

**Assessment of the East Side
Community Outreach Partnership Center**

A report prepared for the East Side
Community Outreach Partnership Center Steering Committee

by Barbara Lukermann

Center for Urban and Regional Affairs
University of Minnesota

January 2002



UNIVERSITY OF MINNESOTA

A publication of the Center for Urban and Regional Affairs (CURA), an all-University applied research and technology center at the University of Minnesota that connects faculty and students with community organizations and public institutions working on significant public policy issues in Minnesota.

The content of this report is the responsibility of the author and is not necessarily endorsed by CURA.

© 2002 by The Regents of the University of Minnesota. This publication may be reproduced in its entirety (except photographs or other materials reprinted here with permission from other sources) in print or electronic form, for noncommercial educational and nonprofit use only, provided that two copies of the resulting publication are sent to the CURA editor at the address below and that the following acknowledgement is included: "Reprinted with permission of the University of Minnesota's Center for Urban and Regional Affairs (CURA)."

For information regarding commercial reprints or reproduction of portions of this publication, contact the CURA editor at the address below.

Publication No. CURA 02-1 (200 copies)

Edited by Michael D. Greco

This publication is available in alternate formats upon request.



Printed with agribased inks on recycled paper, with a minimum of 20% postconsumer waste.

Center for Urban and Regional Affairs (CURA)

University of Minnesota

330 HHH Center

301—19th Avenue South

Minneapolis, Minnesota 55455

Phone: (612) 625-1551

Fax: (612) 626-0273

E-mail: cura@umn.edu

Web site: <http://www.cura.umn.edu>

The University of Minnesota is committed to the policy that all persons shall have equal access to its programs, facilities, and employment without regard to race, color, creed, religion, national origin, sex, age, marital status, disability, public assistance status, veteran status, or sexual orientation.

Table of Contents

List of Tables	v
List of Figures	v
Acknowledgmentsvi
Introduction	1
Part One: The Community Outreach Partnership Center Vision	3
Part Two: The East Side Community Outreach Partnership Center	5
Community Characteristics and Goals	5
Community-Generated Work Plans for the East Side COPC	5
The Community Partners	6
The Academic Partners	8
The Institutional Partners	9
Part Three: The East Side COPC Organizational Structure	11
Research Projects and Products	12
Part Four: Survey of the East Side COPC Partners	19
Community Partners' Perspectives	19
Accomplishments and Strengths	19
Providing a Delivery System for High-Quality Interns	20
Giving Organizations the Opportunity to Address Big Strategic Issues	20
Helping to Leverage Additional Resources	21
Expanding Relationships with Other Stakeholders in the Community	21
Providing Access to Ramsey County Geographic Information Systems Databases	22
Creating the Potential to Change the Agendas of Local Organizations	22
Helping to Put on the Table Issues Surrounding Communities of Color	22
Identifying School Performance as a Priority for Community Partners	23
Disappointments and Weaknesses	23
Lack of Understanding between Community and Academic Partners Regarding Desired End Products	23
Difficulty Balancing the Process with the Benefits of Assistance	24
Divergence between East Side COPC and Community Organization Agendas	24

The Limited Focus of the East Side COPC's Project	
Orientation	24
Problems and Disappointments with Specific Student	
Projects	24
Lack of Integration between the Work of the Task	
Forces and the Steering Committee	24
Slow Progress in Persons of Color Moving into	
Leadership Roles	25
Low Participation by Metropolitan State University and	
Macalester College Students.	25
Insufficient Use of Faculty Mentoring Resources.	26
Lack of Participation from the City of St. Paul	26
Task Force Chairs' Perspectives	26
Academic and Institutional Perspectives	28
The Challenges of Working with Community Partners and	
Other Academic Partners	28
Difficulty of Recruiting New Faculty.	29
Lack of Mentoring by Faculty Advisors.	30
Part Five: Learning from the East Side COPC Experience	31
Conclusions and Lessons Learned	31
Recommendations.	35
Works Cited	37
Appendix A: East Side COPC Steering Committee Members.	39
Appendix B: Comparison among the Four East Side COPC	
Task Forces of Color	43
Appendix C: East Side COPC Projects, 1999–2001	47
Appendix D: Evolution of a Collaborative: Moving from	
Dependency to Stability.	63

List of Tables

Table 1. Assistance Provided to Community Partners through the East Side Community Outreach Partnership Center (COPC) Program, 1998–2001	17
Table 2. Participation by East Side Community Outreach Partnership Center (COPC) Educational Partners by Type of Project, 1998–2001	17
Table 3. East Side COPC Student Assistantship Applications and Hires, Fall Semester 1998 through Fall Semester 2001	18

List of Figures

Figure 1. City of St. Paul Citizen Participation Planning Districts	7
---	---

Acknowledgments

I am especially indebted to the members of the East Side COPC Steering Committee; staff members in the community organizations; and Kris Nelson, program director at CURA; who gave generously of their time to meet with me and share their views. In addition to this core group, I was able to meet with other faculty members at the three colleges and the chairs of each minority task force to gain a deeper understanding of the institutional structures that either facilitate or create barriers to successful partnerships.

Introduction

More than one hundred colleges and universities are collaborating with neighborhood organizations across the nation as part of the Community Outreach Partnership Center (COPC) program, a U.S. Department of Housing and Urban Development (HUD) partnership project that focuses faculty and student research on the problems and priorities set by the local community organizations in a targeted urban area. The partnership is not “business as usual,” where a faculty member identifies the research issues and views the community as a laboratory for testing existing theories and for having students observe community members in the field. Instead, the COPC approach begins with community groups asking the academic partners for specific help in providing credible information and insights that will increase their effectiveness and capacity to effect change from within. The goal of COPC is to bridge the two worlds of academia and community in a shared commitment to address the challenges and grasp the opportunities available to make communities desirable places to live and work.

Community organizations on St. Paul’s East Side entered into this partnership with the University of Minnesota’s Center for Urban and Regional Affairs (CURA), Macalester College, and Metropolitan State University with the expectation that the expertise of students and faculty would go a long way toward increasing their capacity to effect positive economic and social change. After three years of working together through the East Side COPC program, some questions regarding the success of the partnership remain to be answered: What have we learned? Has the experiment resulted in more cooperation between the various community groups, rather than each neighborhood organization focusing only on its own issue area? Has trust among the community groups expanded so that it is possible for thorny issues of social and racial change to be openly discussed with a sensitivity to cultural differences? How easy or difficult has it been for the academic partners to relinquish some of the control over the research agenda and help develop community leadership and the capacity for local groups to act on their own behalf? What do we know now about the value added through these collaborations between academia and nonprofit organizations that would be valuable for other neighborhoods? It is precisely these questions that this report attempts to address.

This assessment is divided into five parts. The first part provides an overview of the national COPC program, which now includes more than one hundred colleges and universities who are collaborating with local communities across the country to better understand and redress urban

problems in their neighborhoods. The second part describes the goals and structure of the St. Paul East Side Community Outreach Partnership Center. The third part focuses on the tangible products generated to date through the funded research for community groups. The fourth part investigates how the East Side COPC program is “doing” based on personal interviews with the program partners. The final part of the report focuses on the lessons learned from the collaboration, provides some preliminary conclusions about the partnership, and considers opportunities for future successes.

The following information sources were used to supplement the insights gained from personal interviews with steering committee members and selected faculty engaged in East Side COPC research projects:

- the East Side COPC grant application originally submitted to HUD
- three COPC progress reports submitted to HUD
- statistical data from the Center for Urban and Regional Affairs on research projects and participation from the academic partners
- professional journal articles reviewing COPC experiences at other academic institutions
- *Cityscape: A Journal of Policy Development and Research*, a HUD publication that reviews accomplishments of COPC programs across the nation

Part One

The Community Outreach Partnership Center Vision

In 1992, the U.S. Department of Housing and Urban Development funded the Community Outreach Partnership Center program with the purpose of expanding the resources of local colleges and universities to work directly with local community groups to improve the quality of life and economic vitality of their neighborhoods. The overall aim, as defined by Cox (2000), is to expand community access to university faculty, students, and staff in order to increase the capacity of community groups and help them revitalize local neighborhoods in ways that reflect the aspirations of those who live and work there. This is an ambitious program, one designed to redress social inequities and affect attitudes, behavior, and decision making over the long run.

Although each COPC defines its own priorities and structure, HUD requires that the academic resources be targeted to a specific geographical area and that the neighborhood residents and community-based organizations set the agenda and define their needs for assistance. This ensures that the work plans and research assistance respond to the needs and priorities of the community organizations. The program is run as a partnership that includes diverse interest groups, with accountability for success resting primarily with the academic institutions. This structure requires formal agreements with designated community organizations for delivery of promised products.

A second element of the COPC program is the expectation that as educational institutions engage in community outreach and gain new knowledge by working on difficult and messy community problems, this experience will effect real change within academia as well as in the local community. It is hoped that universities will see the educational value of community-based learning for both faculty and students, and thus amend the institutional rewards system to give greater recognition to community service and applied scholarship (Dewar and Isaac 1998).

The U.S. Department of Housing and Urban Development makes a distinction between “academic” or “scholarly” research by a faculty member who is exploring new theories or new ways to address thorny urban issues and the kind of research students are likely to conduct for community organizations. The latter category encompasses a broad range of activities, from collecting primary source data and designing new data management or mapping systems to evaluating programs. Almost all of the COPC funded projects fall under this broader definition of research. The East Side COPC includes only one academic research project—Professor Goetz’ project on employer-assisted housing potential.

Part Two

The East Side Community Outreach Partnership Center

COMMUNITY CHARACTERISTICS AND GOALS

By the end of the nineteenth century, land on the bluffs overlooking the Mississippi River immediately east of downtown St. Paul attracted high-value housing for industry leaders. Today, this part of the Dayton's Bluff neighborhood is designated as an historic district, but substantial disinvestment has occurred and many of the homes have been divided up into rental units and require major repair.

The majority of the houses in Dayton's Bluff were built in the early twentieth century and were modest owner-occupied single-family and duplex structures for workers at Hamms (Stroh) Brewery, Whirlpool, Burlington Northern Railroad, and other manufacturing firms. These companies originally located here because of excellent rail, water, and highway access and a good labor supply. They have now all departed, leaving only the 3M plant as a major employer in the immediate area. Vacant and polluted industrial sites, deteriorated housing (including poor-quality rental units in former owner-occupied units), and the loss of good-paying jobs are all indicators of the significant economic decline these neighborhoods have experienced during the last quarter of a century. These conditions are well documented in recent neighborhood inventories and plans.

