the Partnership can distribute the work of the partnership beyond having a single key person in each area and develop succession plans for key leaders.
- *Strategically focus, but approach carefully* – While the Partnership may consider expanding its work in some areas and focusing more in others, it should also consider how it plans to enhance how it utilizes the University's network.
- *Enhance awareness of DDNP within and outside of campus* – There is a need for increased consciousness about the Partnership's principles, processes, activities, and successes on campus and off-campus. In addressing this need, DDNP has to remain cognizant of how and by whom the Partnership is being celebrated.
- *Continue resource development emphasis* – In continuing the current resource development efforts, the DDNP should also create a strategy that is aware of the different types of resources engaged in such efforts.
- *Develop a neighborhood leadership institute* – A neighborhood leadership institute is a way to build the capacity of community organizations through training.
- *Increase trustee involvement* – Involvement of trustees has been a valuable component of successful partnerships at other universities.

- *Build upon employee engagement* – Going forward, the DDNP framework could better align the neighborhoods with Duke employees who may be considered community resources for information about Duke activities.
- *Increase ability to communicate and work with the growing Latin population* – As the Latino population grows in the Partnership neighborhoods, so could efforts to incorporate this change into existing or newly created activities.
- *Create a data warehouse* – All of the research that has been conducted within the neighborhoods could be centralized in one place accessible to both University and neighborhood constituents.
- *Hold general DDNP-wide meetings to develop cross-neighborhood and cross-Duke relations* – Regular meetings of DDNP partners would enable partners to see what others are doing and to see the role of their own work in relation to the "big picture."
- *Leverage relationship with city to determine DDNP's potential to influence systems change* – Through the city's coordination, the University could be connected to new institutional partners, generating new strategic ways to meet the needs of residents.

V. Conclusions

The DDNP has made significant progress over the past decade and continues to do so with passionate community and University stakeholders. Building trust among the partners, the community-driven strategy, focusing on the four thematic areas, and visibly changing neighborhoods are among the components of its success. Using the recommendations, DDNP can create an additive framework for continuing its current progress and to show comprehensive progress of the partnership.

I. INTRODUCTION

Background and Overview

This document captures the findings and recommendations of an external evaluation of the Duke Durham Neighborhood Partnership (DDNP), supported by the Duke Endowment. Two firms, the Center for Assessment and Policy Development (CAPD) and Marga Incorporated, collaborated in this work, which included one-on-one qualitative interviews of key stakeholders at Duke University and in Durham, along with a review of several previously written documents on the DDNP, a focus group of community partners, and numerous ongoing conversations with a core team comprised of the Duke Endowment and the leadership of the DDNP.

Evaluation work began in early 2006.[1] A day-long kickoff meeting in February 2006 engaged CAPD and Marga in communication with a cross section of those who would be interviewed during the upcoming months. These conversations informed the initial rationale for conducting this evaluation. The general sense of the many Duke and Durham representatives is that they wanted to "tell the story" about what they see as a unique form of community and campus partnership – one which is neighborhood driven and heavily reliant upon strong relationships and communication for its success. The rationale for this evaluation is to capture the essence of what the DDNP is accomplishing, how it is effective, and ways to strengthen those accomplishments in pursuit of its goals.

The findings and recommendations discussed in this report are intended to inform the strategic direction of the DDNP in the years to come. This evaluation was not intended to duplicate previous evaluation efforts and existing reports, which address each of the programs within the four key thematic areas. A significant amount of detailed findings from existing evaluations have already been documented. This evaluation effort is intended to take a big-picture view of the value and areas for potential improvement and growth. First, the document gives a brief history of the DDNP, followed by the methods used for this evaluation. Then it describes progress in each of the four thematic areas and discusses the cross-cutting issues for these areas. Looking at several other university/community partnerships, we provide points of comparison for DDNP's work.

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[1] Prior to the alleged sexual assault incident that focused national attention on community/campus relationships in Durham.

Finally, the evaluation closes with recommendations to the partnership and conclusions based on the findings and comparisons.

In Brief: Historical Development of the DDNP

Previous evaluations and documents provide more detailed descriptions of the historical tensions between Duke University and the Durham community and the early conversations that shaped the DDNP. Many community residents were skeptical Duke would willingly enter into a genuine partnership with community residents, in a manner that would bring substantial benefits to neighborhoods. The general sense from the community was that Duke had been largely exploitative of the local population, particularly in research. As we were informed upon starting this evaluation and throughout our research, residents commonly felt that they were being "researched to death".

Through the many, sometimes contentious, conversations, Duke University representatives and community residents continued to stay in communication, and continued to plan the work ahead. The core of the partnership continues to rest in the development of relationships, ongoing communication and trust-building. This persistent willingness to hang in and keep communication going, and allow for an extensive process, through which all stakeholders contribute and buy into plans, stresses the long term nature of the approach of the DDNP.

Approach of the DDNP

Resource Portal
The approach of the DDNP is to match university strengths with those of the community while the intent of the partnership is to see key staff at the Office of Community Affairs (OCA) as "portals" to Duke University and its vast resources. In this role, the OCA personnel bring expertise in working in the Durham community, Durham networks, and commitment to Durham into the Partnership from the University perspective. These characteristics have been critical in communications between the University and community.

Communication between the OCA and community residents leads to the identification of community needs, which Duke resources can address. Resources are contributed in the form of knowledge-sharing, technical assistance in a variety of forms, volunteerism, in-kind provisions, and dollars. As described in the findings, human resources

are just as important, and often more important, than financial resources.

Communications and Ties
The approach of the DDNP can work when strong ongoing communication persists. OCA's alignment with the Office of the President situates the DDNP to potentially maximize and leverage university resources. Ties to community resources are dependent upon the OCA's continuous communication and relationship building with community organizations, residents, and institutions.   OCA staff, in order to make this approach work, must engage in numerous offline conversations, sit on porches, attend events, and engage community residents in a variety of ways.

Points of Emphasis: Relationships
The strong relationships between Duke University stakeholders and community members, in this approach, keep producing. In other words, the actual ongoing relationships are the points of emphasis rather than time-limited projects. The reality is these relationships have spawned a variety of projects, many of which have been continuing over the last few years.

Points of Emphasis: Neighborhood Level
If relationships and communication drive the life of the DDNP, then honing in on the neighborhood level is essential. The DDNP has emerged into a partnership with twelve specific neighborhoods which engage in a variety of programs and initiatives, based on what each neighborhood identified as priorities. Another central aspect of the DDNP approach is to allow priorities articulated by community members to shape the particular dimensions of the partnership.

Points of Emphasis: Themes
So many projects had emerged through these, relatively discrete, university/neighborhood partnerships that it became difficult to identify a core theme linking the various dimensions of the DDNP, outside of the process for connecting and communicating. In terms of the actual goals of the particular projects, the DDNP concluded that the projects could be captured in four thematic areas: Academic Enrichment/Youth Development, Neighborhood Stabilization, Strengthening Partners, and Duke University Engagement.

Empowerment
Empowerment becomes the central intent of the sum total of all projects, as exhibited in, what we see, as the "theory of change" driving the DDNP.

Method for the Evaluation

The central question driving this evaluation was: How has the DDNP made progress toward its goals, overall and in the four focus areas of academic enrichment and youth development, neighborhood stabilization, strengthening partners, and university engagement? We sought to identify and discuss notable accomplishments, what works well, how we know what is working, and challenges or areas in which accomplishments can be strengthened for improvement.

The findings presented here were based on existing materials and 47 interviews with key stakeholders that are currently or historically a part of the DDNP. The existing materials included documentation and data collected since 1990 such as information from evaluations, case studies, progress reports, proposals, data from the US Census, the Department of Education, and from the individual programs within the partnership. Existing materials included previous evaluations, reports, and proposals.

As noted throughout this document, data is not comprehensively available by thematic area. Data is available only for some of the specific programs, limiting our ability to establish a comprehensive baseline for each thematic area. Some of the data is presented without particular caveats of which the reader, knowing the history of the Duke-Durham relationship, may be aware. In the case of academic enrichment, the distinction is not made in how the DDNP impacts academic *enrichment* and academic *achievement*; both terms have been used in DDNP documents. Use of either term determines the set of indicators and strategy to be evaluated, and also determines key stakeholders for the theme.

Key stakeholders were interviewed during the summer of 2006. During site visits, interviews were sometimes conducted along with evaluators who were familiar with neighborhood residents. Individuals that could not be interviewed in-person were interviewed over the phone. They included representatives of neighborhood organizations, school principals and teachers, residents, Durham government officials, and Duke University administration, faculty, and students.

These stakeholders represent the perspectives conveyed in the following findings unless otherwise noted.

II: FINDINGS

General Principals and Theory of Change

Resources of the DDNP

Leadership of the Partnership is dispersed throughout both Duke and the community. At Duke, leadership comes from the President's office, the OCA, and several Duke departments. Community leadership comes from neighborhood groups, faith institutions, schools, the Department of Parks and Recreation, community-based organizations, and community centers.

The Partnership receives resources and support from both Duke and the community. Within Duke, resources include the OCA (which substantially contributes time, expertise, influence, and leveraging capacity within and outside of Duke), academic and non-academic departments, and the ability to engage faculty, students and staff. Within the community, resources include ideas, expertise, time, the ability to engage community residents, and organizations that have or could have relevant resources for the work. Other partners such as Durham government agencies also provide support for the work of the Partnership.

The Duke Endowment is a key funder in Duke's long-term commitment to the Partnership, but there is also substantial support from others, including Duke University, the Kellogg Foundation, Wachovia, and the Howard Hughes Medical Institute.

Defining the Partnership

The Partnership means different things to different people, but is generally considered to be a way to look at Duke and Durham's relationship, a way to limit parameters of one's work, and a conduit to get things done in the community and at the University. To some, it is a networking opportunity whereby they can reach out of the community or out of the University and similarly, reach into the University or into the community. Each of these is discussed below in more detail.

Limiting the Parameters of Work
Several people within the University mentioned that the Partnership was a way for them to prioritize their work with Durham. Residents and organizations in Durham frequently would like to call on resources

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that they believe exist within the University's various departments and initiatives, such as education and technical assistance for non-profits. Within the University, there is also a desire to engage Durham in a multitude of ways such as service learning, volunteering, research, and technical assistance provision. These efforts are constrained by time and resources, both human and financial, so the Partnership provides a way to prioritize Duke-Durham engagement activities.

Reaching-Out and Reaching-In
Duke and Durham are often seen as two separate entities with more deliberate overlap via the DDNP. Rather than seeing Duke as a part of the Durham community, some in Durham still see Duke as being isolated and not considering itself as a part of the community, in spite of its role of being one of the largest landowners and employers in the city. For community members, reaching beyond the "boundaries" of Durham can mean the ability to engage with new or unconventional partners such as national foundations. Engaging DDNP can also mean being able to reach into Duke to leverage its knowledge and financial resources. For Duke, the partnership similarly provides an opportunity to reach into the community to leverage its resources and expertise for other funding sources outside of Durham and the Duke Endowment and to reach mutual goals.

Figure 1 shows the community's perspective of the current relationship of the University and Durham. From this perspective, this relationship is desired to evolve to one where all of the various parts of the University acknowledge themselves to be a part of the community (e.g. more faculty living in Durham neighborhoods and sending their children to Durham schools). Although the OCA is a part of Duke University, many people in the community do not currently see it as operating as a function of the University. Instead, they see OCA's role in the partnership as separate from the rest of the University and would like to see its work and influence further integrated throughout Duke.

Figure 1.This diagram represents the Duke Durham relationship from the community members' perspectives.

Current Relationship

DUKE UNIVERSITY

- Multiple avenues of institutional, departmental & individual engagement with Durham:

- DDNP, other community engagement, service learning, research, employer, landlord and landowner, purchaser of Durham goods and services, contributor to community development, political player

- Multiple resources: intellectual capital, land, facilities, volunteers, fundraising expertise and clout, educational, health, legal, technical, health and other services and expertise, funds

- Multiple perceptions of Durham as a good place to live (few faculty live in Durham, few children of Duke faculty attend Durham Public Schools)

DDNP

- Ten year history of growing trust

- Many effective programs

- Foci: Twelve neighborhoods in Durham/Seven Schools in Durham

- Outcomes: Academic Achievement/Youth Development; Neighborhood Stabilization; Duke Engagement; Strengthening Partners

- Principles: Empowerment; Community Driven identification of needs; Trust and Relationships key; looking for Synergies, Sustainability, Networks, Expansion

DURHAM

- Experience with community-based problem solving

- Multiple community leaders (with varying legitimacy among various groups)

- Systemic economic, educational, safety and related needs

- Deep and difficult history with Duke University as an employer, landowner and landlord, community partner and neighbor

- Varying perceptions among current community about sincerity of culture of engagement throughout Duke University (separate from OCA)

Theory of Change

Figure 2 illustrates the evolving theory of change for the DDNP, based on the review of written materials and feedback from community members and some of the OCA staff. A theory of change is a picture that indicates the goals and outcomes of an effort and the ways in which strategies are expected to lead to attainment of those outcomes and goals. DDNP's theory of change was implicitly based on a set of principles and actions, but has become more explicit over time, especially at the programmatic level. This remains an evolving theory that is governed by the actions of OCA, response to current opportunities, and current focus on the four thematic areas. It represents our best understanding of DDNP as it exists as of the time period of evaluation (2006).

Figure 2. Theory of Change

DUKE/DURHAM PARTNERSHIPS
Potential Strategies and Outcomes

BROAD STRATEGIES

- Build long-term, knowledgeable and trusting relationships among community partners and OCA staff

- Leverage Duke's resources to support what DDNP schools and organizations believe will benefit DDNP children, youth and residents

- Build in strategies to sustain and expand benefits where possible

- Support a culture of community engagement within the Duke community that benefits Durham, including DDNP neighborhoods

SHORTER-TERM

Actions

- Activities cluster in four broad strategy areas

- Programs implemented as designed

- Programs achieve their intended impacts

- Community partners form networks to support each other's work

- Duke University partners (students, faculty, departments, others) deepen their knowledge of community strengths

- Community organizations influence how University departments, faculty, students and others engage with them

- Avoid "perverse" effects

Short-term Outcomes

Engage with partner schools and CBOs, listen to requests, engage resources of Duke & DDNP in meeting requests as possible and considered appropriate

Look for opportunities that might benefit partners, bring them to their attention and support their ability to get and implement them

OCA: provide infrastructure, leadership and raise funds to support DDNP

Promote the benefits of community engagement within the Duke community

Help link particular Duke faculty and student interest in community engagement to DDNP neighborhoods when appropriate

LONG TERM OUTCOMES

- Partners within Duke University (students, faculty, others) increasingly provide services that support the goals of Durham residents and, through engagement, deepen their understanding of roles they can play, resident assets and civic processes that create positive outcomes

- Contribute to improved test scores in partner schools

- Contribute to improved rates of graduation and college going among youth in DDNP neighborhoods

- Contribute to increased rates of home ownership & stable or increased property values in DDNP neighborhoods

- Partner organizations more stable in terms of their board, management and membership structures, funding and ability to implement activities they deem important

VISION/GOALS

- Children and youth: increased sense of possibility, broadened world-view, improved life chances.