Newcomers from Latino, African American, East African, Hmong, and American Indian backgrounds are changing the demographic face of the Dayton's Bluff and Payne-Phalen neighborhoods on St. Paul's East Side, but they are not yet participating strongly in neighborhood decision making. Today, approximately one-quarter of the population in these neighborhoods are people of color.

COMMUNITY-GENERATED WORK PLANS FOR THE EAST SIDE COPC

The East Side COPC work plan rests on specific goals and tasks identified by the community partners. The plan also rests on HUD requirements to look at urban issues as a complex set of interrelated problems. The plan seeks to address three such issues simultaneously: housing, job creation, and workforce readiness. Each of these issues is further refined into specific quantifiable outcome goals—such as counts of housing rehabilitation and

ownership, job creation, and job placement—that will be evaluated at the end of the three years of COPC funding. Of equal importance, however, is measuring the progress made in expanding the capacity of people in the community to shape the public agenda in ways that will result in a more prosperous and multiracial community. Measures here include greater representation of people of color on boards and staff of community organizations, and increased participation in programs offered through community organizations.

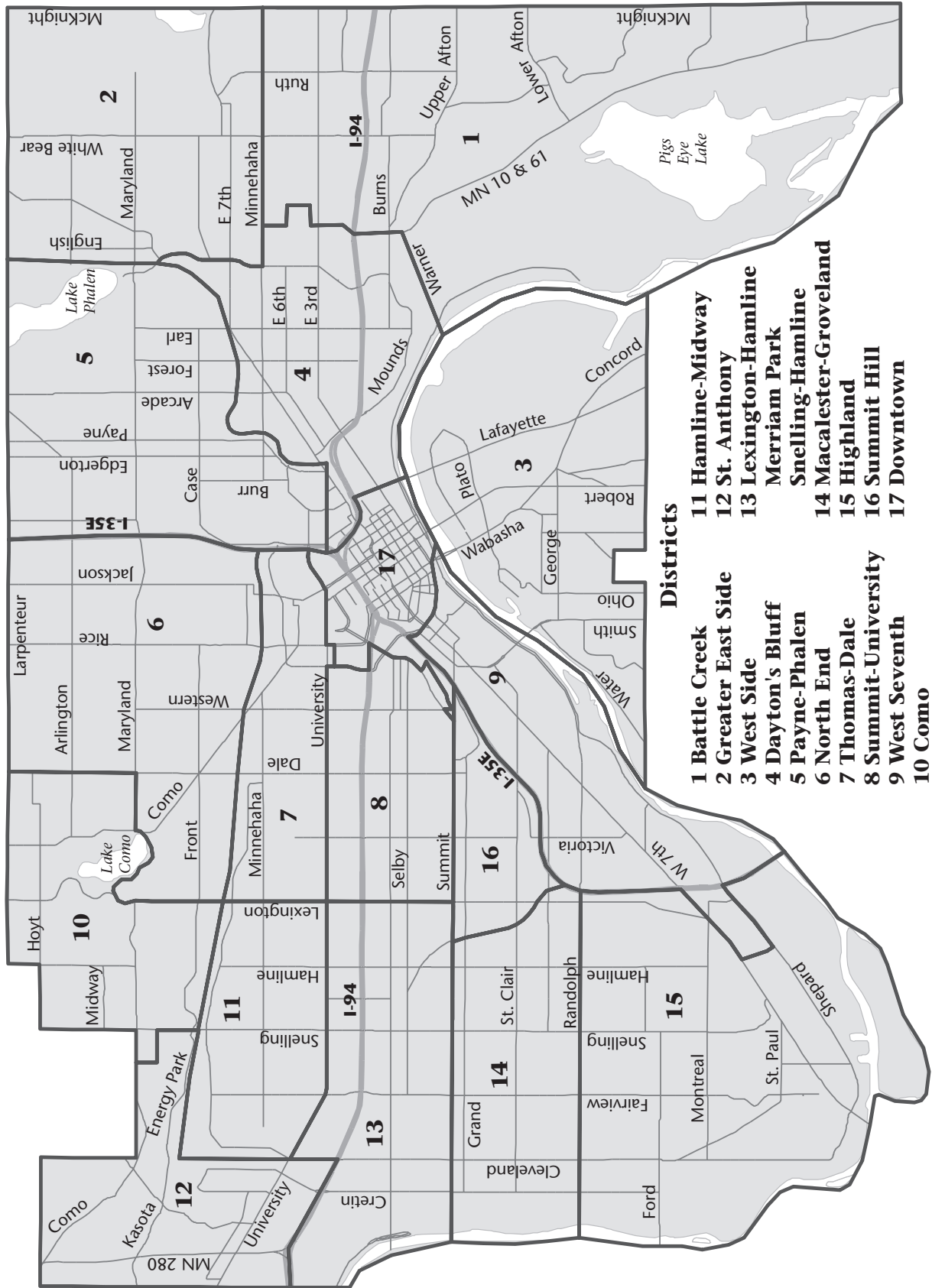
The Dayton's Bluff and Payne-Phalen communities clearly recognize the need to make a successful transition to a multiracial neighborhood where residents of color become more actively engaged in shaping the future of their own community and feel as though these are “their neighborhoods.” To achieve this goal, the East Side COPC work plan committed the resources to provide student research assistance to staff a task force for each of the four communities of color on the East Side. The task force reports will be one additional resource for the community at large to deepen understanding and appreciation of different cultural values and issues between residents of different ethnic or racial backgrounds, and to strengthen the participation of people of color in community development efforts.

THE COMMUNITY PARTNERS

The East Side COPC Steering Committee (see Appendix A) is composed of fifteen individuals who represent community organizations or communities of color on the East Side. These organizations include the Dayton's Bluff District 4 Community Council, the Payne-Phalen District 5 Planning Council, the Merrick Community Services East Side Community Center, the Phalen Corridor Initiative (PCI), Dayton's Bluff Neighborhood Housing Services (DBNHS), the East Side Neighborhood Development Company (ESNDC), The East Side Work Resource Hub, the East Side Job Bank, and the American Indian Family Center. The chairs and co-chairs of four East Side COPC task forces organized to develop plans for the four communities of color on the East Side (Latino, Hmong, American Indian, and African American) also serve on the steering committee. The chairs of these task forces include staff members at the Asian Development Corporation and ESNDC, faculty at Metropolitan State University, and the president of the American Indian Policy Institute.

Figure 1 shows the boundaries of the District Councils in St. Paul. The District Councils are quasi-public organizations established in 1975 by the St. Paul City Council as a way to provide direct neighborhood input into decision making on land use and to develop social programs that serve their respective neighborhoods. The boards of the 19 district councils are elected

FIGURE 1. City of St. Paul Citizen Participation Planning Districts



Source: St. Paul GIS Consortium

by local residents, but do not necessarily reflect the ethnic and racial background of the local community. Each district council is funded in part by the city, but resources must be supplemented by grants to support a diverse set of programs designed to serve neighborhood needs in areas such as safety, youth development, recreation, and affordable housing. Priorities are established in the strategic plans of each district, and staff with expertise to engage in community outreach and advocacy are hired to run these programs. This structure allows neighborhoods to interact with city council members and staff in city departments on a formal and regular basis and provides a process for moving local issues onto the broader public agenda. As nonprofit 501-(c)(3) organizations, the district councils are significant players in identifying issues and advocating for neighborhood interests with city departments, school districts, and foundations; however, they do not operate as economic community development corporations in the same way as ESNDC, DBNHS, or PCI.

The Phalen Corridor Initiative represents a major commitment from the City of St. Paul to participate in a large-scale economic redevelopment project along the railroad corridor that forms the northern boundary of the Dayton's Bluff neighborhood. The Phalen Corridor Initiative operates as a nonprofit organization with a board that includes members from the city, the Port Authority, local businesses, and the community at large. The scale and reach of this initiative is massive, and it will be the single most important resource for attracting new industry and a significant number of new jobs into the community.

THE ACADEMIC PARTNERS

Three quite different educational institutions applied together for the COPC grant that would target the Dayton's Bluff and Payne-Phalen neighborhoods on St. Paul's East Side. All three had a substantial history of engagement with local communities and were working collaboratively as members of the Neighborhood Planning for Community Revitalization (NPCR) consortium, which builds partnerships between colleges and universities and community organizations. Their educational missions and the characteristics of their student bodies are quite diverse.

Metropolitan State University was founded in 1974 as an "alternative university," and from the start viewed community-based service learning as a cornerstone of its teaching and research missions. The campus is located in the Dayton's Bluff neighborhood, and the university has established a Center for Community-Based Learning directed by political science professor Thomas O'Connell. It has the most racially diverse student body of the three academic partners, and most students at Metropolitan State are older

individuals who work full time. Metropolitan State has course requirements for students to include community-based projects in their graduation program.

Macalester College is a premier liberal arts college located west of downtown St. Paul. It has a reputation for academic excellence, and draws its student body from a national pool. The director of the urban studies program is former St. Paul mayor George Latimer, who teaches a seminar on action research. Latimer's relationships with community groups in St. Paul and across the nation are somewhat unique, and his appointment as a faculty member significantly augments the visibility of and commitment to the college's outreach mission.

The Center for Urban and Regional Affairs (CURA) at the University of Minnesota is the third academic partner. The University created CURA more than 30 years ago to engage faculty and students in applied research that would be of direct value to the state and its communities. As part of a major research university, CURA has access to a large and talented graduate student pool that can augment the student resources at the other two academic partners and thus expand the expertise offered to community organizations. In addition to its work with the East Side COPC, CURA is the administrative partner in a consortium of eight area colleges and universities working with the Minneapolis-based NPCR program. Students from each of the East Side COPC academic partners have completed research projects through NPCR.

Collectively, these three institutions bring a long history of success in using their resources to address community development issues. Metropolitan State has always targeted its immediate neighborhood; the institution has a vested interest in its future vitality, and developed multiple working relationships with community groups prior to the creation of the East Side COPC. The other two institutions did not have a history of focusing their outreach activities on a small geographic area over a concentrated period of time. Lessons learned from this targeting of resources will thus be particularly useful for the academic partners in assessing the impact and value added from this partnership.