- Neighborhood residents: increased power to meet their own civic goals

- Organizations: increased ability to meet neighborhood need, serve as anchors in their neighborhoods & influence civic well-being in Durham

- Duke University: increased learning and success in engaging with their neighbors to meet collective goals

The Duke/Durham partnership is a national model of campus/community engagement

-Vibrant and thriving neighborhoods in Durham with multiple opportunities for community residents to achieve their academic, economic and civic goals

-Duke University functioning as a fully engaged, valued and helpful partner institution within Durham

- Duke students strengthening their interest and capacity for civic leadership

Proposed Changes

Community members who reviewed the theory of change recommended the following changes to make it more accurately reflect their aspirations for the partnership. These are not reflected in the theory of change, because they are not believed to be an explicit part of how DDNP currently operates.

- **Strategy**
  - **The strategy should additionally include a University-wide element.** Community members would like to see how the University plans to direct university-wide resources toward the partnership.
  - **Direct Engagement.** Instead of Duke relying on community members, including residents and organizations, *to tell them* about their needs, Duke should *engage* more directly. Engagement requires more conversation and input by the community *and* the University, rather than relying only on community member input. Direct engagement with both residents and organizations is important because not all of the community members that are in partnership with DDNP have the same level of credibility among community members.
- **Actions**
  - **Better research utilization.** The neighborhood research that is currently or has already been conducted should help inform strategies regarding education, employment, housing, programs, etc. When research is done on the community, the findings should come back to the community.
  - **More Duke-direct opportunities.** There are still a multitude of resources that Duke can leverage for youth. Many youth in the neighborhoods have not seen the inside of Cameron Stadium, or some of Duke's advanced science labs – the University can open up more opportunities more often to community residents.
  - **More Duke money.** Some DDNP efforts are a part of departmental and school budgets, but the amount being contributed by the University overall is unknown. This can be problematic when other sources of funding are obvious. Community members perceive resources from the Duke Endowment and the Duke-Durham Campaign to be from

Duke-independent entities, leading them to conclude that the University is not making a substantial financial contribution to DDNP.
- ***Long-Term Outcomes***
  - o Community members would like a goal of having the culture of engagement and work of OCA be dispersed throughout the University, which they believe could lead to OCA having more influence and greater resources.

Thematic Areas

Work of the partnership generally falls under one of four thematic areas. *Academic Enrichment/ Youth Development* aims to contribute to school success and academic achievement at the individual and school levels. Affordable housing, safety, neighborhood beautification, and improving the services available to residents fall under *Neighborhood Stabilization*. *Strengthening Our Partners* focuses on helping certain community organizations become more stable, enabling them to serve as "anchor" organizations with the partner neighborhoods. *University Engagement* encompasses the involvement of staff, departments, students and faculty in the partnership. Each thematic area includes numerous projects, some of which may not be mentioned in this report.

Academic Enrichment/Youth Development

Overview
The theme includes at least three types of efforts in the twelve Partnership neighborhoods: comprehensive partnerships with the seven Durham Public Schools in these neighborhoods; a variety of programs for children (some of whom attend the seven partner schools and some of whom do not); and several programs for adolescents, particularly adolescent men of color, about whose futures neighborhood residents are highly concerned. Research on improved academic achievement indicates that strong relationships and engaging, aligned and rigorous instruction are among the key paths to improved academic achievement for individual students and schools as a whole. Research on youth development indicates that youth led programs that keep adolescents occupied in positive activities during non-school hours help to build relationships and offer hope for a positive future are most likely to help adolescents stay in school, achieve and transition to college or other positive post high school activities. While the individual goals and activities of the programs and activities included within this theme vary, nearly all are aimed in some fashion at that constellation of goals. The most comprehensive programs which attend to many of these goals are also the ones which tend to show the most positive results.

Projects
Specific efforts have included after-school programming, literacy assistance to kindergarteners to third graders, tutoring from Duke University students to fourth and fifth graders, college exposure for

middle school students, comprehensive mentoring and rites of passage programs for high school students, arts education and exposure to arts and cultural activities, science and math enriched learning and career exposure and computers, books, facility support and a host of other enrichments for the partner schools. This theme has also been an area where numerous Duke University students have been able to gain opportunities to experience the Durham community and be helpful to local youth. Programs funded over the course of the past ten years (many of which still continue) include: BOOST, Partners for Success, Partners for Youth, West End Teen Center and Teen Focus Program, Project HOPE, Rites of Passage, activities sponsored through Walltown Children's Theater, STARS and others. The specific descriptions and evaluative information about most of these programs are available through reports to the Duke Endowment, in previous case studies, program level evaluations, on the DDNP website and several other sources. In fact, a feature of this theme is the extent to which the work and results of individual programs has been documented.

Notable Accomplishments
- *Expansion of comprehensive programs that include best practices (noted above) likely to help students succeed in school.* At least three of the DDNP supported efforts (Partners for Success, Partners for Youth and Walltown's Children Theater) that began as relatively small efforts were able to expand the number of children and adolescents being served in ways that appear to have maintained, and in some cases expanded their benefits. It is very difficult for programs of these kinds to accomplish that, so the fact that DDNP has fostered growth without diluting benefits is impressive.

- *Wide-range of academic enrichments.* The partnership programs provide a wide range of literacy, science, cultural, arts-related, tutoring, mentoring, and other supports that research indicates can supplement quality schooling. These programs have touched all seven schools and many hundreds of children and dozens of teachers. Enrichment programming benefits individual students and schools as a whole in multiple ways – by providing venues for building important relationships among students, teachers and other caring adults; by increasing engagement in school; by providing opportunities to build learning and academic skills, by keeping students engaged in positive activities during out of school time, and by building aspirations among students who may not believe they have positive post high school opportunities.

- *Many individual participant success stories.* There is evidence of benefits to participants of individual programs and many participant success stories under very challenging circumstances. Partners for Success, Partners for Youth and the Walltown Children's Theater are among the DNPP supported programs with multiple success stories

- *Considerable attention to logic models, evaluation and tracking of program results.* DDNP and its partners have put considerable intellectual work and resources into setting goals for individual programs, using state of the art approaches (such as developing logic models) to measure program results, and collecting and analyzing data to track how the programs are doing. (Examples of findings from these evaluations are included in a later section).

- *Leveraging resources.* DDNP is leveraging considerable financial and non-financial resources toward academic achievement and youth development in the twelve Durham neighborhoods. For example, overall, each dollar of Duke Endowment resources targeted to this area through DDNP has leveraged at least twice that in additional dollar resources, as well as 1000's of hours in volunteer effort.

- *Duke student exposure.* Programs that DDNP supports are exposing Duke students, particularly those who have never been in public schools prior to this, to the goals and challenges of urban public schooling.

What Works Well
- *Responsive to community requests.* The programs supported to date are highly responsive to community interests and concerns – to keep youth on a path toward a positive future, to keep students engaged with and on track in school, and to enrich the capacity of Durham Public Schools in a variety of ways.

- *Utilization of best practice models.* There are a number of comprehensive programs whose models are consistent with research and/or based on best practices in their field (e.g. literacy support, comprehensive youth development, mentoring programs).

- *Staff commitment. M*any program staff are going beyond the requirements of their programs – in terms of engaging with students, teachers, and parents in ways above and beyond program design. It is clear that many program staff value the youth whom they serve.

- *High quality implementation.* In spite of a few complaints, available evaluation evidence suggests that many of the programs are implemented at high levels of quality.

- *Strategies that keep the work focused on outcomes.* The work is outcomes focused. Evaluation, logic models, and technical assistance are utilized to stay focused on what the programs are trying to accomplish.

- *Tutor training.* Tutors that are trained by the Program in Education are particularly helpful.   What distinguishes this training is its focus on helping Duke students be culturally competent and its emphasis on understanding urban educational policy as well as how to work with young children. People cite the comprehensive nature of the training combined with reflection, professional lesson plans and other supports as key to the high quality of this program.

- *OCA support*. Community organization representatives and residents appreciate the support that OCA provides and find it generally helpful, strategic, consistent and creative.

Quantitative Data

One of the goals of our evaluation is to help DDNP, TDE and its partners learn more about the extent to which they are meeting their stated goals. This is challenging in each of the theme areas, for reasons that are largely technical. First, while program level goals have been defined with precision, the broad goals of DDNP have not been articulated in terms of specific and measurable benchmarks but in more visionary terms (e.g. thriving neighborhoods, more effective community partnerships and engagement). These are engaging goal statements that have fostered a great deal of productive action. They can be quantified, but the work to quantify them has not yet occurred. This applies to the area of academic achievement and youth development just as it does to the other theme areas.

Second, DDNP has chosen to target its efforts on twelve particular neighborhoods for purposes of strategic and resource focus. Unfortunately, the neighborhood boundaries do not line up with standard census tracts or other area definitions that match public data that is currently collected. This means that it is very hard to isolate important facts about the well-being of the twelve Durham neighborhoods as defined by the partnership, and therefore, to see if things are getting better, staying the same or getting worse over time.

In addition, the schools in the DDNP partnership serve children from many neighborhoods (because of magnet schools and for other reasons). So it is not technically feasible to look at how the partner schools are doing as a measure of how children in the twelve Durham neighborhoods are doing.

One of our recommendations (in the last section of this evaluation) provides some ideas about how to address this dilemma going forward. It suggests ways to collect neighborhood level data, and a process for setting benchmarks or targets at the level of the big DDNP goals (in addition to, or perhaps even instead of at the program level.)

There is information available for the seven partner schools on some important measures – for example, attendance, promotion from one grade to the next, test scores and rates of graduation. These data cover the population in the schools (different from the population of children in the twelve Durham neighborhoods that are part of DDNP.) These data also have many weaknesses for our purpose – for example, they are highly related to demographic and socio-economic characteristics (family income, parent's education) of the population of children in a particular school, and they measure only some kinds of academic skills (often missing critical thinking, creative strengths and capacities of limited English speakers who must take tests in English). For those two reasons alone, many people believe that these kinds of gross measures provide only a very limited picture of what the schools are contributing to the learning and academic prospects of their students (what is often called a values-added analysis). It is also not possible to isolate the extent to which DDNP activities are contributing to changes in these measures without a major, additional investment in sampling, data collection and analysis, beyond the scope of our evaluation.

At the same time, there is enormous political pressure on schools to show improvements in these kinds of measures, for all students and for particular groups of students. Further, they are the only data Durham residents and DDNP have right now to see how the partner schools are doing. So, while we believe these data are quite limited, we present them to describe trends in the performance of the seven Durham Public Schools.[2]

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[2] We appreciate the memo that David Stein prepared in response to an earlier draft of this report, in which he elaborated on many of the weaknesses of these data, and pointed out some factors that should be considered in interpreting trends over time. The factors he mentioned, including the changing demographics of the schools and relatively high levels of leadership (principal) turnover, are important contextual factors.

Figures 3 to 9 provide information from 2002-2005 on end-of-grade (EOG) test scores in reading and math for partner schools and Durham Public schools as a whole.[3] DDNP sponsored activities are designed in part to contribute to improvement in these scores. Many factors in addition to DDNP activities influence these scores – some of which (instructional approach in the classroom, teacher certification, class size) research has shown to be more powerful than afterschool, tutoring or mentoring in most instances. For that reason, and because it is not currently possible to isolate the specific contribution of DDNP activities to these test scores, these data serve as context and not evaluation.

At the same time, examining school level data is an important indicator of how the seven partner schools are doing on indicators about which DDNP and community residents care deeply. Thus, they help focus our attention on the "big picture" questions at the heart of this evaluation.

The data are encouraging in some instances, particularly in a few of the schools that appear to be making progress toward improved student achievement. At the same time, they indicate that there is still substantial work to do to ensure that all children in the Durham partner schools are achieving at the levels the community would hope. For example, as the figures below indicate:

- Two of the four partner elementary schools are trending upward in EOG test scores for all students and two are trending downwards; and EOG test scores are relatively flat for both the partner middle and high schools over the most recent time period examined.

- Two of the partner elementary schools are "closing the gap" in EOG test scores for students classified as "economically disadvantaged" compared to all students; however, scores for students classified as "economically disadvantaged" are still consistently lower than the average for all students in each of the four partner elementary schools

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[3] These tables were created from data on end of grade performance on reading and math tests in grades 4.6 and 8, as provided by the Education First North Carolina School Report Card.

- Of the four neighborhood elementary schools all have consistently recorded lower EOG tests scores for "limited English proficiency" students

- At the same time, there are wide variations in the EOG scores for students classified as "limited English proficiency." It should be noted that the numbers of such students have increased substantially in the past few years, which may decrease the reliability of these trends.

Community organization representatives indicated that there are no specifically comparable schools in the Durham Public School System with which to compare these seven schools – given policies that have affected the population characteristics at each school. But, simply to provide some context, as Figure 10 indicates, over the same time period, EOG test scores for all students in the Durham Public Schools have remained relatively flat, with persistent gaps between "economically disadvantaged students," "limited English proficiency" students and the average for all students.