THE INSTITUTIONAL PARTNERS

The third group of East Side COPC partners brings additional resources and outreach capacity. This group includes the field coordinator from the Twin Cities HUD office, a program officer from the Twin Cities Local Initiatives Support Corporation (LISC), the executive director of the Minnesota Campus Compact, a senior researcher from the Urban Coalition, and a representative from St. Paul's Department of Planning and Economic

Development (PED). All of these individuals serve on the steering committee along with representatives from the local community and the academic partners.

These institutions bring expertise in redevelopment, research and development, and financing, and each has its own complementary projects that fit into the priorities for the East Side neighborhood. Of particular importance are the LISC internship and mid-career programs. These are part of LISC's human capital initiative to encourage people of color to work in community development corporations, and their dollars have been leveraged through the East Side COPC. District 4 and ESNDNC now each have a staff member who participated in the LISC internship and mid-career programs.

Part Three **The East Side COPC Organizational Structure**

Several key decisions were made in setting up an organizational framework for the center. First and foremost, the structure for decision making had to ensure that the research would be driven by the community's needs and not the preferences and interests of the academic partners.

Second, the center had to facilitate easy access for community partners to the educational institutions to help them find qualified students and interested faculty in a timely manner. Academic timetables and course offerings do not always fit neatly into the community partners' immediate needs for specific projects.

Third, there had to be fiduciary responsibility and oversight from the academic and administrative partners to ensure proper allocation of funds and the quality of completed projects.

Fourth, there had to be flexibility built into the framework since there was no organized consortium of community partners to act as a central clearinghouse for the community. Therefore, the organizational structure of the East Side COPC had to provide opportunities for local community groups to come together, learn from each other, and give close attention to the process for decision making as well as the products of research.

Based on these criteria, the following decisions were made:

- A steering committee with members from the community, educational partners, and key institutions was created to make decisions on how resources are used and what projects or events will be sponsored. This group is charged with providing general oversight on process and outcomes. The chairs of the four task forces are members of this committee.
- The University of Minnesota was given administrative responsibility for the East Side COPC grant. Kris Nelson, director of CURA's NPCR program, assumed the same responsibility for the East Side COPC, allowing the program to adopt a tested and sound model for securing student and faculty participation without inventing a process from scratch. Nelson's background in community development and his personal relationships with many of the community and other academic partners meant that the East Side COPC began with a significant foundation of trust between the community and the educational institutions.

- Job postings for the specific research projects requested by community organizations are distributed to all three academic institutions. Decisions to hire a student or to work with a faculty researcher or course instructor are made by the community organization(s) involved.
- Nelson works with the community individual who will be supervising the student, provides any requested assistance in developing a realistic work plan, finds a faculty and a community mentor for each student, and posts completed research projects on the World Wide Web for access by all interested persons.
- Each task force is assigned paid student assistants to provide staff support. Students conduct research and are responsible for writing up the draft task force reports.

The first chair of the steering committee, a former St. Paul council member, resigned during the first year of the program to create a new charter school for students of color. John Poupart, president of the American Indian Policy Institute, has served as the chair for the last two and a half years.

The personal interviews with the different partners, which are summarized later in this report, will address the question of how well this structure has worked and if there are opportunities to improve the process to better serve community interests.

RESEARCH PROJECTS AND PRODUCTS

Housing stability is one of three primary goals for the community and the largest funded element of the East Side COPC work plan. This goal requires not only targeting investments to improve the quality of the existing stock and assure a continued supply of affordable housing, but also using housing strategies to reduce the extremely high mobility of low-income families and stabilize the lives of their children. During the last few years, student mobility has been around 60% at the Dayton's Bluff Achievement Plus Elementary School, a school with low academic achievement.

The East Side COPC work plan committed a significant amount of student research assistance to document housing issues that would, in turn, increase the capacity of the community to zero in on the problems and target their resources. A series of projects documented housing mobility and problem properties in the area around Dayton's Bluff Elementary, and developed geographic information systems (GIS) mapping databases for the community to analyze both the problems and potential solutions.

A CURA Housing Forum presentation on these findings mobilized District 4 to successfully seek additional funds from the McKnight

Foundation to create the Dayton's Bluff Children's Stability Project. This project focuses on improving tenant-landlord relationships, helping families find decent housing, facilitating home buying and maintenance, and providing case management services for families at high risk of homelessness. It is a program that can strengthen the coalition of community members, city agencies, and nonprofit organizations to help stabilize the lives of families at risk. It is also an example of how COPC-funded research has been translated into action.

One measure of the success of this venture would be less student turnover at the two neighborhood schools, and thereby improved student achievement. There is limited evidence to date that this has been achieved, as rents in the area have soared and vacancy rates are extremely low. The plan was to focus initially on District 4 and later expand comparable resources to the new Johnson Achievement Plus School in District 5. Interviews with partners involved in this project have provided feedback on the value added through the student and faculty inputs.

Neighborhood business development and job creation goals include revitalizing older streetcar retail commercial strips and implementing the Phalen Corridor Initiative, which has made a commitment to bring more than eight hundred new manufacturing jobs to the East Side. Courses and workshops at all three academic institutions have worked with neighborhood community development corporations to document market opportunities and recommend strategies to revitalize three commercial districts along Payne Avenue, Arcade Street, and East 7th Street. Individual student researchers have developed property baseline information for marketing vacant or underutilized parcels and have created GIS mapping capability for these neighborhood organizations. Metropolitan State University staff have provided microentrepreneurial training in cooperation with the Western Initiative Neighborhood Development (WIND) program. In addition, PCI has been able to expand its outreach and communications work with the help of several research assistants. All of these projects have helped to build the research, planning, and outreach capacity of these neighborhood organizations.

The East Side COPC partners have engaged in workforce development activities with PCI, the East Side Job Bank, and its affiliated East Side Work Resource Hub. Students at the job bank and the hub have surveyed clients, updated inventories, and created computerized databases on existing jobs and workforce needs. One extremely important contribution has been three successive classroom collaborations with graduate capstone seminars from the Humphrey Institute of Public Affairs. Faculty and students from these seminars have examined organizational issues for social service agencies on the East Side and have offered an operational plan and future organizational structure for the East Side Work Resource Hub.

Many of these projects are designed to increase the technical capability of community organizations to carry out their work more efficiently. Demographic data collected from the schools and state agencies, from community meetings and surveys, and from the client base of community organizations clearly document the ethnic and racial changes on the East Side and the many hurdles these newcomers face in becoming truly integrated into the community.

The four task forces created through the East Side COPC focus on the concerns and priorities of people of color on the East Side. A concern that cuts across all activities undertaken on the East Side is the very small number of people of color who serve on community boards, work as staff at community organizations, own businesses, or are recruited by local industries. It is hoped that efforts of the four task forces and a program through ESNDC called Better Together will create a foundation for a more open dialogue about race and the issues that affect people of color on the East Side, as well as increase the participation of people of color in community decision making.

This report assesses the value added from all of these programs through personal interviews with the principal partners from the community, the educational institutions, and local government.

A brief summary of the task force reports completed to date is included in Appendix B. The common themes in all of these reports point to three major concerns of people of color on the East Side:

- an inability to find good-paying jobs or decent housing at affordable prices
- a lack of cultural sensitivity that results from language barriers, different communication styles, and discrimination among different cultural groups
- the lack of minority-owned businesses and community centers that meet the daily needs of the various communities of color and make them feel welcome

There are also significant differences among the groups. In addition to the housing and economic development goals on which the East Side COPC is focused, the African American Task Force identified a broader set of issues that are of great concern to them. These include health and safety, crime, education, and faith-based involvement. The Hmong Task Force, in contrast, has focused primarily on economic development and recommendations for attracting minority-owned businesses to the East Side. The central goals for the Latino Task Force are to develop a cultural identity on the East Side. Members of this task force want a business and services center (using the *Mercado* on Lake Street in Minneapolis as a model) to provide that

identity by creating their own community center and building stronger working relationships with existing mainstream community organizations. The American Indian Task Force has emphasized having more culturally specific programming for American Indians related to the housing, job creation, and workforce development goals of the East Side COPC program.

There has been very limited networking and communication *among* the four communities of color, as well as limited interaction with established mainstream social service agencies or community organizations. An important question in evaluating the East Side COPC is whether the resources of the educational institutions have contributed to creating a way for the community to discuss important issues of racism and identify ways to remove barriers and habits that isolate or discriminate against people of color.

Appendix C provides a list of funded projects conducted between the fall of 1998 and the winter of 2001. The lists are organized by type of project (either student research, faculty research, course offering, or LISC career-ship or internship), and include project title, recipient organization, names of researchers or course instructors, school, a brief description of the research project, and the issue area (housing, job creation, or workforce development) the project was intended to address.

As of September 2001, 78 East Side COPC projects have been completed involving 69 student assistantships, 13 class projects, 9 faculty research projects, and 4 LISC internships. Table 1 identifies the community partners that have been provided assistance through the East Side COPC program. Table 2 shows the level of participation by each of the three educational partners in the East Side COPC. Table 3 documents the number of students from each of the educational partners who applied for positions, as well as the number of students actually hired.

Based on the data in Tables 1–3, the following conclusions can be reached:

- There were uneven requests for assistance from the community partners. The East Side Neighborhood Development Corporation and Dayton's Bluff Neighborhood Housing Services received a large proportion of the funded student assistantships (27 out of 69), and 4 out of 13 classes have worked with these two organizations.
- The District 4 Community Council received more student research assistance than District 5. This resulted in part from a specific strategy to focus initially on the Dayton's Bluff Achievement Plus Elementary School initiative in District 4, as well as a delay in the opening of the Johnson Achievement Plus School in District 5. This disparity also stems from the housing-related priorities of District 4, and their many new programs directed at tenants and landlords.