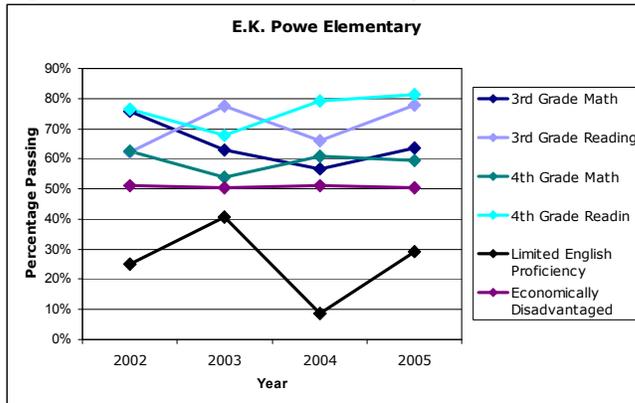Figure 3. E.K. Powe Elementary School EOG Performance

Figure 4. Forest View Elementary EOG Performance
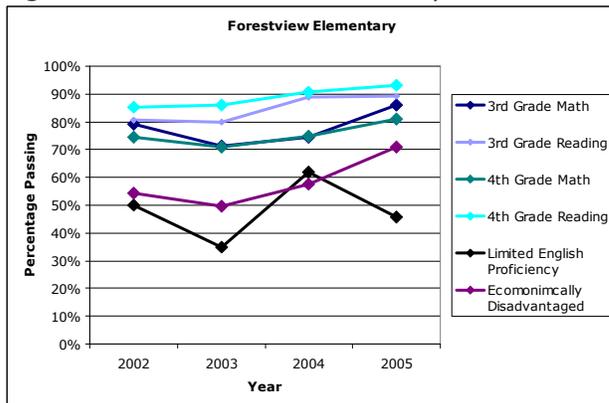
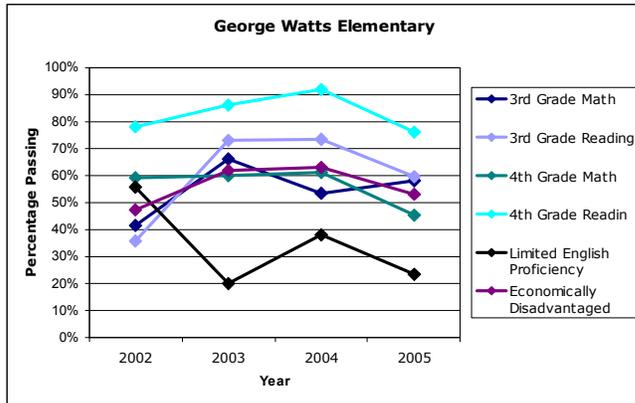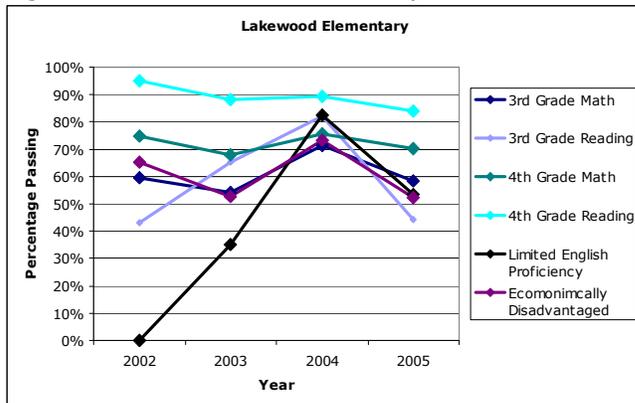Figure 5. George Watts Montessori Magnet EOG Performance

George Watts Elementary

Figure 6. Lakewood Elementary EOG Performance

Lakewood Elementary

Figure 7. Rogers-Herr Middle School EOG Performance

Rogers-Herr 6th Grade Center
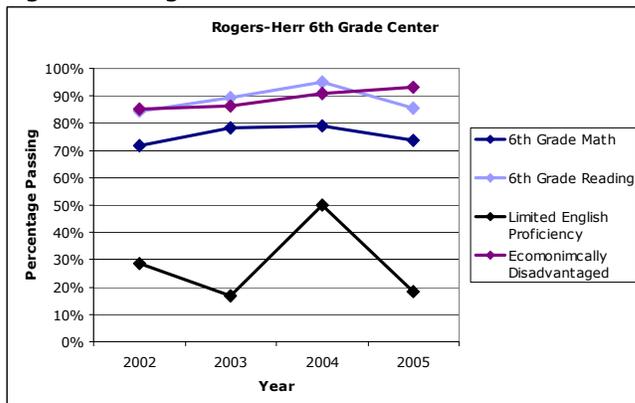
Figure 8. Morehead Montessori School EOG Performance

Morehead Montesori Magnet

Legend:
- 3rd Grade Math
- 3rd Grade Reading
- 4th Grade Math
- 4th Grade Readin
- Economically Disadvantaged
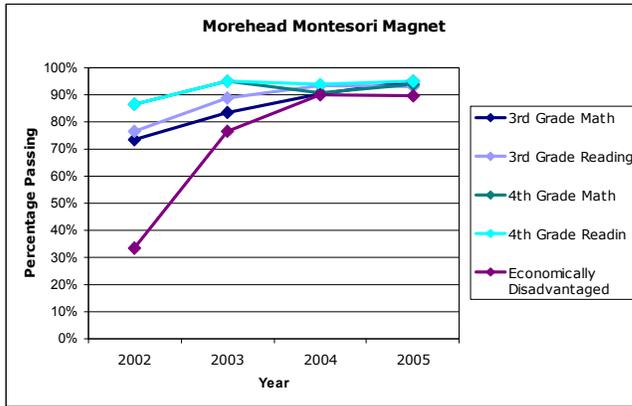
Figure 9. Durham School of the Arts EOG Performance

Durham School of the Arts

Legend:
- 6th Grade Math
- 6th Grade Reading
- 8th Grade Math
- 8th Grade Reading
- Limited English Proficiency
- Ecomonimcally Disadvantaged

Figure 10. DPS EOG Performance

Durham Public Schools

Legend:
- 3rd Grade Math
- 3rd Grade Reading
- 4th Grade Math
- 4th Grade Reading
- Limited English Proficiency
- Ecomonimcally Disadvantaged

Neighborhood Stabilization

Overview
Neighborhood stabilization efforts take on many forms and directions given the variation of demographics and needs within the Partnership neighborhoods. Improvements in the amount and quality of affordable housing, increased neighborhood be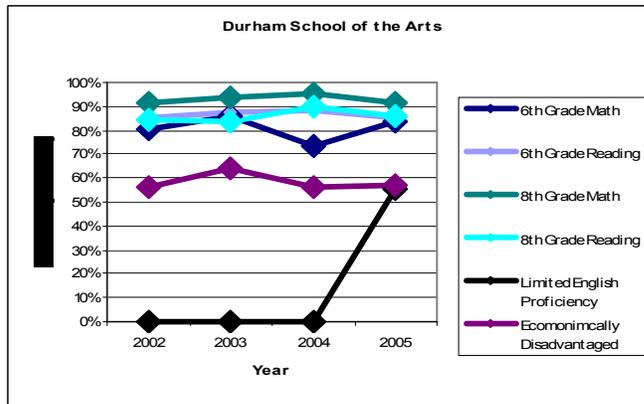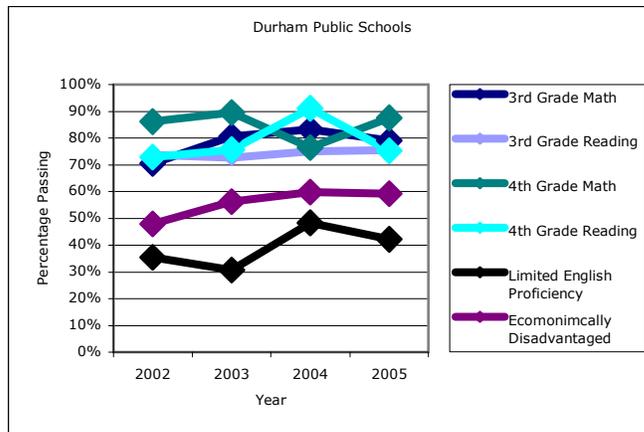autification, decreased crime, and increased access to services are central aims of this theme. Currently, success is primarily identified through visual changes and experiences reported by residents and the participating partners.

Projects
Self-Help Community Development Corporation has been the core partner in developing affordable homes. The development of Pauli Murray Place, Gattis Street, and work in Walltown are some of the key housing investments under this theme while the Lyon Park and Walltown clinics are health services now available to residents. The Quality of Life Project, focusing on six Southwest Central Durham neighborhoods, is the significant driver of work under this theme.

Notable Accomplishments
- *Housing stock investment for new or revitalized homes*. Pauli Murray Place, a revitalized street, includes seven new affordable homes, and six more are on the way. The Burch Avenue Affordable Housing Project and Gattis Street projects have also renovated homes. Self-Help Credit Union, Habitat for Humanity, and the Durham Community Land Trustees have worked together to increase the availability of quality affordable homes by rebuilding or renovating the current housing stock.

- *Neighborhood development.* The work in Walltown was recognized by the City of Durham with a Golden Leaf Award.

- *Community centers.* Lyon Park Community Center has been created and now houses programs for community members of all ages, including programs targeting the elderly and youth. Activities in the West End Community Center have also been sustained through Partnership efforts.

- *Movement from goals to strategy.* DDNP started with the goals of improving safety and housing in the surrounding neighborhoods, and with the creation of the Southwest Central Durham Quality of

Life Committee, DDNP has moved to a strategy in achieving this for a smaller group of neighborhoods.

- *Student Opportunities.* Neighborhood stabilization efforts have given Duke students opportunities to gain experience in neighborhood organizing, integrate into the community, and use their knowledge for community benefit. As an example, one student utilized maps from DDNP along with geographic software as part of efforts to create a greenspace in Tuscaloosa Lakewood.

- *Community inclusion on decisions related to the community.* Outsiders now work through communities to get desired partnerships with Duke.

- *Increased civic engagement among residents.* Some residents now take a more active role in what's happening with their neighborhoods. They are more confident that their voices will be heard, that their needs can and will be met by their own efforts.

- *Increased services available: health clinics.* The Lyon Park and Walltown Community Health Clinics have been offering services to local residents since 2003. Research with patients shows that the presence of these clinics reduces the necessity for more expensive emergency room visits and the delay for seeking treatment.

What Works Well
- *Central personnel by which to coordinate.* Being able to call one person, typically in OCA, was often cited as being critical to getting work done. Without this central person, neighborhood associations would have trouble in gaining access to knowledge resources and in building relationships to people within Duke. Within Duke, people would also face more challenges in getting access to expertise and relationships within the community.

- *Embracing and highlighting community traditions*. Recognizing community traditions means that stabilization efforts can be built to accommodate such traditions and help in sustaining the current population in the neighborhoods. It also requires an openness to the issues coming forward by other partners. This is also helps to create buy-in from community residents.

- *Work coming from the Quality of Life Committee adds credibility to efforts.* It was pointed out that adding the Quality of Life

Committee's name to efforts within Durham promotes credibility in making change happen.

Quantitative Data

The majority of readily available data regarding neighborhood stabilization either comes from individual observation, the US Census, or specific DDNP programs. More neighborhood level data is needed to reflect the broader impact of specific programs, and such data is needed on a more frequent basis than the 10-year estimates provided in the US census. The table below shows examples of desirable indicators and the changes reflected in the US Census. These reflect variation within Partnership neighborhoods and provide insight to why unique approaches are necessary for successful stabilization efforts.

Table 1. US Census Housing Data for Partnership Neighborhoods[4]

	Median Owner Occupancy Rate	Median Renter Occupancy Rate	Median Vacancy	Median Home Value
Burch Avenue				
1990	8.9%	86.3%	4.8%	$27,500
2000	20.5%	74.4	5.9%	$74,600
Crest Street				
1990	1.2%	96.7%	2.0%	$67,500
2000	36.1%	61.5%	13.3%	$58,200
Lakewood Park				
1990	40.6%	52.7%	6.7%	$102,600
2000	8.8%	82.1%	8.3%	$118,400
Lyon Park				
1990	4.9%	84.0%	11.1%	$41,300
2000	20.8%	64.8%	18.2%	$74,300
Morehead Hill				
1990	21.1%	65.8%	13.2%	$37,500
2000	42.3%	44.9%	26.8%	$98,300
Old West Durham				
1990	37.8%	57.0%	5.3%	$59,500
2000	28.3%	58.1%	5.1%	$89,000
Trinity Heights				
1990	20.5%	70.2%	9.3%	$56,700
2000	11.4%	77.3%	11.1%	$97,300
Trinity Park				
1990	23.9%	69.6%	6.5%	$83,500
2000	66.7%	33.3%	1.4%	$137,200
Tuscaloosa Lakewood				
1990	40.6%	52.7%	6.7%	$102,600
2000	43.9%	52.0%	6.2%	$118,400
Walltown				
1990	20.51%	73.1%	9.3%	$56,600
2000	20.8%	63.0%	8.8%	$76,700

[4] Numbers taken from the 1990 Census reflect block group level data rather than block level data used for 2000. The data from 2000 serve as a more accurate baseline as they are more specific to the 12 neighborhoods.

Watts Hospital-Hillendale				
1990	71.6%	25.2%	3.2%	$87,700
2000	76.9%	17.7%	4.3%	$142.600
West End				
1990	14.7%	76.1%	9.3%	$53,300
2000	13.8%	74.8%	10.2%	$48,800

Additional indicators of neighborhood change could include changes in crime rates that correspond with DDNP programs and neighborhood beautification which might require the engagement of numerous observations by community members.

Challenges
- *Making inroads with Latino communities.* The need to engage Latino community members was widely cited. More participation, in addition to school-based efforts, is needed with regard to overall participation in DDNP efforts.

- *Participation by renters and landlords and relevant others absent from DDNP efforts*. Increased participation of renters and landlords in DDNP activities is needed, especially in beautification efforts. Relevant others include Latino community members, as previously mentioned, and more African American community members. It was suggested that absentee landlords tend to translate into a lack of care regarding property and care by renters.

- *Better tracking of indicators.* Community partners have a sense of what they expect to see in a stabilized neighborhood but do not have readily available information regarding the indicators previously mentioned.

- *Honesty regarding expectations/goals/outcomes.* Honesty is necessary for the neighborhoods and organizations to work together on both housing and economic development. This includes honesty about outcomes and who is working on a project. An increase in housing values is one of the indicators of stabilization that is not considered to be an intentional outcome but given the goal of stabilization, is inevitable. The Partnership also has to be cautious about how its efforts change the culture of particular neighborhoods. While the intent is to stabilize neighborhoods, increased housing values and changes in neighborhood networks could also change the culture of the neighborhood.

- *Replication.* The Southwest Central Durham Quality of Life Committee has been so effective in its efforts to improve the quality of life in Southwest Central Durham, that people want to see it expanded or replicated for other neighborhoods in the Partnership or in Durham at large. One challenge is to determine how this model can be repackaged to get other leaders to learn from each other and seated at the same table.

Strengthening Our Partners

Overview
This "empowerment"-focused theme includes efforts that are intended to build the capacity of local community based organizations, through assistance with staff and board development, fundraising, and various forms of training. *Pro Bono* legal services provided through the Duke Law Community Economic Development Clinic are another critical component within this theme.

Notable Accomplishments
- *Several anchor organizations have been created.* This includes the Lyon Park Community Center and the Walltown Children's Theater.

- *There are multiple examples of organizations that have received what they perceive to be timely and effective legal, organizational, board development, media handling or similar supports,* which they credit with helping them survive or expand at critical points in their organizational life.

- *More amenities available.* There is now a wider range of amenities and supports in the neighborhoods. These include the availability of more recreational activities, arts education, comprehensive youth development efforts, access to health care and tax assistance than were available in the neighborhoods prior to DDNP's efforts.

- *Some partners now work on issues collectively.* There are several examples of community partners who work in collaboration who say they did not do that before their involvement with DDNP. This is true for community partners who knew and did not know each other prior to the Partnership.

- *Substantial funds have been leveraged.* In addition to the funds going towards activities that community organizations believe are

important, the Partnership has been particularly successful in building the capacity of Self-Help via loans. Due to the loans that were acquired out of the Partnership, Self-Help was able to develop its real estate arm, rehabilitating homes and providing affordable housing for the first time. This is what led to the rehabilitation efforts in Walltown.

What Works Well
- *Direct involvement of OCA management and staff.* Community partners are especially appreciative of the commitment that Michael Palmer, Mayme Webb, Sam Miglarese and David Stein bring to their partnership activities. At the same time, they feel that current OCA staff are overloaded, and that OCA is generally understaffed given the success of current efforts and the hope for expansion.

- *Collaborations among DDNP partners.* Partners appreciate the opportunity to link with other partners who can provide resources (tutors, mentors, access to residents) and strengthen their fundraising or grantseeking activities.

- *Individualized approach.* Having an individualized approach to partners works well in that it allows strategies to be customized to a particular partner. Some have legal needs, while others have board development needs or needs in facilities or in business administration.

Challenges
- *"Competition" among partners.* There is a *sense* of competition for resources and attention among some of the partners. In some cases, they feel that they are competing for funding, and in others, they feel they are competing for a dominant ideology on strategy, or even for program participants.

- *Capacity-building.* The partners need better capacity in the form of financial and human resources. In terms of financial resources, they do not have the ability to allocate resources for DDNP work. Resource allocation is primarily done within the OCA. Some partners receive technical assistance in the form of Duke student work, but do not necessarily become equipped with the ability to enhance their capacity. Some community members thought that conferences or seminars providing information and skills would be more helpful in the long-term.

- *Communication about what is or is not happening among partners.* All partners involved do not know what the other partners are doing. As a result, some of the information they have and share is based on their perceptions of how partners are involved and what they see happening.

- *Empowerment does not mean the same thing to everyone*. For some, it means that a DDNP partner or program becomes independent and self-sustaining to the point that it significantly reduces how much it draws on DDNP resources. To others, it means being hired to take action on behalf of Duke as a second- or third-party, for example, Self-Help has frequently been considered as a second party hired by Duke or as a third party hired by a Duke contractor to carry out plans for acquiring property. In this case. Self-Help could be considered to be empowered in terms of its own capacity, and also empowered to act in the place of Duke as far as the community is concerned.

- *Some continued distrust.* There is still some remaining distrust between community members and Duke, and also among community members themselves. Several people talked about the increased impact the DDNP could have if othercommunity members were able to get together to address issues collectively.

- *Data not readily available*. Currently, data are not available by which to assess how well the Partnership is strengthening its partners. OCA has recently begun to include indicators of organizational stability, compliance with various tax filings and audit requirements, and other measures as part of memorandums of understanding with partners; however, DDNP has not yet developed a process for developing a set of mutually agreed upon goals or benchmarks for this area.

Duke University Engagement

Overview
Various units within Duke University have been recruited to engage in the DDNP, including departments, facilities, professional schools, programs, students, staff, and faculty. Given the DDNP's aim to leverage University resources to meet community needs, the engagement of Duke University stakeholders is essential to the life of the Partnership. The Office of Community Affairs is at the core of the DDNP, and is, ultimately, the liaison between the community and various University units, students, and faculty. Some Departments

have become deeply involved in the Partnership, applying their expertise where needed.

Notable Accomplishments

- *Providing a variety of enrichments to partner schools and strengthening partner schools from a variety of campus resources.* Duke students have been engaged with Durham schools and individual students as tutors, mentors, and supports to teachers. Both students and faculty have been working to enhance and complement the curriculum in Durham Public Schools. Facilities personnel and student volunteers have been engaged in improving school interior and exterior facilities in many ways, and in bringing public attention to the conditions of Durham Public Schools.

- *Providing additional servicse to Partnership neighborhoods*
  - *Legal counsel for area nonprofits.* Nonprofits have been successful in getting legal counseling through the Partnership's connections with the School of Law.
  - *Providing pastoral counsel for local residents.* Students and faculty at the Divinity School have provided counseling for local residents through the Walltown Neighborhood Ministries. This effort included having a house within Walltown where residents could seek help.
  - *Serving area resident health needs.* The Lyon Park and Walltown Community Health Clinics have been providing services to patients who otherwise would have delayed treatment-seeking or gone to an emergency room.
  - *Economic Assessments.* Students within Fuqua School of Business did an economic assessment of West Chapel Hill Street which described data regarding businesses, overall market, crime, demographics, real estate, and transportation factors impacting business in that corridor.

What Works Well
- *Buy-in from the School.* Faculty from the Schools of Divinity, Medicine, Law, Engineering, and Business all expressed some sort of buy-in by their respective departments that enabled the creation of their programs. Buy-in includes things like the provision of personnel, space, and sometimes budgetary allocation.

- *Demand from students.* Several people from Duke's schools mentioned that courses, clinics, or programs were created in response to student demand. These students either want practical

experiences in what they are learning or wish to be more engaged with the rest of Durham. Experiential learning is also utilized as a way to recruit students to the University.

- *Having an obvious/critical role for faculty.* In the case of the School of Law, an authorized attorney is required to oversee any student providing legal counsel. The result is that faculty absolutely must be engaged in the Partnership work, rather than using more of a hands-off approach. Community members stated that the Law school is an exemplar of how a school, department, or class should be engaged.

- *Training students before they engage with neighborhood organizations and residents.* Training students on cultural competencies and educational policy issues prior to engagement in community-related activities were noted as especially useful.

- *Having an outside funder.* It helps to have funding from external sources to support current allocations by the school or department. The presence of such funding also conveys to the School the significance of the work being done.

- *DDNP connection.* Being connected to the Partnership enables people within Duke to quickly get connected to the people they need to be connected to in order to discuss potential work.

- *Incorporation into student curriculum.* When working on Partnership activities is included as part of course curriculum, it holds everyone more accountable for the results, including the students, faculty, participating staff, and the partnering organization(s).

Quantitative Data
The data in this section is taken from programs and documents that have available data showing forms of university engagement over time. It would also be helpful to be able to show trends in how many students are participating in DDNP-related courses, the different types of students who are now enrolled in DDNP-related courses, that these courses have stronger evaluations, and that more faculty are including Durham-related aspects in areas of their work. A comprehensive set of indicators that includes some of these examples is needed to measure the participation of staff and non-academic departments.

The graph below (Figure 11) is taken from the Durham and Duke economic impact analyses from 1997 to 2005 and shows the trend in

the number of staff who reside in Durham. This graph shows a decrease in the number of staff residing in Durham over a 10-year period. It may be more meaningful to the Partnership to show the percentage (of staff and faculty separately) of those residing within the 12 neighborhoods, especially if those numbers have increased over the same eight-year period.

Figure 11. Duke Staff Who Live in Durham

Percentage of Duke Staff Who Reside in Durham 1997-2005

Year of Economic Impact Assessment
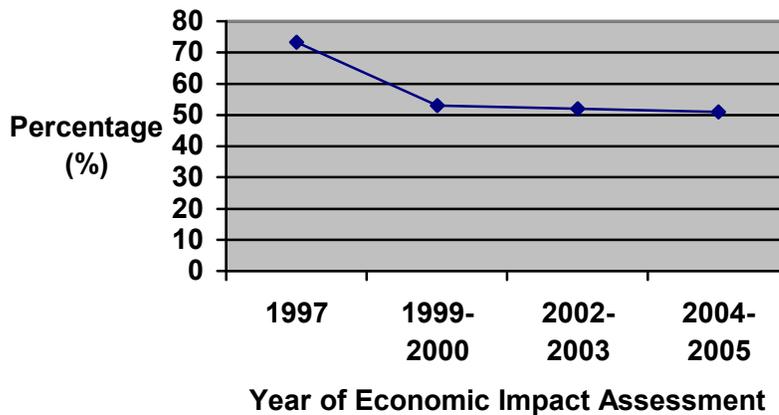
The next set of graphs reflects trends in tutoring participation in Project HOPE. While figure 12 shows a downward tend in participation, it should be noted that participation for 2005-2006 only reflects student services rather than showing student and staff service. This graph also shows slight growth in the number of returning students (data reporting for returning students began only in 2004-2005). Figure 13 shows significant growth in hours of service over the last four years.

Figure 12. Student/Staff Engagement in Project HOPE

Number of Students/Staff Tutoring in Community Centers 2003-2006
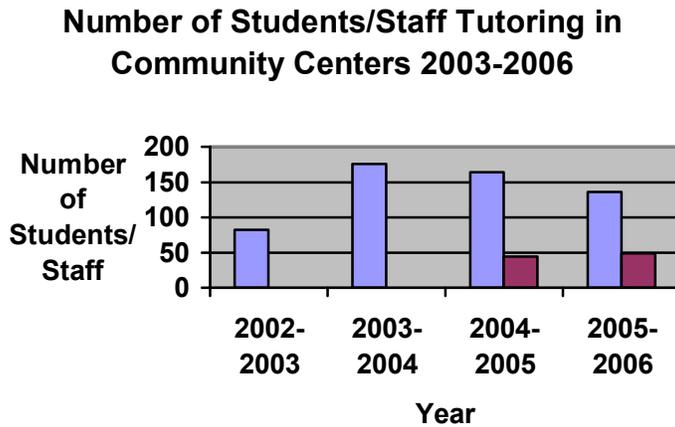
Figure 13. Number of Hours Working/Tutoring in Project HOPE

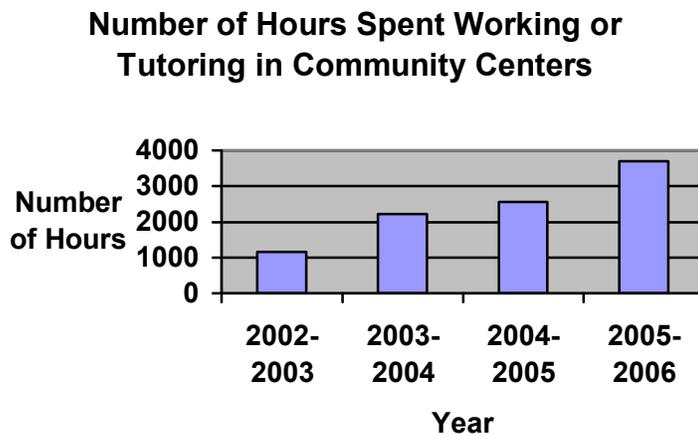### Number of Hours Spent Working or Tutoring in Community Centers

Table 2 shows volunteer demographics for Project HOPE. Ideally, this kind of information would be available across all DDNP programs, enabling a comparison of DDNP demographics with University-wide demographics. As with the number of participants per year, there is variation in the demographics of the volunteers.

Table 2. Available Volunteer Demographics for Project HOPE

	Females		Males	
	2004-2005	2005-2006	2004-2005	2005-2006
Caucasian	41%	47%	31%	14%
African American	5%	3%	7%	0%
Asian	5%	5%	5%	0%
Hispanic	3%	8%	1%	0%
Other	1%	15%	1%	5%

Challenges
- *Financial buy-in from School or Department.* For long-term sustainability and increased human resources, faculty need some sort of financial commitment from their departments or their respective schools. Departments and schools are likely to contribute space and personnel that individual programs would otherwise not be able to obtain. This would also demonstrate commitment to DDNP efforts.

- *Getting Foundations to see money is needed.* When faculty apply for additional funding for DDNP-related programs, some Foundations push back, saying that if the work is so important, then it would be part of the department or school's budget. Part of getting the Foundations to understand the need for funding is being able to show that a program has buy-in from others within a department or school.

- *Sometimes unique resources (human and financial) are needed to meet partner's unique needs.* Some partners have highly complex legal or business needs which then require additional time and expertise. In cases where students are working with an organization, more attention from an experienced faculty member is needed for problem solving and sometimes conflict resolution. Programs sometimes need more flexibility and personnel to address the nuances of serving unique organizations.

- *Balance in celebrating accomplishments and appearing to be self-serving.*
  - *Internally.* More celebration is needed within the University to make others aware of what their colleagues, co-workers and classmates are doing. This serves as a way to show

others how they can also get involved in the Partnership through their work.

- o *Externally.* Some believe that when other organizations know that Duke is involved with them, it makes more potential partners willing to participate. For Duke to publicize the partnership, it looks like public relations work, but if the other partners publicize, then the information is better received.

- *Demonstrating concrete impact of the DDNP.* Because of the decentralized nature of the university's engagement, there is no systematic way of showing how the DDNP is impacting the University. Students from some programs write about their involvement in tutoring activities, while others who participate as part of a course may write course evaluations. A systematic way of capturing the impact on faculty, staff, departments, and schools needs to be established. It might include growth measures of funding, student enrollment in courses working with the DDNP, and staff participation in DDNP events.

- *Continuity of program when students are involved.* There is significant turnover within student groups from year to year, making it difficult to establish long-term program commitments with students.

- *Bridging disconnect between Durham and students/faculty.* It was noted several times by both community members and Duke faculty that Duke faculty do not live in Durham, other than the Trinity Heights neighborhood, and that the children of Duke faculty do not attend schools in Durham. One faculty members saw this an indicator showing that there is not enough promotion of Durham as a desirable place to live for faculty.