- There was significant interest from the community partners in receiving graduate student assistance. Twice as many graduate students have worked on community projects compared to undergraduate students. This reflects the skill level needed to address community organizations' needs. As a result, the University of Minnesota has been the primary academic resource for East Side COPC projects.
- There was significant interest from students at the University of Minnesota in obtaining East Side COPC assistantships, with more than twice as many applicants as hires.
- The East Side COPC benefited from using NPCR resources to fund students from other campuses in the Twin Cities, with interest particularly from students at the University of St. Thomas and the College of St. Catherine.
- The East Side COPC provided vital support to the communities of color task forces by funding students to serve as staff and supporting two faculty research projects and two class projects. These resources were essential for the volunteer task force members to complete their plans.
- Nearly one-third (32%) of students hired through the East Side COPC program were students of color. This is due in part to students being recruited specifically to work with the four communities of color task forces.
- Fewer students than expected have been hired from Metropolitan State University and Macalester College. However, Metropolitan State sponsored the greatest number of community-based faculty projects through the East Side COPC.

The East Side COPC has worked directly with a relatively small number of community partners, all of which are organized and staffed to take advantage of COPC resources. Specific projects with each of these partners had to be identified in advance as part of the grant application, but it is anticipated that faith-based and other nonprofit groups will become directly engaged in the future.

TABLE 1. Assistance Provided to Community Partners through the East Side Community Outreach Partnership Center (COPC) program, 1998–2001

Community partners	Student assistant-ships*	Class projects	Faculty research projects	LISC internships	Total resources
East Side Neighborhood Development Corporation (ESNDC)	14	2	0	3	19
Dayton's Bluff Neighborhood Housing Services (DBNHS)	13	2	2	0	17
District 4 Community Council	5	1	0	1	7
District 5 Community Council	1	0	0	0	1
Phalen Corridor Initiative (PCI)	9	0	0	0	9
East Side Work Resource Hub	5	3	1	0	9
Neighborhood Development Corporation	5	2	3	0	10
East Side COPC Task Forces	13	3	3	0	19
Multicultural Leadership Institute	4	0	0	0	4
Total	69	13	9	4	95

*More than one student may have been assigned to work with a particular project.

TABLE 2. Participation by East Side Community Outreach Partnership Center (COPC) Educational Partners by Type of Project, 1998–2001

Educational partners	Student assistant-ships*	Class projects	Faculty research projects	LISC internships	Total resources
Augsburg College	1	0	0	0	1
College of St. Catherine	2	0	0	0	2
Concordia College	1	0	0	0	1
Macalester College	8	2	0	2	12
Metropolitan State University	7	2	7	0	16
University of Minnesota	47	9	2	0	58
University of St. Thomas	3	0	0	0	3
No academic affiliation	0	0	0	2	2
Total	69	13	9	4	95

*More than one student may have been assigned to work with a particular project.

TABLE 3. East Side COPC Student Assistantship Applications and Hires, Fall Semester 1998 through Fall Semester 2001

Educational partners	Student applicants*	Student hires
Augsburg College	2	1
College of St. Catherine	9	2
Concordia College	2	1
Hamline University	4	0
Macalester College	9	7
Metropolitan State University	8	4
University of Minnesota	105	44
University of St. Thomas	7	3

*Applicant information is partial. Information on applicants was submitted for only 30 of the 50 projects.

Part Four

Survey of the East Side COPC Partners

In early 2001, open-ended personal interviews were held with almost all of the members of the East Side COPC Steering Committee. These interviews were designed to elicit qualitative feedback on the partnership from the community partners, and were structured around the following four essential questions, with opportunities for interviewees to expand on their own concerns:

1. Has the East Side COPC program been able to deliver quality products and respond effectively to requests for assistance in a timely manner?
2. What have been the principal accomplishments and disappointments of the program?
3. Has the East Side COPC program made a difference, and if so, in what ways? Have expectations been met?
4. What are the lessons learned or new insights gained from participating in this community-university partnership?

Findings from the interviews with the community partners are first summarized under the headings “Accomplishments and Strengths” and “Disappointments and Weaknesses,” with comments on the factors that might account for these outcomes. Next, interviews with the communities of color task force members are summarized. Finally, findings from the academic and institutional partners are included.

COMMUNITY PARTNERS’ PERSPECTIVES

ACCOMPLISHMENTS AND STRENGTHS

A number of specific accomplishments or strengths of the East Side COPC program were identified by community partners during the interviews. In general, they expressed great satisfaction with student research assistance, which has been the dominant East Side COPC resource. Their comments are summarized below rather than attributed to any one individual.

Providing a Delivery System for High-Quality Interns

This strength of the program is due not only to the shared experiences and personal networks among individuals at the three academic institutions who participated in the partnership, but also to the East Side COPC administrative process for recruiting and hiring students. Support from East Side COPC staff has helped community groups develop appropriate work plans and minimize the amount of work neighborhood staff must do to access student and faculty resources.

More than one community partner acknowledged that students can act as mediators for the organization by being out in the community and building confidence that some of the community-based initiatives are “real and change is going to happen.” One community partner commented that “students are our sleuths—they are analysts, not just data gatherers. It is not in the interests of our partners to be totally forthright with each other, but students can somehow tease attitudes and priorities out in ways we cannot do.”

Several community partners praised the quality of work produced by students and noted its positive impact for the organization. The value added by this assistance ranges from helping to develop new computer-based systems that increase efficiency in marketing, tracking, and monitoring client services or in updating basic demographic and economic data to helping conduct surveys of clients, residents, landlords, and business owners. Many small but significant successes were pointed out, including using information to propose Payne Avenue arbors with a plaque and public art representing the history of Native Americans in the area; using the findings of a workshop to get a small beautification grant for landscaping the Seeger Square shopping center as a key gateway into the neighborhood; becoming better equipped to demonstrate the market potential for new businesses; successfully recruiting a new Thai restaurant to the East Side; and helping to attract a business to the East Side to serve the Latino community.

Faculty were able to provide sound methodology for carrying out housing condition assessments, designing surveys, and sampling data, but sometimes the value added was primarily in creating a research framework and expanding the outreach from the community organization to a broader segment of the community, thereby creating a sense that “they are not being forgotten.”

Giving Organizations the Opportunity to Address Big Strategic Issues

The neighborhood organizations know what has to be done on a strategic level, and perhaps how to do it, but often they do not have enough staff and talent to carry out this work or achieve their goals without assistance.

Program partners noted that research assistants provided organizations with the ability to focus on these issues. One community member commented that “we are so busy putting out fires that we need the research piece that COPC can provide.” Two community partners stated that the research findings made a big contribution by creating support from their board of directors for their strategic plans.

Helping to Leverage Additional Resources

East Side COPC staff and student researchers have helped several organizations leverage additional resources to address critical needs in the community. The McKnight Foundation grant for the Dayton’s Bluff Children’s Stability Program was cited as one important example that has augmented District 4 resources. The Dayton’s Bluff community now has \$300,000 allocated to this initiative over three years, and the project is well underway.

A second example is the Employer Assisted Housing faculty research project, which provided the database for a successful proposal to the Neighborhood Reinvestment Corporation for \$25,000 for a pilot Employer Assisted Housing program, with another \$50,000 match from the city. This is a timely initiative given that the Minnesota Housing Finance Agency is targeting half a million dollars to employer-assisted housing projects across the state.

Expanding Relationships with Other Stakeholders in the Community

Nearly all of the different East Side COPC-funded projects have strengthened personal connections and networking among groups that traditionally have not been a part of community-based activities. These connections are part of a longer term community-building process already underway before the East Side COPC, but these connections have been deepened. Examples include the work of faculty to develop an employer-assisted housing program, a social work course that surveyed African American residents, and urban studies and urban planning courses that conducted interviews and surveys of businesses along Payne Avenue, East 7th Street, and Arcade Street. In addition, the Better Together Initiative community meetings, East Side COPC-sponsored housing forums, and the work of the task forces are the building blocks for developing neighborhood cohesion. It will be up to the community to take advantage of these connections on a sustained basis.

Providing Access to Ramsey County Geographic Information Systems Databases

Monthly updated property data can now be provided to the community development corporations and the district councils through the Ramsey County GIS user consortium. The importance of having current parcel information has been demonstrated by the student research, and the county has agreed to create a “paying affiliate” membership category for nonprofits. This information is available only for members’ own use, and it will have long-lasting significance for the community by allowing it to monitor change and positioning it to act on this information.

Creating the Potential to Change the Agendas of Local Organizations

There is no consensus in the Payne-Phalen and Dayton’s Bluff neighborhoods on what should be the future balance between owner-occupied and rental housing. Existing district plans focus on increasing the proportion of owner-occupied units, partly because of the poor quality of existing rental units and partly because homeowners are viewed as more stable and desirable neighbors. There has not been consensus that priority should be given to improving and expanding rental options. As a result of the various research projects examining the potential for revitalizing the commercial corridors in these neighborhoods, however, there may now be greater receptivity to accepting a mix of new rental units and owner-occupied units. One community partner commented, “if District 4 supports new initiatives for rental housing, the COPC projects will have provided the groundwork.”

Helping to Put on the Table Issues Surrounding Communities of Color

East Side COPC research projects and task force reports have documented demographic changes, made them more visible, brought new residents of color into neighborhood discussions, and demonstrated the importance of gaining broader participation in building a truly multicultural community. The task force reports clearly point out many unmet and priority needs of new residents of color on the East Side, ranging from recruiting more businesses owned by people of color to greater awareness and sensitivity on the part of mainstream social agencies who serve communities of color. One individual stated that “COPC has been instrumental in reframing the issues for the East Side as issues not only for people of color, but for all of the residents and businesses.”

Identifying School Performance as a Priority for Community Partners

Research projects from the Dayton's Bluff neighborhood have documented the poor school performance of students at the Dayton's Bluff Achievement Plus Elementary School, and have shown how performance is linked to attitudes toward people of color and the lack of stable housing options. There is also greater awareness of how the reputation of the schools can affect the reputation of the entire neighborhood as a place to buy a home.

Accomplishments to date include demonstrating the difficulty and complexity of achieving family stability, and showing that putting more resources into schools is not by itself sufficient to address the problem of mobility. The community organizations now have data to support their claims and to advocate for a stronger public commitment to linking the educational and housing programs of the city and school district. It will take a stronger partnership between the community partners, the city, and the school district to address unmet housing needs.

DISAPPOINTMENTS AND WEAKNESSES

A number of specific disappointments or weaknesses of the East Side COPC program were also identified by steering committee members during the interviews. Some of these comments reflect unfulfilled expectations, while others indicate underlying tensions.