- *Using the community as a laboratory.* Community members repeatedly emphasized that Duke too often approaches work or people within the community as a lab to test theories or interventions. A universal protocol or standard operating procedure would help inform all Duke faculty and students about appropriate ways to approach Durham organizations and neighborhoods for research and service.

- *Availability of research findings.* In addition to the community serving as a place for "labs" or "experiments", those who serve as experimental subjects are too often left without having knowledge of

the outcomes or results. While the community acknowledges the need for research regarding its own issues, the findings are seldom shared with the community. There is not any central place where anyone, community members or University affiliates, can go to find information on research previously conducted in Durham or about Durham.

Cross Cutting Issues

This section reflects findings common and successful practices across thematic areas. It also draws out some of the ongoing challenges across these areas.

Ingredients of Success

Given the complex and relational nature of a partnership such as the DDNP, and also given the historical tension between Duke and Durham and a history of segregation, the DDNP requires a particular brand of care and attention. Its success depends on an approach or a range of approaches. Most interviewees have developed ideas about what is required to develop a partnership of this sort. Some of the many indicators of an effective process to facilitate a partnership of this sort included:

Relationships Are the Core Ingredient

Most interviewees pointed to relationships as the core ingredient that has enabled the DDNP to progress. OCA staff and community residents know each other, and are able to communicate beyond the nature of projects. This eases barriers to conversation, and enhances trust and candor. The process by which these relationships were built was long, and sometimes challenging, as Duke University representatives had to prove that they would stick and remain committed. Historical tensions in the community were partly influenced by the tendency of Duke University representatives to enter neighborhoods with short term intentions that do not leave tangible benefits for communities.

OCA staff had to hang around and remain at the table, in dialogue, through criticism and skepticism in order to reach the current level of activity of the DDNP. Indeed, commitment is another significant ingredient of success. As is clear in the personalities of those involved in the DDNP, at both Duke and in the community, persistence, loyalty, and passion keep programs going. A collection of highly committed people make sure that programs progress.

Commitment at Multiple Levels is Critical

In addition to the commitment of the community, commitment of leadership at the University, discussed in another section, along with the flexible resources of the Duke Endowment are other critical ingredients. Without these elements, the DDNP would likely not exist in its current state. Among some community members, there is a sense that Duke owes the community based on its significant long term contributions such as its workforce. There is some reluctance to bring up the history of the University's relationship with the community in the belief that it could be counterproductive to current efforts.

Sustainability of the DDNP

Sustained Efforts Require Patience and Trust

One of the visible strengths of the DDNP is the passion and commitment of those who facilitate the work. The leadership of the DDNP as a whole, each of its key themes, and many of the signature programs continually demonstrate a visible devotion to the work. They demonstrate their commitment through their time and energy. In a partnership that requires strong personal bonds and trust for its survival, the key players in the DDNP must continually communicate with each other, and exhibit the patience to work through ideas. Key players on the Duke end of the DDNP, in particular, must demonstrate substantial patience to allow neighborhoods to shape the direction of various initiatives while community organizations also have to demonstrate substantial patience with the process of identifying issues, finding resources, and accepting resources in the form they are offered or risk being seen as non-appreciative. Further, neighborhood representatives must be willing to trust Duke, despite historical tensions.

DDNP is "One-Deep"

The fact that strong relationships enhance the efforts and outcomes of partnerships is well documented. However, it inherently suggests a few individuals carry the load. Numerous interviewees suggested the DDNP is "one deep", meaning that one person on the Duke end carries the principal load in each of the central thematic areas. The success of the programs within these areas, in other words, is dependent upon the exceptional devotion and commitment of individuals. Therefore, what, on the one hand, is a core strength is, on the other, a long term weakness.

DDNP Has Been Staffed by the University

Duke, rather than the community partners, recruited all of the coordinators of the key programs. They were not home-grown through the University, and it is possible to find others. There may still be aspects of the structural design of the DDNP which heavily rely on individuals. It has been continually stated that the DDNP does not intend to heavily expand its size; however, a deeper staff requires a greater investment.

Partner Leadership Transitions Could Threaten Sustainability

Sustainability questions also confront Durham representatives. The reality of nonprofit community based organizations is also one where individual leaders carry a heavy load. The exceptional commitment and devotion of particular community based leaders was noted throughout the interviews. However, it is difficult to see very many community based partners in the DDNP that can sustain a leadership transition should one of those especially committed people move on to other efforts.

Institutionalization and Funding

Perspectives on the long term financial stability of the DDNP within the University are mixed. A sense that the DDNP is too reliant on "soft money" co-exists with optimism around the fact that the University has increased its annual "hard money" commitment to the DDNP by $350,000 per year. This funding, separate from contributions of individual departments, will undoubtedly contribute significantly to helping the DDNP handle its own growth.

"Soft-Money" is Valuable in Providing Long-Term Flexible Funding

Although it may be categorized as "soft" money, the funding from the Duke Endowment in particular has provided the DDNP the kind of flexible and long term funding it requires in order to build relationships and trust, and allow neighborhood residents to identify their priorities to inform the various dimensions of the DDNP. One significant challenge that has historically limited the potential of university/community partnerships has been the lack of long term funding. Communities, Durham not an exception in this case, have put up their guard in dealing with universities because so many of the previous attempts at partnership have been time limited and grant driven. These episodic efforts tend not to seek partnership, but meet

specific outcomes stipulated in grants within short periods of time. Results of such efforts, often as research projects, tend to create short-term outcomes but do not necessarily contribute to the kinds of long-term outcomes identified by DDNP.

The Duke Endowment approach to supporting the DDNP is refreshing in its emphasis on flexibility and longevity. This kind of support gives Duke and Durham partners the time and space to develop programming that builds toward cumulative and collective outcomes impacting community well-being. These kids of results often attract resources from external funders as well as internal support from Duke University. In addition, sustained funding allows DDNP to build trust by demonstrating that the partners are in for the long-haul. DDNP appears to be reaping all of these benefits in part as a consequence of the Duke Endowment's decision to stay the course.

"Hard Money" Contributions from the University Send a Powerful Message

This is not to say, the "hard money" from Duke should not be expanded in subsequent years to sustain and institutionalize the partnership over time. Indeed, the ultimate test of the University's ownership over the DDNP will be its willingness to keep it going and maintain its quality through financial support. Additionally, a key sign of institutionalization will be the degree to which the DDNP is viewed and treated as a core priority of the University. The philosophical commitment is clear. The leadership of the University sees the variety of benefits to be received by continuing in the partnership, recognizing the fulfillment of an enlightened self interest. However, how much of a core financial commitment the University will make to building and expanding the DDNP's capacity is less clear.

Leadership

The long term sustainability and institutionalization of partnerships such as the DDNP is often significantly dependent upon the leadership of the University partner and leadership in the community.

The Imperative for DDNP Comes from the University President

With respect to the University, the DDNP began partly because of the vision of the past President, Nan Keohane. In many such instances, partnerships risk diminishing under the next presidency, as many new University leaders want to make a unique mark on their institutions. In this case, President Brodhead has demonstrated a verbal, active,

and financial commitment to maintaining and strengthening the DDNP. Moreover, the direct leadership of the DDNP rests at a high enough level in the central administration in the person of John Burness. According to Brodhead, it is in the University's best interest to have Durham viewed as "a good place to live". Moreover, he believes that universities should teach and promote "active citizenship". He believes the DDNP is a clear path toward fulfilling this aim. Brodhead remains close to the DDNP, and meets with John Burness and Michael Palmer regularly.[5]

The Approach Has Spread Across Both the Main and Medical Campuses

More broadly, the University has spread and focused its approach to government and community relations across both the main and the medical campus. One accomplishment of recent years has been the increased engagement of the medical campus, and its, in some cases, direct integration with the DDNP. The medical campus also has a Chancellor, who has a demonstrated commitment to the medical campus' focus on community partnerships. As the medical campus took over the local public hospital its clientele more significantly incorporated lower income Durham residents. This reality created a more direct vested interest in the well being of a broader cross section of the Durham population, which set the stage for a greater investment by leadership on that campus.

Community Leaders are Passionate and Committed

With respect to community based leadership, the DDNP has witnessed highly committed and passionate individuals who run nonprofit organizations, some of which have made visible strides, as discussed previously. The leadership is in place in some instances, but less so in others. Across the board, the long term stability of leadership, where strong successors are not readily identifiable, is questionable.

Community leaders are expected to identify needs, develop, implement, and maintain quality of programs. They are also expected to be evaluated with respect to their organizational capacities and their programs' outcomes. They are not expected to decide how resources are allocated or make strategic decisions about DDNP's approach, visibility, or partnerships with other institutions. They also do not generally work on the Duke campus as co-faculty or take other roles with respect to training Duke students to work with the community

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[5] Duke's leadership also remains cognizant of the role the DDNP played in keeping the lacrosse situation from exploding locally.

populations in particular programs. As a result, DDNP can be thought of as more of an effective community foundation (run by the OCA) rather than a more traditional partnership.

Local Government is a Firm Supporter

Local government is a strong partner in the DDNP. The Mayor and the City Manager, for example, are firm supporters of the DDNP. Mayor Bell feels he can ask Duke for its involvement in a variety of capacities. Advocacy around a $110 million bond referendum, for example, demonstrated the capacity of Duke leadership to influence the passage of legislation of such significance. The Mayor noted, "The line of communication is open."   He believes Duke has a "willingness" to discuss a range of issues facing the City, and added that he "does not hesitate" to call Brodhead or Burness. He communicates regularly with both of these Duke leaders.

One ongoing question, as Duke resources become more visibly spread throughout Durham, is the degree to which government comes to view these resources as a replacement for government support rather than a complement. When one community partner was asked how he decided what issues to bring to DDNP for consideration, he responded, "If it's a bare necessity, I go to the City because that's all they can fund. Otherwise, I go to Duke." If local government and community partners are growing accustomed to approaching Duke for assistance, then could a degree of dependency could set-in? In what ways does Duke University manage expectations?

Impact on Duke University

As Partners Improve, So Too Does the University
Some Duke University representatives referred to a "social compact" with the surrounding community, as a clear rationale for engaging in the DDNP. Enlightened self-interest is a reality for the University. As the University partners to improve Durham, Durham becomes more attractive, which assists Duke University's prospects. Duke University and Durham combined become a better place in which to work, study, and live.

The history of the University as a place which trained local professionals to serve the area also surfaced in interviews – the fact that Duke was partly founded on the idea that the knowledge and skills cultivated within University boundaries were intended to directly contribute to the improvement of the local area.

For students, the DDNP has introduced, or elevated, a practical and fulfilling dimension to their education. The University, according to President Brodhead, wants to stress building the civic leadership capacity of students, as a core principle of a Duke University education. The DDNP is an opportunity to provide this, and as more students engage in service learning, tutoring, and other forms of engagement, they speak of their experiences to other students, increasing sensitivity to Durham on campus.

A Collective Understanding of Durham by Duke Students, Staff, and Faculty is Needed
Because students and University stakeholders do not circulate in Durham in the way one would find in a "college town", a collective understanding of Durham is limited at Duke. Despite the obvious integrated interests of Duke and Durham, the line between "town and gown" has been relatively pronounced. The DDNP is beginning to wither this boundary.

Visibility of the DDNP

Remaining in the Background is One Way to Build Trust
The DDNP was not intended to provide local public relations for Duke University. It did seek to improve community relations; however, the neighborhoods emerged as the focal point of the effort. Duke's DDNP

leadership has made a special effort to act more in the background rather than visibly self promote.

This well meaning approach is a departure from the efforts of some other universities which might place a far higher emphasis on their own visibility in community partnerships. For the neighborhoods, this approach likely builds trust, as many University partnerships tend to be self serving at the expense of community residents.

There Is a Strong Desire to Tell the Story
At the same time, those who are not directly involved in the DDNP (and even some community partners) might not be as aware as they should be about these various programs and partnerships, and the range of resources at the University, which can be accessed by the community. Durham government officials indicated a desire for Duke University to spread the word about the DDNP more widely. Additionally, Duke and community representatives wish to "tell the story" about the DDNP, especially the unique nature of the role of neighborhood voices in shaping the direction of the work.

The challenge facing Duke is how to tell the story in a way that includes the direct contributions of the University and highlights the efforts of the community. How can the DDNP involve all of its stakeholders in enhancing the visibility of the effort without self-promoting, particularly for the University?

Durham Boundaries, Scope, Scale

The Localized Focus of DDNP Enhances Potential Impact
The DDNP focuses on twelve neighborhoods in close proximity to the Duke University campus. The relationships between the University, and residents and leaders within these neighborhoods have helped to create a variety of focused efforts that address particular areas that have been identified as community priorities. This focus enhances the potential of positively impacting particular people within these neighborhoods in a manner that can lead to significant localized improvements.

Greater Awareness May Lead to Greater Demand
Greater awareness of the successes in these particular neighborhoods will likely lead to an increased desire for a broader focus throughout Durham. Indeed, local government officials have demonstrated a desire to see a more citywide approach, principals of schools not part

of DDNP have asked for similar resources and community residents also want to see the work of the DDNP grow.

New Directions Emphasize Benefits to Duke Employees and Their Families
Additionally, it appears that one of the key new directions for the DDNP emphasizes benefits to Duke employees and their families. There is some overlap between Duke employees and the twelve neighborhoods. However, the ties are far more citywide with a focus on employees. Simultaneously, an employee focus raises the level of vested interest in community partnerships to a higher level.

Future Directions

The DDNP has already begun shaping its five-year strategic plan. Each of the key themes is in the process of mapping out priorities for the coming years. Overall, the DDNP has concluded that quality over quantity is the desired path. With a focus on twelve neighborhoods and four themes comprising the framework and areas of emphasis for the DDNP, the effort has a foundation upon which to build. Indeed, interviews with both community partners and Duke University officials reflected the desire to build upon what is working.

Growth is Desired in Specific Areas
However, simultaneously, various areas for growth were suggested. For example, emerging ideas around initiatives to benefit Duke employees and their families would, in effect, broaden the scope of the DDNP beyond the boundaries of the twelve neighborhoods. Duke University has concluded that the most inherent relationship between Duke and Durham runs through its employees. Economic development is another often mentioned area for future growth; crime prevention was also noted. Ways in which Duke can balance focus and expansion are recommended in upcoming sections of this report.