Lack of Understanding between Community and Academic Partners Regarding Desired End Products

Although a community organization strapped for staff will undoubtedly see benefits to using a student as an intern with general staff duties, the East Side COPC program has tried to make it clear that a student's work plan must be a research project with a deliverable product, and that the project must contribute to the learning needs of students. This requirement is generally understood, but organizations do not necessarily view this sort of assistance as the "most helpful." For example, one community partner indicated that they would have preferred to hire a student to do grant writing to secure foundation funds, but that this was not an eligible work product. Another example is the comment from one interviewee that it would have been preferable to "have had student assistance to organize an event and solve urgent problems" rather than conduct research.

Difficulty Balancing the Process with the Benefits of Assistance

Several people commented that “COPC has a lot of process” and mentioned specifically the amount of time it takes for staff to attend meetings, develop work plans for students, and supervise students. As one person concluded, however, “this is the price I pay for very large benefits.” Indeed, the general opinion from community organizations is that faculty and staff from the colleges pay a lot of attention to and interact frequently with the neighborhood organizations, and thus the time is well spent.

Divergence between East Side COPC and Community Organization Agendas

The housing, jobs, and workforce development agenda of the East Side COPC does not fit neatly into the agenda of the District 5 Community Council, which currently has a small staff of three who are working primarily on land-use issues, crime prevention, and youth program leadership. As one participant noted, “the [COPC] program is helpful only [in] as much as we have the staff time to give [to] it.”

The Limited Focus of the East Side COPC’s Project Orientation

The emphasis on individual research has not always led to deeper understanding of how these pieces of research can be fit together and can help direct energies toward the bigger goal of neighborhood revitalization. All participants in the partnership need to devote time to articulating the “lessons learned,” engaging in more strategic thinking, and focusing on how individual projects fit into the big picture. As one interviewee said, “community organizations can articulate needs, wants, [and] desires, but need outside assistance to see the policy opportunities to effect change.”

Problems and Disappointments with Specific Student Projects

Interviewees noted disappointments or problems with several specific student projects. These included the limited number of students with bilingual capability; the tendency of some students to summarize secondary data rather than collecting data in the field; and the poor writing ability of some students, which limited the usefulness of their research. Others expressed a general dissatisfaction with the quality of some students’ work.

Lack of Integration between the Work of the Task Forces and the Steering Committee

Because they are not part of other East Side COPC processes, task force chairs reported experiencing a sense of isolation, as well as uncertainty about

what is going to happen to the findings and recommendations of their work. Task force members are concerned about the payoffs from their efforts, and question whether or not the mainstream community organizations can integrate their priorities into the district councils and community development organizational strategic plans. These disappointments run deep and are acknowledged by many on the steering committee. The following are representative comments concerning this problem:

- “Need to take the task force contributions and translate their findings and recommendations into the organizations’ work plans.”
- “Currently these task forces are on the periphery and complaining about being on the periphery. . . . [T]hey need to have their own projects funded.”
- “Confused about the task forces and how their charge relates to the three goals [of housing, job creation, and workforce readiness].”
- “Haven’t seen a lot of conversations *between* the task forces and *between* the task forces and other organizations. . . . [N]o mechanisms to get community people together to talk with each other in less formal ways.”
- “Don’t know why it has been so hard to fit the task forces into the initial strategic plan for COPC—don’t know why people are being so polite.”

It is evident that this is part of the East Side COPC’s unfinished business.

Slow Progress in Persons of Color Moving into Leadership Roles

This East Side COPC objective has proven difficult to achieve because there are relatively few organizations or businesses on the East Side to engage people of color in community decision making, and because few incentives exist for individuals to give of their time. Although four persons of color were recruited to serve on the District 4 Community Council, only one has remained in that position. Comments from the task force chairs speak to the barriers in maintaining participation. The explanation offered by one task force member regarding the low participation rate of people of color is the “lack of ‘payoff’ in seeing their needs and priorities being met through participation. The steering committee is top-heavy with Whites.”

Low Participation by Metropolitan State University and Macalester College Students

No one questioned the commitment of these two academic partners to community-based learning and to the East Side, but there was concern among those interviewed about not developing closer working relationships with

these partners through the East Side COPC research program. However, the interviews did not explore in depth other ways these two colleges collaborated with the East Side community partners outside of the East Side COPC project framework.

Insufficient Use of Faculty Mentoring Resources

Each student researcher is assigned a faculty mentor, but the obligation to ask for whatever help they need ultimately rests with the students themselves. Very few students have availed themselves of this additional resource, particularly if their own advisor is not directly involved or if more than one faculty member is expected to offer the student help. One task force chair indicated that, in addition to a student researcher, the task force needed a dedicated faculty member to work with them in creating their plans—assistance that was not available after a faculty member at Metropolitan State University moved out of state.

Lack of Participation from the City of St. Paul

The St. Paul Department of Planning and Economic Development and other municipal departments have readily provided information to East Side COPC student and faculty researchers, but the city's representative on the steering committee has not been active and planners in the city are not very knowledgeable about the East Side COPC program. This means that there is no East Side COPC champion within city government as there is, for example, with the St. Paul riverfront development initiative. The East Side COPC has thus been unable to heighten visibility of the community-based organizations' initiatives on the East Side.

On the other hand, it may be to the advantage of the East Side COPC community partners to maintain some distance from the formal planning mechanisms in city government while the steering committee is establishing internal neighborhood cohesion and creating strategies to achieve neighborhood goals.

TASK FORCE CHAIRS' PERSPECTIVES

There was consensus among the task force chairs that the task force process is "ours"—that is, that the process is owned by task force members, and that members are free to develop their own strategies and priorities. However, the chairs also reported a sense of isolation—a feeling of being outside of other East Side COPC processes, and uncertainty about what would happen to task force findings and recommendations. How will their recommendations be implemented, if at all? Will the mainstream community organizations

integrate these priorities into their own strategic plans? What will be the payoff for those directly involved?

It has been difficult for some task force chairs to recruit participants and sustain their participation. Both the African American Task Force and the Latino Task Force got off to a slow start. Only the American Indian Task Force had the benefit of an established research organization (not located on the East Side), with staff from the organization available to assume leadership roles and conduct a significant amount of the research to supplement student work. The barriers facing the various task forces are significant, and include the following:

- Everyone is over-extended, with no readily identifiable community-wide leadership for the African American and Latino Task Forces from within the East Side. African American and Latino residents most often come together at church, but these institutions are also strapped for resources and their priorities do not necessarily fit with the East Side COPC mission.
- The initial charge to the task forces was amorphous; the East Side COPC was still evolving, and it took a lot of time to explain what it was all about. The task forces were essentially “starting from scratch,” with no neighborhood organization around which to center outreach or mechanisms for interaction.
- Task force chairs are all volunteers, although three out of the four are paid staffers at local organizations that agreed to provide in-kind assistance to the East Side COPC process. In general, however, there is a need for greater support. As one task force chair commented, “it is unfair to expect students to be the lead. . . . [W]e have to use them to collect relevant information and for the process to be a good learning experience for them,” but the leadership has to come from within the community.
- A missing link in the task force deliberations was the lack of direct connection with faculty at any of the academic institutions. The process would have benefited from having faculty more directly engaged in designing the research program together with the student and community members.
- Diversity *within* each of the groups identified as “people of color” must be recognized. The residents of color on the East Side come from many national backgrounds, and it is unreasonable to assume that there is consensus on issues and values within each community of color, just as it is unreasonable to assume that there is consensus among the White population. Latinos have arrived from Mexico, Puerto Rico, Columbia, El Salvador, and Cuba, and all of these groups

have different reasons for being here. Asians have come from Vietnam, Cambodia, and Laos. Newly arriving Ethiopians and Somalis have joined with other African American residents from very different cultural backgrounds. American Indian residents often have close ties to their own reservations as well as to their neighborhoods.

- The community development corporations, the district councils, and the four communities of color are separate cultures, and each has different ways of communicating with its members. Despite a shared goal of achieving social change and embracing cultural diversity, the East Side COPC process has not brought these different cultural groups to a shared vision of how to achieve these goals. One task force chair commented that “people of color don’t understand the cultural norms and bureaucratic procedures of organizations,” and COPC is essentially a consortium of these organizations.

Despite these barriers, trust levels are increasing, and there is a general belief that the East Side COPC is “a work in process” that has been able, through the task forces, to demonstrate what needs to be done. The next step, from one person’s perspective, is for COPC to “continue to work in the spirit of cooperation rather than making race a challenge for leaders.”

ACADEMIC AND INSTITUTIONAL PERSPECTIVES

The accomplishments and disappointments expressed by the community partners were essentially the same as those identified in the interviews with the academic and institutional partners on the steering committee. This section is therefore focused more on the satisfaction with the East Side COPC structure and incentives to get the institutions more deeply involved in community-based research. Insights on the impact of this work and the lessons learned from these interviews, including those with faculty participants, will be discussed in the last part of this assessment.

THE CHALLENGES OF WORKING WITH COMMUNITY PARTNERS AND OTHER ACADEMIC PARTNERS

The partnerships between the three academic institutions has required adjustment in their individual styles of working with the communities on the East Side and with each other. The model of student and faculty research projects directed by community organizations is based on the NPCR model developed at the University of Minnesota’s Center for Urban and Regional Affairs. Although this approach successfully connects academic resources with the neighborhood organizations, it does not fit neatly into Metropolitan State University’s educational strategy of providing training for

community organizing and building community leadership capacity among a broader range of people. In addition, Metropolitan State students do not place high priority on internships or research assistantships unless they will fulfill degree requirements, and this may partially explain their relatively low participation.

Because fewer students from Macalester and Metropolitan State have been hired by community organizations, this has created some administrative problems in allocating funds among the colleges. Recent policy changes at Macalester permit students to use their paid research to meet some of their classroom requirements, and this should help in recruitment efforts. Offering more opportunities for work-study students to work outside the colleges would also increase student interest at Macalester. The available East Side COPC resources have enabled Metropolitan State to bring in a new staff person to offer training and consulting to neighborhood organizations.

It is important to note that the East Side COPC model provides community organizations (not individuals) with the information they need to advocate on their own behalf. The model is not intended to encourage students or faculty to be politically active, except by communicating their research findings to policy makers.

DIFFICULTY OF RECRUITING NEW FACULTY

It has proven difficult to recruit a significant number of new faculty to participate in the applied research work of the East Side COPC. Faculty participation at all three institutions has been relatively low, and all of these research projects have been solo efforts—that is, faculty have not worked together across the academic institutions.

Most faculty active in the East Side COPC program are established researchers and teachers already committed to community-based work who have received positive feedback from their experiences. The reward system inside academia still provides strong disincentives for younger, nontenured faculty to engage in applied research because tenure and promotion are generally based on publications in peer-reviewed journals. Loss of some young faculty at Macalester this past year has been a significant barrier to increasing the level of participation at this institution. One professor's move from Metropolitan State to another university outside the state was a significant factor in the initially slow progress of the work of the African American Task Force. There are relatively few faculty of color at the three academic partner institutions, and an even smaller number with scholarly interest in applied research.

It is not clear if the collaboration between the three academic institutions will provide long-term opportunities or incentives for faculty to work

on shared scholarly research. Collaborations between faculty members are more likely to occur within an academic institution than between institutions.

LACK OF MENTORING BY FACULTY ADVISORS

As noted earlier, although each student researcher is assigned a faculty mentor, few students have availed themselves of this resource and faculty have likewise been relatively inactive in this role. One explanation for the reluctance of students to seek out faculty mentors might be that they do not feel they need such help. Community supervisors are often well-equipped to provide guidance, and if problems occur, COPC project coordinator Kris Nelson is more likely to be the contact person students feel will be able to address the problem.

Part Five

Learning from the East Side COPC Experience

CONCLUSIONS AND LESSONS LEARNED

This section summarizes some of the conclusions and lessons learned by participants in the East Side COPC program.

- 1. The academic partners have learned to move from a traditional consultant model to a community-driven model for research.** In the traditional consultant model, faculty view the community as a laboratory for their independent teaching and research. In the community-based approach, the research questions to be answered are driven by the needs of the community, and the research project itself is conducted in response to the needs in a way that complements the community's own programs and priorities. This was the premise for the East Side COPC model, and to a large extent expectations have been met.

On the other hand, there is much more work to be done *within the community* by way of using the research findings to reach out to newcomers and include them in decision making. In addition, the community organizations now have new questions for which they need answers based on the initial East Side COPC research projects.

- 2. Student research assistance has been a win-win proposition for the students and the community.** Students have effectively shared their knowledge and skills with the neighborhood organizations, and the organizations have benefited from these relationships. For many students, the work has also been a valuable learning experience; they have acquired new skills through engaging in community outreach, learned to conduct surveys, become more aware that the community is a repository of valuable knowledge, and learned first-hand that it takes field work as well as library work to conduct good research. In addition, client-based work is a necessary part of training future professionals who will be employed as social workers, planners, health workers, and social science researchers. The East Side COPC has thus expanded opportunities for community-based research and outreach to become part of students' formal education.
- 3. Students have successfully integrated new computerized systems into the day-to-day work of community organizations.** This includes setting up GIS mapping systems and demonstrating the value of these and other computerized data for managing a variety of

programs. In addition, a system has been established to allow new information to be provided to these organizations on a continuing basis.

4. Successful partnerships are based on trust between the partners and acknowledgement that each participant contributes to and gains from the partnership. It takes time to create the necessary level of trust for partnerships to succeed, and this outcome is dependent on the personal qualities of the partners, their talents, and the process itself. The East Side COPC was able to get off to a rapid start, in no small measure due to the prior working relationships between the community-based organizations, LISC, and the specific individuals from the academic institutions who serve on the steering committee. However, it has taken time to develop trust to the point where members can be truly open to sharing their disagreements as well as their agreements. The East Side COPC has created the institutional framework for building extended relationships, and this could be one of its most significant legacies.

5. Sustained and targeted resources from academic institutions has a large payoff, both for the community and for academia. Community partners gain by being able to assign longer term projects and build on what they have learned from a succession of students. Although it may be desirable to have the same student stay with an organization for an entire year, it is the longer term commitment from the academic institutions to provide the type of help community organizations need that is ultimately most important. The East Side COPC's three-year commitment sends a strong message to the local community that this work is important to the academic partners.

A real success story is the succession of graduate workshops on managing collaborations for the East Side Work Resource Hub that were organized by Professor Melissa Stone from the Hubert H. Humphrey Institute of Public Affairs. For the first year, the East Side Work Resource Hub had no paid staff, only a loose confederation of service providers charged to respond to the mandate from the McKnight Foundation and Ramsey County to address the work needs of Minnesota Family Investment Program (MFIP) clients. The initial contribution of the workshop was to suggest a structure for the collaboration, and students recommended that a paid coordinator be hired, a suggestion that was acted upon in November 1999. During the second year, teams of students worked with staff to expand the vision of the work resource hub and bring in other partners to broaden the set of soft services offered to clients leaving the welfare rolls. The work of the

students was instrumental in restructuring the vision and mission of the collaborative (see Appendix D for the student-created matrix that described a process for the hub to move from dependency to stability). The current workshop is more operationally focused, with one student team working on outcomes (what is it feasible to measure in a collaborative setting, and how is accountability best viewed in a collaboration) and a second team focusing on cost structures and financial sustainability of the hub.

From the faculty perspective, the value added from this student collaboration is huge, as evidenced by Professor Stone's comments about the process. These included the following:

- Collaborations are complicated and there are economies of scale to sticking with a partnership over time.
- “[Messy hands-on struggling with lack of tidiness was just invaluable for student learning.” Student learning is just as important as gains for the partners. Students can see and learn from the contribution of the previous year.
- “[The] critical mass of students is terrific. Our reading lists get better and better. The East Side is a good microcosm of what’s going on and it is easy to get excited about what is happening.”

The community partner's response to the students' work has been equally positive. “[We have been] very fortunate to have had the relationships with Kris [Nelson] and Melissa. . . . Melissa is really one of our partners. . . . [S]tudents have shaped and put the hub further along—we could not be where we are today without the students' help.”

Other faculty also pointed out the big advantage they have in their workshops when students have had prior experience working on the East Side. Students come not only with local knowledge of the issues facing the community, but also with a whole new set of skills in field work and team work and enthusiasm for client-based work. These experiences have led some graduates to decide to pursue a career working at the neighborhood level or with nonprofit community organizations.

- 6. The significance of key individuals in leadership positions in the East Side community organizations cannot be overestimated in building capacity for social change.** Community outreach partnership centers across the country have to have “clients” with whom to work, and in the case of the East Side COPC, these are the leaders within established community organizations who are represented on the steering committee. Success has depended on the willingness of a

core group of community partners to take ownership of the process and commit to it on a long-term basis. The East Side COPC has also been fortunate to have John Poupart assume leadership of the steering committee. His facilitation and communication skills are valued attributes.

- 7. Assembling a relatively small group of dedicated faculty and staff who sustain their community-based work over the long run is more valuable than recruiting a large cadre of faculty for a single project.** It is tempting to measure the success of the East Side COPC in terms of new recruits, but it has become clear during the course of this assessment that it only takes a small group of dedicated faculty and staff at each of the academic institutions to make a substantial impact. Trust levels between community organizations and the academy are nurtured through personal networks. The East Side COPC has been fortunate to have established scholars and experienced practitioners on the steering committee, in addition to faculty researchers from all three educational institutions who have extensive connections within the academy and the community. These personal networks and the regard for this leadership within the three colleges offer great promise for a continuation of the collaboration beyond the East Side COPC. Additional groundwork for working together beyond the East Side COPC, however, must be completed in the very near future.

The contribution of the academic institutions is greater than the sum of the individual projects. The colleges provide legitimacy and credibility for the neighborhoods to advocate for their priorities within the larger community.

- 8. Community groups have learned that they can work with colleges effectively.** Initially, some concerns existed on the part of community organizations that the academic institutions had their own agendas and viewed the COPC grant as “resources for the colleges.” Both the process and the products have demonstrated that each academic partner has people in decision-making roles who have genuine respect for community organizations, and that academic institutions can give community organizations the tools to help them achieve their goals.
- 9. Community groups have become “smarter” and more strategic in their use of information.** The community organizations have learned the value and importance of good information in making their case for action. Knowledge is empowering. The newly acquired GIS tools and use of computerized databases have enhanced their capacity to report on and assess their activities in a timely manner.

10. **Community groups cannot expect to control the outcome of a requested research project to ensure it confirms their advocacy position or justifies current practices.** Results from surveys conducted by faculty or students may not necessarily provide the answers the community organization hoped for, which has the potential to create some tension. However, the integrity of the research is extremely important if the legitimacy of the academic work is to be maintained, and although this has not been a problem for the East Side COPC, the issue has not been fully explored by the steering committee. It would be valuable to connect a faculty member directly with key staff as the *research design* is developed to ensure that research projects are focused on a clearly defined question or issue, and that the projects provide useful and usable information for the organizations regardless of specific research findings or outcomes.
11. **Sustained working relationships between the three academic partners will benefit the community partners.** Despite the time costs involved in maintaining these relationships between the academic institutions, and the very limited links that have been made between faculty at the three institutions, the community has benefited greatly by having a stronger pool of students, access to both undergraduate and graduate students, and a larger faculty pool to offer courses and workshops. The nature of that long-term relationship is yet to be determined.

RECOMMENDATIONS

Several of the recommendations presented below flow from questions already raised at steering committee meetings. Others reflect a widespread concern among the partners that a shared vision for the East Side will emerge—one that is focused on forging a prosperous new community that is demographically and economically different from the old East Side.

1. **Use the talent and resources of the East Side COPC to examine ways to integrate the work of the four task forces into the agendas and strategic plans of existing community organizations.** This will ensure that the process is truly community driven, and not just driven by the mainstream providers. This will involve research, outreach, and advocacy.
2. **Focus the work of the steering committee over the coming year on integrating the research findings thus far and examining what has been learned from the different projects undertaken.** Does the new knowledge indicate the need for new strategies? What role could the academic partners play in this integration?
3. **Make the East Side COPC more visible to city government.** At minimum, this should include elected officials; the Mayor's office; and

staff at city departments such as the Department of Public Works, the Parks and Recreation Department, the St. Paul Port Authority, and the Department of Planning and Economic Development. The importance (and successes) of East Side neighborhood organizations in revitalizing the community deserves much greater publicity.