III: BENCHMARKING

The DDNP is the most extensive ongoing relationship between a major research university and stakeholders in surrounding neighborhoods in which all involved buy-in. The process by which the DDNP solicited ideas from local residents in order to shape projects and lead to results is unique among large, research universities (Research I, Carnegie).

Recently, Marga Incorporated facilitated nationwide focus groups of university representatives, community partners, funders and government officials around the characteristics of "real partnerships". The study was conducted on behalf of the Association for Community and Higher Education Partnerships, with the support of the Carnegie Corporation. CAPD's evaluation of 11 community/college partnerships for the Council of Independent Colleges yielded consistent results which were reported in *Building Partnerships with College Campuses: Community Perspectives* (2004).

Some of the notable characteristics having emerged from these discussions included:
- Mutuality (a sense of mutual gain among all of those involved in partnership),
- Sustainability (beyond a project, designed to last with the support to do so),
- Strong relationships (genuine relationships with good communication and trust foster effective partnerships),
- Ability to demonstrate concrete results (identifiable results keep people involved), and
- Shared governance (partners work together to define direction -- not one way in decision making).

We compared these characteristics to four other institutions of higher education: Tufts University, University of Chicago, University of Florida, and the University of Southern California. These are all major research universities that are known for some aspect of their community partnerships. Information was gathered via websites and interviews with administrative officials at these institutions.

Profiles

Tufts University

At Tufts, the Lincoln Filene Center for Community Partnerships (LFC) is hosted in the Jonathan M. Tisch College for Citizenship and Public Service. The College recently received a $40 million donation from Jonathan Tisch, an alumnus, for an endowment. The Center coordinates partnerships throughout all Tufts campuses (Medford, Somerville, Chinatown, and Mystic Watershed), with the exception of the Veterinary School. The LFC has been in existence for three years.

Neighborhood Focus: Efforts are primarily focused on the four communities neighboring the four campuses.

Nature of Work: Much of their work centers on student placement with non-profits.

Mutuality: Student placements must meet community needs and the school's student learning goals.

Strong Relationships: About 100 students are placed every year, covering a combination of course0based and co-curricular opportunities, as well as research projects involving faculty. Some of the placements are done in partnerships with faculty (e.g., LFC may cosponsor courses where faculty leads the academic portion and the LFC provides support to identify nonprofits and schools where students may benefit). The projects tend to be long-term, often spanning an entire year, maximizing student learning. Time spent in the summer and fall focuses on finding appropriate placements and matches in their partner communities. Both undergraduate and graduate students are involved in the projects. A significant number of the projects involve tutoring in nonprofits and at schools; students also run after school programs. They seek as much consistency as possible, keeping the same students with particular placements, and bringing new students to those same partners. Tufts recently started a Community Research Center engaging faculty with an interest in connecting their research and teaching to communities.

LFC goes to communities, asking about their needs. They attend community meetings, and survey community partners on areas where they need help. Broader meetings with partners are conducted every six months; they also seek community input through focus groups.

They discourage students and faculty from venturing out into communities and imposing their ideas. Additionally, Tufts' President hosts an annual symposium convening community partners, students, and faculty to discuss how to improve partnerships.

Shared Governance: Tisch College has a board of advisors, about thirty members, which includes community leaders, but not the actual community partners (something which they are currently pondering).

Sustainability: LFC was soft funded until this year due to the recent endowment gift. Resources for community partnerships also come from the Tufts Neighborhood Service Fund, which is a giving option for members of the Tufts community during the annual Community Appeal.

Ability to Demonstrate Concrete Results: The Tisch College is undertaking a multi-year study designed to examine the link between students' experiences at Tufts University and the development of their civic and political attitudes and activities over time. The study is scheduled to cover the classes of 2007-2010, during their four years of college and two years after graduation.

University of Chicago

The Office of Community Affairs, in existence for fifty years, looks to community partners to establish benchmarks for success and to identify key partners for program roll-out and implementation. The University does not have one central coordinating body to bring together the variety of community initiatives and ensure a particular standard process around how to engage in neighborhoods and collaboratively make decisions.

Neighborhood Focus: The University's community partnership work focuses on the South Side of Chicago.

Approach: The Office works across a variety of neighborhoods, with different points of emphasis, depending on the partners and the neighborhood. The work ranges from the business side of the university, including minority purchasing, to students being paid to tutor in the neighborhoods. One program sends hundreds of University students to work as teaching assistants, paid by work study funds. An Urban Education Program involves charter schools as test cases, and contains a strong research component. A Community

Service Center organizes most student service activities. There is no one particular way in which ideas for the University's community projects emerge. Sometimes, the University decides, as in the case of the Charter School work. On occasion, the Mayor makes suggestions, which the University follows. Overall, their approach is to engage in various initiatives in South Side neighborhoods, and achieve results, particularly in education, in those neighborhoods.

Mutuality: The University's schools initiative is clearly mutually beneficial, simultaneously using schools as models for research and providing University students an opportunity to help local young people achieve academic success. The University realizes that strong relationships with the community affect the institution's competitiveness with peers around the country.

Shared Governance: Governing depends on the programs. School initiatives, for example, are partnerships between the public schools and community at-large. The University establishes guidelines for partnerships, even though ideas come from neighborhoods and other partners in the quality of life initiatives.

Sustainability: A Trustee Civic and Community Affairs Committee promotes effective and continuous community partnerships. A ten-year endowment allocation (set ten years ago) supported the University's expansion in staffing these efforts, enhancing the various ways in which the institution could become a better neighbor.

Ability to Demonstrate Concrete Results: They are seeking to open five charter schools; three have been open to date.

University of Florida

The Center for Leadership and Service (CLS), in the Dean of Students Office, houses the University of Florida's work on partnerships and involves over 9,000 students in its activities. Its work has been evolving since 1992, but the Center, formerly the Office of Community Service (OCS), is only a year old. Its new location allows community work to be more integrated into student service and leadership activities. Prior to the OCS, there were people interested in community outreach but efforts were not strategically unified or part of a process with the community.

Approach: The OCS was interested in promoting the notion of service learning and was about integrating specific learning objectives into course syllabi and engaging students into community-based activities.

Mutuality: In one partnership between the OCS and a volunteer center in the county, they established an online system for county to manage volunteer opportunities and assignments and a system for tracking the number of hours contributed. This was especially important for students who had to do a minimum number of hours of service. The OCS could also document the number of student hours and participants in community service sand that was helpful when lobbying for resources.

Currently, the use of Memorandum of Understanding documents also adds legitimacy and structure to the opportunities for students to be involved with community agencies. These documents clearly outline the responsibilities of the students and of the agencies, which are particularly useful to ensure accountability for both the agency, student, and University.

Strong Relationships: The OCS provided assistance to faculty in getting service learning into their objectives. This was difficult to do with most of the work being done by students from a more remote location on campus. The board saw that if it could connect this office to another more centralized administrative office, such as the office of the provost, it might have more influence. As they got a new president, things started to change. The OCS wanted community service to be central, recognized, and more of a priority.

Currently, the CLS has a more central physical location, and is now connected to the central structure of the University. It is now seen as giving more power to the idea of campus-community collaboration, with more projects in place and prestige.

Sustainability: The OCS was operating with very few resources (financial and human), and was heavily reliant on students. Some of the undergraduate students were passionate about the work, but that was not seen as carrying the same kind of weight as a full-time staff to make things happen across campus.

University of Southern California

Civic and Community Relations at the University of Southern California (USC) focuses on community building, education, and economic development, providing opportunities for students, faculty, staff, alumni, and community members. The Office of Civic and Community was established in 1984; its predecessor, the Office of Special Community Affairs was created in 1972.

Neighborhood Focus: USC's work primarily targets various neighborhoods surrounding the campus – three in particular.

Approach: Education and health are core areas. Schools are at the core of their activities, as other programs such as health fairs directly tie into schools. Their Partners Schools Task Force, including community clinics, USC faculty and staff, and local service providers, meets every other month to determine how the University or other partners present can partner in response to needs. They focus on four K-12 and two adult schools. Public safety is another area of focus -- one which arose through popular demand from the community.

Sometimes community partners approach the Office and ask if any programs/ departments/ schools might be interested in helping them in some capacity. In these cases, the Office sees its role as looking within the University to identify interested parties. Sometimes the Office identifies their own ideas and seeks interest from the schools or within the University.

Mutuality: The Office communicates with faculty to ensure that their research efforts bring something back to the community, emphasizing that the community is not a laboratory.

Strong Relationships: The staff of the Office stress the importance of being present and not ignoring the little things in building relationships – attending events, neighborhood council monthly meetings, etc. Building relationships first is central to their overall approach. They are making an extra effort to raise awareness in the community of their initiatives.

Shared Governance: The approach includes the view that partnerships cannot be solely based on the university's decision-making. Extensive ongoing outreach and communication helps in the creation of partnerships. Proposals to the Good Neighbors Campaign, which provides grants to community partnerships, must be jointly

prepared by university stakeholders and a local community based organization. Overall, the approach is to avoid imposing the will of the University on the community.

Sustainability: The Good Neighbors Campaign, similar to a United Way campaign, raises funds from faculty and staff to support community initiatives. While $750,000 was raised last year; it is projected that amount will increase to $875,000 this year. Twenty nine programs within the boundaries of their target neighborhoods are supported with these funds. These efforts must include a partnership between the University and the community.

Ability to Demonstrate Concrete Results: The Kid Safe program, which emerged out of the neighborhood's desire to address public safety, mobilized over 1000 volunteers, and eventually got adopted by the City. In 2000, USC was named, "College of the Year" by the Princeton Review, partly due to their multiple years of engaging in the community.

Duke University (Brief Summary)

Duke's work on community partnerships is detailed throughout this report. The Office of Community Affairs (OCA) hosts the Duke Durham Neighborhood Partnership (DDNP) which began in 1996. The DDNP enables students, staff, and faculty of the University to engage with organizations, schools, and residents in the 12 surrounding neighborhoods and vice versa.

Approach: The Partnership aligns interests of the community with interests of the University and coordinates activities around four key areas: academic enrichment/ youth development, neighborhood stabilization, strengthening partners, and university engagement. DDNP is the only partnership among these five university programs where directions are determined solely by the community.

Mutuality: The DDNP provides significant opportunity for activities leading to mutual gain.   Because the DDNP has four thematic areas and 12 neighborhoods, there is greater opportunity for true mutual gain because DDNP is designed to cover several substantive areas of work. In addition, the DDNP goes out of its way to assure mutuality with its community-identified need strategy. Based on the idea that the community knows what it needs and wants, DDNP/ OCA matches

Duke interests, resources and opportunities – so the process builds in mutuality of benefits.

Strong Relationships: Relationships are key operatives of the DDNP. Current relationships are the result of significant building of trust among the Partners and the University. The directive for the Partnership came from the University President in 1996 and continues to be supported by the current president.

Shared Governance Directions of the Partnership are determined through decision-making involving both community and University representative, and community priorities determine the nature of partnership initiatives. Activities and priorities are brought forth by the community, while the University (OCA) determines funding allocation.

Sustainability: Resources vary by projects, with some of them, such as Project H.O.P.E. securing funding from outside sources. The annual Duke-Durham Campaign directly funds DDNP work and has grown to $412,000 (2006) since its inception in 1999. In addition, University departments and schools also contribute to the DDNP by providing in-kind services, funds, space and staff as part of particular Partnership or Partnership-related projects.

Ability to Demonstrate Concrete Results: Particular programs and projects, rather than the overall partnership, are able to report results as described in the thematic sections of this report. In addition, Duke has received several awards for its work in the Partnership neighborhoods and the DDNP.

How DDNP Measures Up

Maurrasse's book, *Beyond the Campus: How Colleges and Universities Form Partnerships with Their Communities* analyzed four different higher education/community partnerships in order to determine promising practices and pitfalls in such efforts. Those partnerships that were effective in creating *sustainable* partnerships, bringing positive improvements to communities and advancing the aims of institutions did the following:

- ***Found clear alignment between the respective interests of institutions and communities, and created partnerships***

around it. The DDNP was created partly out of the recognition of the interdependency between the University and surrounding neighborhoods. Dialogue with those neighborhoods provided a space through which community interests could be aired, and project ideas could emerge. One of DDNP's strong points is in making sure that there are mutual benefits for the community and the University.

- ***Secured significant support from leadership.*** The President at the time DDNP was established was firmly behind the effort, and the current President is also a strong supporter. The Duke central administration provides some financial support to sustain the DDNP. Community leadership and the leadership of the City support Duke's engagement in the City through DDNP, but see opportunities for much more.

- ***Became institutionalized on the higher education side, cutting across multiple divisions, (and community-wide in the cities where partnership activities took place).*** An office, with strong senior administrative backing has tended to be the way some institutions of higher education begin institutionalizing partnerships. Duke University is doing the same through the OCA. Partnerships involving multiple community partners, and engaging city leadership tend to have greater impact than partnerships between a university and one or two organizations. The DDNP spreads across numerous entities and remains in ongoing communication with the City. In work for the Consortium for the Advancement of Private Higher Education (CAPHE), institutionalized work was defined as work embedded deeply within the higher education institution, with line item, endowment or other reasonably secure and long-term funding, and indications that it was part of the institution's culture (e.g. experiential education/ service learning pedagogy valued at the departmental level and factored into tenure decisions.)

Institutionalization takes many forms in relation to higher education/community partnerships. Integration into both the academic mission and the business interests of universities is essential in preserving and sustaining community partnerships. With respect to the academic side of higher education, institutionalization could be characterized by a commitment to service learning, and the involvement of multiple departments in engaged teaching and research.

In some institutions, community engagement is centered in student services. The sustainability and influence of community engagement in higher education tends to be stronger when embedded in the academic side of an institution. When a common theme transcending numerous different community partnerships and programs is upheld in a central office tied both to the academic side of and institution and the Office of the President, community engagement stands a better chance of being supported and sustained.

Where core business interests of a university converge with community needs, one can also find a rooted commitment to community partnerships. Where the employment, procurement, and real estate interests of a university simultaneously advance, particularly low-income, communities, the groundwork for sustained partnerships is laid. Instances where the business-related community partnerships and academically-related community partnerships are coordinated are fairly rare. This would constitute a holistic commitment to engagement campus wide, which would require strong support from the President and Trustees to forge and maintain.