4. **Continue to ensure the freedom of East Side COPC researchers to “call it like they see it.”** There is a long-term payoff for the community organizations in accepting negative as well as positive findings. Sustained participation of scholars will rest on their belief that they are contributing new knowledge. A protocol that satisfies all of the partners should be developed to determine how research findings will be used.
5. **Discussions should take place soon to determine what should be the measures of success for the East Side COPC, and what weight the community organizations would place on each measure.** Some measures were set forth in the original COPC grant application, but it is very likely that the experiences during the last two years would lead to new measures or to a reevaluation of the old measures. For example, what significance should be given to having board members and staff of community organizations mirror the demographics of the community when compared with such measures as the number of clients served, the number of clients who are better off as a result of service, or the number of rehabilitated housing units in a community? One respondent raised a possible moral issue related to such measures: Have we really been “successful” if we help low-income families purchase poor quality housing and thereby set them up for foreclosure when major repairs or energy bills later make the house unaffordable?
6. **Consider formalizing a consortium of neighborhood-based planning and development organizations that will strengthen working relationships between community organizations on a sustained basis.** Keep membership open to informal as well as formal organizations. Priority should be given to building relationships among the communities of color and with the mainstream community organizations.
7. **Develop an institutional structure (to succeed the East Side COPC) for facilitating ongoing and affordable access to the research and teaching resources of all of the institutions of higher learning in the metropolitan area.** Ongoing funding for continuing the process that currently exists should be one option. A contingent approach should be designed that might not have external funding, but rely more on the commitments to outreach and action research already existing within the academic institutions, work-study programs, and organizations such as LISC.

Works Cited

- Cox, David N. 2000. Developing a Framework for Understanding University-Community Partnerships. *Cityscape: A Journal of Policy Development and Research* 5 (1): 9–26.
- Dewar, Margaret E., and Claudia B. Isaac. 1998. Learning from Difference: The Potentially Transforming Experience of Community-University Collaboration. *Journal of Planning Education and Research* 17: 334–347.

Appendix A

East Side Community Outreach Partnership Center Steering Committee

COMMUNITY PARTNERS

Eustolio Benavides, Latino Task Force chair
Director, Caminna

Carol Carey
Director, Upper Swede Hollow Neighborhood Association

Paul Carrizales
Former director, Hispanic Advocacy and Community Empowerment
through Research (HACER)

Bruce Casselton
Director, East Side Work Resource Hub

Jim Erchul
Executive director, Dayton's Bluff Neighborhood Housing Services
(DBNHS)

Fu Hang, Hmong Task Force cochair
Director, Asian Development Corporation

LeVon Lee
Executive director, American Indian Family Center

Curt Milburn
Project director, Phalen Corridor Initiative (PCI)

Petey Mitchell, African American Task Force chair
East Side Neighborhood Development Company (ESNDC)

John Poupart, Steering Committee chair and American Indian Task Force chair
President, American Indian Policy Center (AIPC)

Katya Ricketts
Main Street program manager, East Side Neighborhood Development
Company (ESNDC)

Neal Thao, Hmong Task Force cochair
Assistant professor of social work, Metropolitan State University

Luis del Valle
Coordinator, East Side Job Bank, Merrick Community Services

John Vaughn
Community organizer, Dayton's Bluff District 4 Community Council

Roxy Walker
Community organizer, District 5 Planning Council

ORGANIZATIONAL PARTNERS

Barbara Jeanetta
Program officer, Twin Cities Local Initiatives Support Corporation (LISC)

Mark Langseth
Executive director, Minnesota Campus Compact (MCC)

Patricia Mack
Field coordination and operational support, U.S. Department of Housing
and Urban Development (HUD)

Gary Peltier
Northeast team leader, City of St. Paul Planning and Economic
Development (PED) Department

ACADEMIC PARTNERS

Susan Giguere

Director, Center for Community-Based Learning, Metropolitan State University

Sam Grant

Associate director, Center for Community-Based Learning, Metropolitan State University

George Latimer

Professor of urban studies, Macalester College

Kris Nelson

Program director, Center for Urban and Regional Affairs (CURA), University of Minnesota

Tom O'Connell

Professor, College of Arts and Sciences, Metropolitan State University

Fred Smith

Coordinator of Community Development Programs, Center for Urban and Regional Affairs (CURA), University of Minnesota

Vanessa Steele

Community Program Specialist, Center for Urban and Regional Affairs (CURA), University of Minnesota

Karin Trail-Johnson

Director, Community Service Office, Macalester College

Bill Wilson

Research Associate, Center for Urban and Regional Affairs (CURA), University of Minnesota

Appendix B

Comparison among the Four East Side COPC Task Forces of Color

AMERICAN INDIAN TASK FORCE

**CHAIR: JOHN POUPART, PRESIDENT, AMERICAN INDIAN
POLICY CENTER**

CRITICAL ISSUES

- Lack of culturally sensitive services within mainstream community organizations
- Unfamiliarity of American Indians with existing resources/providers
- Affordable rental housing that can accommodate extended families
- Availability of childcare from American Indian providers
- Lack of personal transportation
- Absence of American Indian businesses on the East Side
- Social and economic barriers such as poverty, juvenile crime, domestic abuse, low school achievement, out-of-marriage births to very young mothers, and high suicide rates

WORK PLAN

- Prepare a detailed demographic profile of the American Indian population in St. Paul and on the East Side
- Inventory existing providers of social services on the East Side
- Survey staff at American Indian organizations within the Twin Cities metropolitan area to identify programs and clients served
- Survey staff at mainstream social service organizations to identify programs and clients served

FINDINGS AND RECOMMENDATIONS

- Mainstream community organizations should hire American Indian staff who can respond and interact with American Indians in the community more effectively.
- American Indian and mainstream social services providing similar services should be meeting on a regular basis.

- Classes should be offered to American Indians to inform them about how the housing market works and provide tenant training.
- American Indian businesses should be attracted to the east side of St. Paul using something comparable to the Indian Business Development Corporation in South Minneapolis.

ASIAN TASK FORCE

COCHAIRS: NEAL THAO, ASSISTANT PROFESSOR, METROPOLITAN STATE UNIVERSITY; AND FU HANG, DIRECTOR, ASIAN DEVELOPMENT CORPORATION

CRITICAL ISSUES

- Barriers to home ownership—as newcomers, Hmong households lack a credit history and are unfamiliar with procedures to purchase homes
- Barriers to owning a successful business—Hmong immigrants don't understand the procedures and rules for businesses, are treated differently by banks, experience cultural racism, and lack work skills and business training
- Barriers to employment—Hmong immigrants face language barriers, lack of formal education, and lack of reading and speaking skills

WORK PLAN

- Personal interviews with Hmong homeowners and three focus groups with current renters participating in the Home Buyer Education Workshop (HomeLink Program)
- Inventory of resources available on the East Side and in the Metro Area at large to provide information or training, how to access affordable housing and sources of home financing
- Focus group with Hmong business owners to identify the challenges of job development and goals for creating new businesses
- Inventory of resources on economic development—who is providing what services both within the East Side and the Metro Area at large?
- Focus group with students attending work readiness program at the Work Resource Hub to identify barriers and concerns

FINDINGS AND RECOMMENDATIONS

- Asian real estate agencies should collaborate and advocate for more affordable owner and rental housing.
- Outreach services from neighborhood CDCs for implementing home improvements for Hmong owners should be expanded.

- Support for small businesses—such as technical training and business skills, mentoring from successful businesses, support from Hmong Chamber of Commerce on the East Side, and greater collaboration with other businesses and nonprofit organizations on the East Side—should be expanded.
- Office of License, Inspection and Environmental Protection should display greater cultural sensitivity in communicating zoning and code requirements to Hmong businesses.
- Nighttime job training and work readiness classes should be expanded.
- Active community networking and organizing should be used to ensure hiring and training of Hmong residents in Williams Hill.

LATINO TASK FORCE

CHAIR: EUSTOLIO BENEVIDES, DIRECTOR, CAMINNA

CRITICAL ISSUES

- Language barriers that limit access to resources and information on housing, starting a new business, etc.
- Lack of affordable housing
- Lack of credit history to get into rental housing
- Need for culturally sensitive, affordable, bilingual childcare
- Acculturation into the mainstream society and bureaucracies
- Job training for higher paid work

WORK PLAN

- Document recent increases in Latino population in the public schools
- Conduct personal interviews and focus groups with Latino residents on the East Side
- Carry out surveys and demographic analysis with Metropolitan State University social work research class

RECOMMENDATIONS

- Create a Latino Community Center that would provide bilingual and consolidated educational, language, housing, job training, and business development skills. The center would become a social center for all generations.
- Recruit Latino businesses into the neighborhood. Conduct a feasibility study for developing a center using the Mercado Central in South Minneapolis as a potential model.
- Continue dialogue with the mainstream agencies in the area to gain shared understanding of how to meet the needs of the Latino population.

AFRICAN AMERICAN TASK FORCE

CHAIR: PETEY MITCHELL, EAST SIDE NEIGHBORHOOD DEVELOPMENT CORPORATION

CRITICAL ISSUES

- Crime and crime prevention
- Access to health services
- Educational achievement
- Lack of affordable and safe housing
- Strengthened connections to churches and social service agencies
- Economic development

WORK PLAN

- Analyze crime trends on St. Paul's East Side and conduct interviews with faculty at correctional institutions to identify problems and solutions for African American youth
- Document educational issues and develop educational materials for African American residents
- Collect data on housing costs and ability of African Americans to find affordable housing
- Inventory housing program resources and participate in organizing an East Side housing forum

RECOMMENDATIONS

- Adopt the historical "Rondo Model" where homeownership, entrepreneurial attitudes, invested teachers, powerful and positive churches, and unwavering community leadership were the elements making for a vibrant neighborhood.
- Provide extensive outreach activities to engage African Americans in the neighborhood. Specific examples include establishing groups of mentors to work with African American students, organizing after school activities, working with families of and correctional staff for troubled youth, organizing an African American Youth and Elders Council around issues of juvenile crime, developing study centers in the community as extensions of the school, engaging in outreach to involve more parents in the schools, and mobilizing residents and community organizations around homelessness and affordable housing initiatives.