- *Coordinated a range of activities around a common theme or set of themes.* The central university-based offices focusing on community partnerships tend to play the role of coordinating a range of community activities sponsored throughout campus. The OCA coordinates activities as they relate to the DDNP, but does not systematically incorporate other University-sponsored community activities into this outreach, and has reached a significant, but limited, number of Duke University departments.

- *Determined direction through decision-making involving both higher education and community representatives.* The DDNP approach is fueled by community interests and priorities. However, it appears that the broad strategic direction of the DDNP and the ways in which resources are raised and spent through the DDNP are largely in the University's hands.

- *Allowed community priorities to determine the nature of partnership initiatives.* Many unsustainable university/community partnerships are driven by the narrow

interests of small groups or individuals in higher education, often tied to a particular grant. In such situations, communities are positioned only to fit into predetermined frameworks. The DDNP departed significantly from such a model in deciding to engage residents around their needs, and the way the University can be useful in service of those needs.

- ***Committed to long term partnerships over independent and isolated projects.*** A partnership is not a project. Projects have defined endings. True university/community partnerships recognize the combined, long term vested interest served by working together continually. These partnerships are more like long-term relationships, which spawn projects rather than projects that hope to create relationships. The DDNP is about a relationship, which spawns projects, providing a context for community partnerships. Even when Duke University researchers wish to conduct research in the neighborhood, their desires are vetted through the DDNP.

  Another critical dimension of the long term relationship between universities and communities is the comprehensive way in which an institution interacts with its surrounding community. The sustained efforts of an exemplary initiative at a university can never address the full range of issues tied to a university/community relationship. The degree of longevity between Duke and the various partners within the DDNP is quite significant relatively. Moreover, the depth of ongoing communication and collaboration in the DDNP is impressive. The next iteration of Duke University's ongoing relationship with various stakeholders in the DDNP communities could tap into the various other ways in which the University interfaces with the community. The process of linking the various dimensions of interaction between a university and community around some cohesive theme tends to be quite long for major research universities. Even the University of Pennsylvania, which has been quite deliberate in their approach to community partnerships, is only now forging stronger links across academically oriented service and research programs and the range of other forms of interaction with the community. The reality for all universities is that every form of external interface will not be viewed positively. It takes conscious effort to improve all levels of community relations and create some semblance of alignment across those areas of interaction.

Long-term partnerships are committed to a set of collective and cumulative goals that all parties agree are important – and they include a lot of different ways the parties connect to each other. A long-term partnership between Duke and its neighboring communities would be about all the ways Duke and the neighborhoods interact (the employee, landlord, taxpayer, citizen of Durham relationships) which go beyond a set of independent and isolated projects. In this regard, DDNP is just one of the ways in which Durham partner neighborhood residents and organizations judge Duke as a good community neighbor, citizen and partner.

- ***Built trust through extensive, ongoing communication, including relationship-building transcending "work".***
Given the power dynamics in university/community partnerships, and the unique culture and style of higher education, merely understanding different ways of operating can be challenging. True understanding between different people generally occurs through multi-dimensional communication. The DDNP thrives on strong communication and relationship-building, which has established trust that did not exist prior to such means of connecting; DDNP's accomplishments in building strong relationships are key reasons that the community partners did not see the lacrosse incident as dominating or affecting their relationship with Duke. Community entities are still missing systematic communication and strong relationships among themselves in regard to their DDNP roles.

  One indicator of the level of trust that has been established is the degree to which the DDNP's work was not stalled by the lacrosse incident. Additionally, the DDNP community partners did not raise the incident as a priority concern. In situations where relationships are not strong, and tensions are high, incidents that appear to be even remotely symbolic of negative relations can explode. Ongoing, healthy relations between a university and community allow collaborative projects and initiatives to progress with fewer disruptions and distractions. The DDNP continues to invest in relationships, and that investment is paying off, in turn, enabling the right environment for the continuation and enhancement of the DDNP's work.

IV. RECOMMENDATIONS

The proceeding chapters provide evaluative findings and benchmarks regarding DDNP's progress toward its key goals. This chapter offers some recommendations of the evaluators about ways that DDNP might strengthen its accomplishments and address some of the challenges that were identified through evaluation. They are based on the evaluators' understanding of research and best practice in the areas discussed, and on our experience with a number of comprehensive community building efforts and university/community partnerships. The ideas are meant to stimulate your thinking and contribute to your well-developed strategic planning processes. For each idea, we describe what we mean, some possible actions for you to consider and our rationale for making this recommendation. We hope you find these useful starting points for further development.

1. Increase Shared Governance

What This Means
DDNP has an opportunity to shift its governance to provide a greater role for community partners in strategic direction, decision-making, and resource allocation.

Possible Actions
If DDNP wanted to move further along this path, there are several steps that could be taken:

- DDNP could build the capacity of its current community partners to develop collective criteria about how priorities among programmatic needs will be weighed.
- It could designate a pool of resources that DDNP partners would allocate as a collective.
- It could create a governance structure that includes community representatives, starting in an advisory capacity with the intention of shifting some DDNP decision-making to this structure over time. It could do this simultaneously with implementing other recommendations that deepen DDNP's penetration and ownership within Duke University (deepening community and campus culture of engagement simultaneously).

Rationale
Each of these steps would build the capacity of individual community partners in their community leadership roles, shift to some degree the power held by Duke University into the community, provide

opportunities for collective ownership of problems *and* solutions within DDNP neighborhoods and organizations, and increase the visibility and transparency of DDNP activities and processes.

2. Invest in a Community Report Card

What This Means
A community report card is a public document (sometimes published in the newspaper or made widely available through other means) that indicates how a community is faring on key outcomes it cares about – for example: school success, health, economic vitality, safety, etc. The process to develop a community report card is often as important as what it says. The process can engage neighborhood residents and others in deciding together what they value (the outcomes to measure) and meaningful ways to know whether or not things are getting better, staying the same or getting worse (the indicators used to measure the outcomes and how often they are tracked and reported).

A community report card focuses on "big picture" outcomes. In the case of DDNP, this would put focus on the well-being of the twelve Durham neighborhoods and the seven target schools – over and above the current focus on how well individual programs are doing.

Possible Actions
- Create a process for neighborhood level identification of key indicators, as in the Quality of Life project.
- Hold cross-neighborhood level conversations to build further a collective idea of the report card content.
- Collaborate with the United Way and with Durham's results based accountability processes and support special reporting on these indicators for the DDNP neighborhoods

Rationale

One of the key concerns of OCA and community partners is that they do not have data to show the impact of DDNP in many of the areas in which it works. This is because data are non-existent or not readily available, or because it is difficult to isolate the separate effect of the DDNP contribution from other contributing factors. In creating a community report card, data would become regularly available to better assess how DDNP is doing overall on the indicators it cares most about.

The process could also build community capacity to use community level data for planning and advocacy. In addition, DDNP and its partners could use this information to celebrate successes, organize within communities for needed changes, and to focus programmatic

and systemic efforts in ways consistent with the community
engagement and empowerment principles of DDNP.

3. Deepen the Number of Available Staff

What This Means
It is possible that Duke University never anticipated the DDNP growing to its current extent. If the DDNP is to be successful at achieving its aims in the long run, it will have to catch up to its own growth. The "one deep" reference made by so many interviewees is exhibited in the work of Mayme Webb, who initially worked with the six neighborhoods of Southwest Durham. Indeed, she brings a history, having grown up in that neighborhood, that is not represented in the rest of the OCA staff. However, she also works with the other six neighborhoods. It appears her role is somewhat of a community liaison. Given the emphasis on communications and relationship building, the time and energy to get around to speaking with so many different community representatives is daunting even at the most cursory glance. Michael Palmer plays a similar role, and those who coordinate particular programs also appear to uphold extensive efforts with little assistance.

Possible Actions
In order to get beyond being "one deep" in each of the core thematic areas, Duke should begin visualizing programs that are something closer to "three deep".

- This would require hiring new staff and delegating responsibilities.
- Additionally, Duke could consider bringing select students, community organization leaders and non-tenure track faculty with community expertise along as future leaders within the DDNP. Some kind of internship or apprenticeship approach could grow leadership from within the partnership, which would reduce typical search and hiring costs, and build a line of people to keep the partnership going.

Rationale
The very nature of the intended approach of the DDNP requires significant staffing, as it emphasizes being present in neighborhoods, clinics, schools, and community centers.

4. Strategically Focus, but Approach Carefully

What This Means
Two, potentially contradictory, strands of thinking about the future of the DDNP emerged in the interviews. One stressed focus, emphasizing a need to streamline, and another, indicating areas for expansion. Numerous potential areas for growth were mentioned, such as economic development, employee assistance, family support and crime prevention. Since some issues are addressed in particular neighborhoods, but not in others, it is difficult to capture a core set of issues that transcends all of the neighborhoods.

Possible Actions
In order to be strategic, the DDNP should
- Identify a core strategy, which emphasizes particular priority areas within the near future.
- Build its capacity to manage expectations. Duke University does not want to get in the habit of saying, "No" to the community regularly. Thus, the University has to skillfully manage expectations.
- Build upon existing relationships. According to one interviewee, North Carolina Central University (NCCU), a partner in Project H.O.P.E., has relationships and a different reputation within the 12 neighborhoods. If this is the case, it might be more effective for Duke to better engage NCCU in an effort to leverage different resources for the Partnership.

Rationale
If Duke is the only major institutional partner in all of its DDNP work, the pressure will continue to move in its direction. However, if Duke is a part of a network of other larger institutions, Duke can become a portal, not only within its neighborhood boundaries, but outside of them as well. Duke should, more deliberately, pursue multi-institutional partnerships with other universities, health care institutions, corporations, and other influential, resource-rich institutions in Durham to maximize what DDNP can provide to neighborhoods.

DDNP can be the forum through which additional opportunities to enhance empowerment through partnerships can be discussed, enabling Duke and community stakeholders to jointly consider the kinds of opportunities for future partnerships. In a discussion of what it would take to enhance the DDNP's ability to bring about

empowerment, ideas for future partnerships, which can harness other local resources could emerge.

5. Enhance Awareness of DDNP Within and Outside of Campus

What This Means
The DDNP needs to become more visible, including Duke's role in it – sometimes as a leader and sometimes as a partner adding value.

Possible Actions
- OCA and community partners should collaboratively develop an enhanced visibility strategy, not as marketing or advertising, but as necessary to furthering the work.
- Community partners, in the spirit of the DDNP's approach, should be solicited for their ideas about how they would like to see the University's role discussed and highlighted more widely. The more partners can be the ones speaking only about the unique contributions of Duke to the DDNP (and not other Duke activities), the better

Rationale
Questions around the degree of visibility of the DDNP surfaced throughout the interviews. One concept associated with the approach of the DDNP is to allow the community to take the lead, and ultimately, the credit for projects and initiative. The DDNP, as Duke University stakeholders agree, is not a PR initiative for the University; therefore, the institution's role is in the background. The purpose of the University in the DDNP is to add value to the community.

Understanding the need to avoid coming across as overly self-serving, there is a drawback to downplaying the University's role in the DDNP. Government officials, for example, expressed the desire for the University to spread the word, because not enough of Durham realizes that Duke has become as engaged in the community. From a campus perspective, it will be difficult to recruit additional faculty, departments, students, or administrators to the effort if they are not aware of the direction and needs of the DDNP. Less visibility could, in this case, actually contribute to the limited staffing and volunteer capacity of the DDNP.

The real challenge in greater visibility for the University is how to exhibit the work, successes, and needs of the DDNP without being and/or seeming self-congratulatory. In order to do this, input from community partners is essential.

6. Continue Resource Development Emphasis

What This Means
Resource development is critical to sustainability and long-term strategy of the partnership. A comprehensive development strategy would outline in each year, over the course of a few years, the range of potential resources to the support the DDNP and the percentage of the contribution of each of those revenue streams. This approach would allow the DDNP to be more strategic and long term in pursuing funds, and help visualize a healthy balance between external and internal resources and between particular funders.

Possible Actions
- An explicit resource development strategy should be created, cognizant of the distribution of different types of resources. What percentage of the DDNP's support should come from the Duke Endowment, private foundations, next year, and in subsequent years?
- This planning should also directly address the appropriate percentage of "hard" money that should support the DDNP now and in the future. In order to truly sustain the work over time, the percentage of "hard" money should increase over time. While the funding community brings opportunities, the kind of multi-year support provided by the Duke Endowment is rare; most foundation support is short term and cyclical.
- A strong combination of resources from foundations, alumni, and central administration would be appropriate for institutionalization, as well as national visibility, and alumni buy-in.

Rationale
The DDNP appears quite aware of the need to raise funds to sustain the effort, from internal as well as external sources in addition to the Duke-Durham Campaign. Projected revenue statements indicate a significant effort to increase the flow of resources. Strengthening ties to the Advisory Group is setting the stage for an alumni giving strategy. These efforts could emerge into an explicit resource development campaign akin to a capital campaign. Some explicit effort to raise funds specifically for the DDNP would dually accomplish "telling the story" of the partnership and enhancing its long term resource base.

Foundation support has been central to the development, continuation, and expansion of the DDNP. The Duke Endowment's funding, in

particular, has provided the flexibility necessary in applying an approach that allows time and space for building relationships and trust. Additional funding from Kellogg and others has been helpful as well.

Looking toward other foundation sources, the DDNP should think creatively about the number of philanthropic audiences that might be good prospects. For example, the Kauffman Foundation of Kansas City has developed an initiative on entrepreneurship in higher education. It is not explicitly focused on community, but it emphasizes interdisciplinary, creative approaches to promoting entrepreneurial thinking. Higher education funding and community development funding are different strands in the funding community which provide opportunities for DDNP. Given the multi-issue approach of the DDNP, education, youth and health bring funding prospects as well.

7. Develop a Neighborhood Leadership Institute for Next generation Development, Capacity-Building, and Information Exchanges

What This Means
A Neighborhood Leadership Institute could serve multiple functions: identifying and strengthening a next generation of Durham and DDNP leadership; building capacity to design and implement effective DDNP and other community or Duke projects and activities; serve as a place of exchange among existing DDNP, Durham and Duke leaders in community based work; and be a locus for peer exchanges among DDNP and leaders of other community/campus partnerships, efforts to increase school success, community improvement efforts and so on.

Consistent with DDNP's general approach, OCA staff could could float with its community partners the idea of a Neighborhood Leadership Institute and their interest in partnering to design and implement it, how it might be resourced, its mission, who would be targeted, etc. to co-design and co-implement the Institute.

Possible Actions
- Have conversations with Durham residents and DDNP partner organizations about the potential for such an Institute
- Consider resource issues, including whether or not DDNP should request TDE funds to support its design and start-up, with plans for longer-term funding from multiple regional, city, institutional and other partners over time.
- With DDNP partners, create a process for OCA, Duke and Durham partners to co-design (perhaps modeled after the Quality of Life Project).
- As part of the design, create a process to co-implement, taking full advantage of leadership resources within Durham and Duke University (e.g. drawing faculty from community organizations and from within Duke University; building on academic and community based models of leadership development).
- Peer-to-peer exchanges are another strategy to build upon networks and relationships. Peer-to-peer exchanges could provide opportunities for community residents and organizations to teach and learn from their peers in other places facing similar issues. The community partners in DDNP have learned a lot about how to approach community issues, to work with a campus partner, to organize themselves, and to build their capacity. They thus have a lot to share. They also can learn

from well-organized study trips and other peer-to-peer exchanges.   In addition, these kinds of exchanges are excellent relationship building strategies, particularly if small groups of DDNP partners from within Duke and across neighborhoods travel together.   Thus, we believe there can be multiple benefits for participants and DDNP. Effective models are available to draw upon.

Rationale

The Academic Enrichment and Youth Development efforts are already laying the groundwork for future community-based leadership in Durham. However, a program targeting young people who may be a bit older and more experienced, with an explicit aim to fill potential future leadership voids could enhance the potential sustainability of the community end of the DDNP. It could also serve as a capacity-building resource for the Strengthening Partners theme (e.g., training in organizational and board development), and build capacity among community organizations and campus partners who work with community organizations more generally. In response to the partners' requests for additional guidance, such an institute could also provide training in substantive areas in which they are working. The efforts in which they would be involved would become better positioned to succeed in the long run.

8. Increase Trustee Involvement

What This Means
Implement a direct strategy to ensure that there area t least 2-3 champions of DDNP among Duke Trustees, and that they are well informed and able to advocate effectively for DDNP.

Possible Actions
- Trustee committees on community partnerships can directly link particular members as resources, from finance to advice to visibility. Furthermore, such a committee could become the internal champion for the Trustees that ensures that all major Duke University policies consider community affairs. For example, if another presidential search emerged, candidates would be screened partly based on their interest in community partnerships.
- The DDNP has an advisory group, which has its own relevance. But it is not a policy making body of the University. A Trustee committee could become an essential resource. The OCA, Burness, and Brodhead should identify the primary champion for community partnerships on the Board of Trustees, and communicate with this person about finding two other Trustees. An initial meeting of these three with Palmer, Burness, and Brodhead could strategize potential uses for such a committee. The committee could use the conversation to inform a proposal to the Trustees to create an, ad hoc to start, committee on community partnerships.

Rationale
Many of the universities that have been able to sustain partnership initiatives through turnover have established priority attention to community affairs at the trustee level.

9. Build Upon Employee Engagement

What This Means
One of the more recently pursued directions is a more direct effort to benefit employees and their families. As previously noted, these efforts transcend the boundaries of the original twelve neighborhoods chosen as the focus of the DDNP. Employee engagement can bring significant advantages to the University, as satisfied employees with a positive sense of their employer can enhance overall morale. This is an area where ties to the community inherently overlap with the University and its mission. This could also widen the potential for broader community impact and empowerment.

Possible Actions
- As Duke expands beyond its original neighborhood-focused framework, it is important to create a new framework that logically aligns neighborhoods with employees and their families. From a University perspective, developing a framework for partnership should include all of the core dimensions of the institution: teaching and research, but also the business dimension of the institution. Employee-focused initiatives begin to bring the University closer to an economic development strategy.
- Initiate communication with Duke employees in the twelve neighborhoods to determine ways in which Duke University can be more helpful in their lives, and ways in which existing DDNP projects and initiatives can be more aligned with such efforts.
- Address ways in which existing employee strategies provide examples that can be applicable to residents, regardless of their employment status, in the twelve neighborhoods.

Rationale
University employees are the link to Duke for other community residents, who do not have any direct ties to the institution. Employees are asked about happenings at the University and their perspectives on the institution in the community. With higher employee morale and new identifiable benefits to employees and their families, the broader community can get a better sense of how the University can add value to the community.

10. Increase Ability to Communicate and Work with the Growing Latin Population

What This Means
The population growth of North Carolina and its accompanying demographic shifts was often raised in interviews. The DDNP has particularly been considering its relationship to the Latino community, and many community partners cited this as a need for the Partnership. In many cities where the population was once heavily African American, new groups are entering, changing demographics, culture, and local priorities. This is not surprising given that many, lower income in particular, African American communities bring fewer barriers to entry, primarily in pricing.

Possible Actions
- Hire a Latino staff person, who might also bring familiarity with the neighborhoods.
- Begin translating materials into Spanish.
- Initiate explicit conversations with existing DDNP partners around changing demographics in their neighborhoods and solicit suggestions for approaching new populations and, where possible, incorporating them into existing programs and initiatives. This could lead to more multi-pronged strategies.
- Continue to work with school and community partners on activities to support teachers with growing numbers of students whose primary language at home is not English.
- Encourage partners to investigate how other partnerships and their entities have handled this issue.

Rationale
Durham, like many other communities, has learned how to adapt to many changes over time. It can drawing on these experience to respond to a critical demographic shift - the growth of the Latino population. Given the DDNP's focus on the empowerment of people within particular geographical boundaries, as demographics within those boundaries change, it is important to be able to effectively forge relationships with those communities. The ability to bridge any language and cultural barriers can be enhanced by a staff person bringing such a background.

Duke University has already begun to deepen its connections to the Latino community, especially through its $5 million deposit into a Latino credit union. An increased capacity to navigate this growing community can help to build upon this important gesture. DDNP can

also model a collective way of assessing and responding in way in which Duke has a role but not the full resource responsibility.

11. Create a Data Warehouse

What This Means
Where can the University or Community Partners go to find out more information about their communities? How do they begin to think about the extent of the needs that they are trying to address? A single channel for accessing Durham-related data would serve as a starting point to answer questions such as these.

Possible Action
- Creating centralized hub of existing data and research would help each of the partners with respect to their own goal-setting, understanding, strategy, and evaluation.

Rationale
There is a well-known understanding that the community of Durham has been over-utilized when it comes to collecting data, but it seems that many of these projects have been done in isolation without the knowledge of other departments and schools. As a result, some of it, no doubt, has been duplicative.

Such a data source would help both the university and the community understand their needs with regard to human and financial resources. It could also be a way for the University to systematically track the contributions of specific departments and professional schools and could help OCA manage its staff and community relations needs.

12. Hold General DDNP Meetings to Build Cross-Neighborhood and Cross-Duke Relations

What This Means
In order to maximize the use of available resources and to share experiences and needs across all partners, a broader communication forum where partners can share information with everyone is needed.

Possible Actions
- Regular meetings can be started by first having separate meetings for all partners within each of the thematic areas. General meetings where all partners are invited should then follow these meetings where themes report on their progress.
- This could be part of OCA's process for the ongoing assessment of community needs and progress. It would also serve as an opportunity for the University to learn from the community partners about the impact of the DDNP's work. Some of these meetings could also be in the form of annual celebrations of the partnership.

Rationale
As one individual pointed out, particular initiatives within the DDNP already hold regular meetings making the work within those projects more immediate and relevant. Being able to see what others are doing and how the work contributes to a broader goal contributes to one's understanding of his/her own role and that they are a part of the organization. This increases a collective sense of a theory of change. While targeting specific needs in particular neighborhoods demonstrates a clear responsiveness and engagement on Duke's part, communication across neighborhoods and initiatives could lead to information idea exchange that gets closer to addressing the big picture – the comprehensive empowerment of a broad cross-section of Durham residents.

13. Leverage Relationship with City to Determine DDNP's Potential to Influence Systems Change

What This Means
The Mayor, City Manager, and Parks and Recreation Commissioner all share a high regard for Duke University, and its degree of communication and accessibility in relation to the City, as previously noted. If the DDNP is to have a greater impact on key social indicators in the City as a whole, then the more partnerships can be coordinated with the City, the better. The regular communication between Duke University and DDNP leadership is a critical asset, as issues far beyond the particulars of the DDNP are discussed.

Possible Actions
- Initiate a series of strategic meetings with the Mayor, the Board of Education, Parks and Recreation, and other key City officials around the ways in which City policies can be informed by the experiences of residents in the twelve neighborhoods.
- (Duke) Begin playing the role of a local catalyst, posing recommendations for improvements in the City informed by the projects, initiatives, and relationships of the DDNP, taking advantage of deep relations in communities and strong existing communication with the City.

Rationale
In order for the DDNP to achieve its aim of empowerment, it is important to consider opportunities that bring about a level of impact that is systemic and citywide. While the approach to improving outcomes in particular neighborhoods has served well over the life of the partnership, the experiences of residents in those neighborhoods are partly shaped by broader policies in Durham. The opportunity emerging from the DDNP is a greater understanding of the experiences of local residents as they relate to local policy, in the schools for example. This local wisdom and the intimate knowledge of Duke stakeholders, through their DDNP work with community stakeholders, can provide the City insights that may not have been considered.

V. CONCLUSIONS

In closing, the following points are made as key conclusions of this evaluation,

- The DDNP has made significant progress over the past decade and continues to do so. Establishing more trust among the partners, implementing its overall community-driven strategy, focusing programs by thematic areas, and generating visible changes in the neighborhoods are among the components of its success.

- Both the University and the neighborhood stakeholders are passionate about this work and urge its continuance. Neighborhood stakeholders, in particular, have a strong desire to see partnership programs expand in breadth and depth in all of the thematic areas.

Outcomes

The outcomes of the Partnership are still works in progress as the DDNP has yet to establish the indicators for meeting these outcomes in a comprehensive manner for the overall Partnership. Particular programs intend to make progress in some of the long-term outcomes, but the DDNP has to explicitly show where and how these outcomes are to be measured for the entire Partnership. DDNP has to establish criteria that demonstrate how it will know when particular outcomes have been achieved.

In terms of overall short-term outcomes, the DDNP engages with partner schools, look for and support partners in pursuing opportunities, and helps link Duke student and faculty interests in community engagement to DDNP activities. The DDNP has also been successful in the OCA providing infrastructure, leadership, and fundraising support.

Recommendations

Building upon, connecting, and developing the existing resources for DDNP are at the core of the recommendations that lay some of the groundwork for measuring long-term outcomes. Evidence and impact measures of the work done to date exists but needs to be organized in a way that recognizes the contribution of all partners while showing progress of the collective partnership. Shared governance would increase the levels of accountability for the community partners as the neighborhood leadership institute would increase their capacity to meet more community needs. Regular meetings of all of the partners

and centralized information about the community would help to strengthen and enrich the ongoing communications among partners as well as those who are interested in the DDNP's work. Enhanced involvement of trustees, employees, alumni, and other Durham institutions would contribute to the DDNP being able to create awareness around its work and enhancing its long-term sustainability.

As discussed in these pages, the DDNP can point to a variety of accomplishments. The challenge for the future will be choosing the appropriate path, which will depend on the level of change that the DDNP would like to impact. The personal successes that have been reached as a result of various DDNP programs bring compelling and triumphant stories, which can spark changes at various levels. However, the sum total of the DDNP, with a coherent aim to enhance core aspects of systems in Durham could bring the whole initiative, and all of the neighborhoods, even closer to empowerment.

VI. APPENDIX

Interviewees

1. **Beth Anderson**, Duke University Fuqua School of Business Center for the Advancement
2. **Patrick Baker**, Durham City Manager
3. **Andy Balber**, Tuscaloosa Lakewood Neighborhood Association
4. **William Bell**, Durham Mayor
5. **Elizabeth Bondy**, University of Florida
6. **Lee Bordley**, Partners for Youth
7. **Dorcas Bradley**, Lyon Park Neighborhood Association
8. **Richard Broadhead**, Duke University President
9. **Jeanne Bross**, Lakewood Park Community Association
10. **John Burness**, Duke University
11. **Susan Campbell**, University of Chicago
12. **Evan Covington-Chavez**, Self-Help
13. **Darrell Crittendon**, Durham Parks and Recreations
14. **Amy Cummings**, Pioneer Scholars
15. **Fred Davis**, Calvary Ministry
16. **Kathy Diaz**, University of Southern California
17. **Jeff Ensminger**, Morehead Hill Neighborhood Association
18. **Andrew Foster**, Duke University Law School Community Enterprise Clinic
19. **David Galaviz**, University of Southern California
20. **Joseph Henderson**, Walltown Children's Theater
21. **Bryan Irving**, Northside Baptist Church
22. **Steve Jencks**, Evaluator
23. **Barbara Jentlesson**, Duke University Office of Community Affairs
24. **Keval Khalsa**, Morehead Hill Neighborhood Association
25. **Elaine Madison**, Duke University Community Service Center
26. **David Malone**, Duke University Program in Education
27. **Sonya Malunda**, University of Chicago
28. **Shirley Mark**, Tufts University
29. **Juanita McNeil**, West End Community Center
30. **Sam Miglarese**, Duke University Office of Community Affairs
31. **Rebecca Oats**, CommUNITY Scholars
32. **Michelle Olson**, University of Chicago
33. **Michael Palmer**, Duke University Office of Community Affairs
34. **Cimarron Reed-Bandele**, CommUNITY Scholars

35. **Maurice Ritchie**, Duke University Divinity School (Retiree)
36. **Marleah Rogers**, Pioneer Scholars
37. **Curt Roseman**, University of Southern California
38. **Ron Roukema**, Durham School of the Arts
39. **David Stein**, Duke University Office of Community Affairs
40. **Vicki Stocking**, Duke University Office of Service Learning
41. **Gail Taylor**, Carter Community School
42. **Paul Vick**, Duke University
43. **Mayme Webb-Bledsoe**, Duke University Office of Community Affairs
44. **Hank Webber**, University of Chicago
45. **Dawayne Whittington**, Evaluator
46. **Susan Yaggy**, Duke University Division of Community Health

Gary Ybarra, Duke University Pratt School of Engineering