Appendix C

East Side COPC Projects, 1999–2001

STUDENT ASSISTANTSHIP PROJECTS

Project title	Organization	Student researcher	Description	Issue area
African American Community Outreach	African American Task Force	Emmanuel Dolo Univ. of Minnesota	Research neighborhood demographics and resources for African American residents	housing
Housing Action Plan	DBNHS	Kevin Gormley Univ. of Minnesota	Develop a coordinated action plan for the area	housing
Evaluate Hmong HomeLink	ESNDC/HomeLink	Kong Sue Xiong Concordia Univ.	Evaluate client satisfaction in Hmong HomeLink program	increase homeownership
Dayton's Bluff Housing Data & Issues	District 4 Community Council	Gonzalo Villares Univ. of Minnesota	Develop a housing tracking system for the Dayton's Bluff elementary school target area	housing
50/30 Campaign	ESNDC/HomeLink	Jennifer Marcks Univ. of Minnesota	Develop a marketing campaign to increase homeownership rate for people of color on the East Side	increase homeownership
Locational Incentives for Homeownership	DBNHS	Patricia Gladchild Univ. of Minnesota	Survey of housing assistance recipients and nonrecipients to determine factors influencing housing purchases	increase homeownership

continued

Project title	Organization	Student researcher	Description	Issue area
Payne Avenue Business Assessment	ESNDC, Payne Avenue Business Association	Katie Groen Univ. of Minnesota	Inventory and assess current use and status of commercial property on Payne Avenue	business development
Phalen Corridor Community Outreach	Phalen Corridor Initiative	Kevin Gormley Univ. of Minnesota	Conduct outreach discussions to gather community input on business development in the neighborhood	business development
Problem Property Toolbox	DBNHS	Paige Manger Univ. of Minnesota	Examine problem properties and identify resources and strategies for responding to them	housing
Dayton's Bluff Housing Assessment	District 4 Community Council	Sandra Paddock Univ. of Minnesota	Develop a housing tracking system in the Dayton's Bluff elementary school target area	housing
Housing Program Tracking System	DBNHS	Crystal Remzsa and Sandra Paddock Univ. of Minnesota	Create graphic displays on current housing assistance to analyze and monitor condition and impacts	housing

continued

Project title	Organization	Student researcher	Description	Issue area
Employer Homeownership Program	DBNHS	Anne Rieke Univ. of Minnesota	Create homeownership program plan for East Side employers and employees	increase homeownership
Micro-entrepreneurship Outreach/Micro Training	Neighborhood Development Center	Jordan Carrick Univ. of Minnesota	Identify prospective trainees and develop training format and follow-up plans	redevelop key commercial properties/gateways
Phalen Corridor Initiative Communications	Phalen Corridor Initiative	Katie Carothers Macalester Coll.	Staff volunteer committees and facilitate communication throughout the Corridor	redevelop key commercial properties/gateways
Phalen Corridor Initiative Development Strategy	Phalen Corridor Initiative	Amy Collins Univ. of St. Thomas	Incorporate community input from outreach meetings into the PED's and Port Authority development framework	redevelop key commercial properties/gateways
Manufacture Survey/Manufacture Update	East Side Work Resource Hub/Job Bank	Nina Lawrence Metro State Univ.	Update inventory of East Side manufacturers to identify jobs on the East Side	job placement

continued

Project title	Organization	Student researcher	Description	Issue area
Operational Plan for Work Resource HUB	East Side Work Resource Hub	Laura Davis Univ. of Minnesota	Develop an operational plan for the work resource hub	workforce development
Dayton's Bluff Data System Documentation & GIS	DBNHS	Sandra Paddock Univ. of Minnesota	Train staff and residents in data system documentation, data uses, and geographic information systems	housing
Latino Community Outreach	Latino Task Force/ HACER	Marianellet Mendez Univ. of Minnesota	Research neighborhood demographics and resources for Latino residents	housing
Hmong Community Outreach	Hmong Task Force	May Chuyangheu and Sheng Thao Univ. of Minnesota	Research neighborhood demographics and resources for Hmong residents	housing
American Indian Community Outreach	American Indian Task Force/AIPI	Daniel Williams Univ. of Minnesota	Research neighborhood demographics and resources for American Indian residents	housing
American Indian Community Outreach	American Indian Task Force/AIPI	Patricia Fitzgerald Univ. of Minnesota	Research demographics and issues related to American Indians in St. Paul	housing

continued

Project title	Organization	Student researcher	Description	Issue area
Analysis of Dayton's Bluff Housing and Development	DBNHS	Amanda Rudolph Macalester Coll.	Monitor and report on housing plans and outreach efforts in Dayton's Bluff	targeted housing
Housing Condition Survey & Assessment Payne-Phalen	ESNDC	Matthew Abts Macalester Coll.	Modify problem property toolbox from Dayton's Bluff program emphasizing available resources	targeted housing
Creating a Housing Information System Utilizing GIS in Payne-Phalen	ESNDC	Jim Von Haden Univ. of Minnesota	Develop housing information system to manage and track community housing priorities and impacts	targeted housing
Phalen Corridor Initiative Development Strategy	Phalen Corridor Initiative	Demian Moore Univ. of Minnesota	Incorporate community input from outreach meetings into the PED's and Port Authority development framework	redevelop key commercial properties/gateways
ESNDC Business Recruitment Plan	ESNDC	Katie Groen Univ. of Minnesota	Develop and implement business recruitment plan for underutilized and vacant properties	business development

continued

Project title	Organization	Student researcher	Description	Issue area
Latino Community Outreach	Latino Task Force/ HACER	Jennifer Godinez Univ. of Minnesota	Compile area demographics and develop culturally specific outreach strategies	housing
Home Link Program Resources	ESNDC/Home Link	Laura Davis Univ. of Minnesota	Develop comprehensive homeownership program resources	increase homeownership
Housing Assistance Tracking System	ESNDC	Jim VonHaden Univ. of Minnesota	Develop housing assistance information and tracking system	housing
Geographic Information Systems Tracking	ESNDC	Michelle Roman Univ. of St. Thomas	Expand information and tracking systems piloted in Districts 4 and 5	housing maintenance
Phalen Corridor Outreach	Phalen Corridor Initiative	Kate Wood Macalester Coll.	Staff volunteer committees and facilitate communication throughout the Corridor	redevelop key commercial properties/gateways
Phalen Corridor Initiative Development Strategy	Phalen Corridor Initiative	Kevin Gormley Univ. of Minnesota	Incorporate community input from outreach meetings into the PED's and Port Authority development framework	redevelop key commercial properties/gateways

continued

Project title	Organization	Student researcher	Description	Issue area
Phalen Corridor Outreach	Phalen Corridor Initiative	Lauren George Macalester Coll.	Staff volunteer committees and facilitate communication throughout the Corridor	redevelop key commercial properties/gateways
Job Bank Outreach & Follow-up	East Side Work Resource Hub	Marianellet Mendez Univ. of Minnesota	Develop and implement outreach strategies to link area residents of color with job bank resources	workforce development
50/30 Campaign	ESNDC/HomeLink	Laura Davis Univ. of Minnesota	Assess Urban Coalition's 50/30 program to increase homeownership for people of color	increase homeownership
Geographic Information Systems - Data System Documentation	ESNDC	Jim VonHaden Univ. of Minnesota	Train staff to perform data system documentation	targeted housing
Better Together	ESNDC	Willie Pearl Evans Coll. of St. Catherine	Create an inventory of area demographic information	targeted housing

continued

Project title	Organization	Student researcher	Description	Issue area
Kids Stability	District 4 Community Council	Laura Davis Univ. of Minnesota	Assist with coordination of the Kids Stability Project	targeted housing
Housing and Employment Survey	CURA	Demian Moore Univ. of Minnesota	Conduct survey on employee housing	housing maintenance
African American Community Outreach	African American Task Force	Na'im Madyun Univ. of Minnesota	Support the African American Task Force	targeted housing
East 7th Street Transit Oriented Development	DBNHS	Nicole (Hyejung) Chang Univ. of Minnesota	Create strategic marketing plan	business development
African American Community Outreach	African American Task Force	Patricia Bruce Univ. of Minnesota	Research crime issues for African Americans in the neighborhood	targeted housing
African American Community Outreach	African American Task Force, ESND	Chiyedza Nyahuye Macalester Coll.	Research health and safety issues for African Americans in the neighborhood, and coordinate Health Summit	targeted housing
Phalen Corridor Initiative Communications	Phalen Corridor Initiative	Tafadzwa Pasipanodya Macalester Coll.	Coordinate PCI's communications efforts	job creation

continued

Project title	Organization	Student researcher	Description	Issue area
Problem Properties in Payne-Phalen	District 5 Planning Council	Laura Olson Univ. of Minnesota	Research problem properties in District 5	targeted housing
East Side Housing Forum	District 4 Community Council	Jamie Lane Metro State Univ.	Profile East Side, Ramsey County and St. Paul housing programs, and research resident and agency affordable housing needs	housing
East Side Business Recruitment and Outreach	DBNHS	Elizabeth Seefeldt Macalester Coll.	Work on business recruitment activities, and follow up with businesses in the East 7th St. transit-oriented development	job creation
Dayton's Bluff Achievement Plus School Organizing	District 4 Community Council	Roxanne Peterson Univ. of Minnesota	Support community council's organizing campaign to improve educational quality	housing maintenance
A+ Homes for Learning Project	DBNHS	Zong Vang Univ. of Minnesota	Work with homeowner-ship education providers to develop and conduct homeowner-ship workshops	targeted housing

continued

Project title	Organization	Student researcher	Description	Issue area
School to Work Program Assessment	East Side Work Resource Hub	Sarah Berman Univ. of Minnesota	Survey students and research ways to improve the Harding School to Work Program	workforce development
Micro-entrepreneurship Outreach/Micro Training	Neighborhood Development Center	Chad Skogen Augburg Coll.	Identify prospective trainees and develop training format and follow-up plans	redevelop key commercial properties/gateways
East Side Neighborhood Tour	ESNDC	Michelle Noha Coll. of St. Catherine	Develop East Side Neighborhood Tour for business association	job creation
East Side Latino Resource Center	Latino Task Force	Bibiana Garzon Univ. of Minnesota	Research and write development plan for the East Side Latino Resource Center	workforce development
Job Bank Outreach & Follow-up	East Side Work Resource Hub/Job Bank	Mariannel Mendez-Rivera Univ. of Minnesota	Develop and implement outreach strategies to link area residents of color with job bank resources	job placement

continued

Project title	Organization	Student researcher	Description	Issue area
Micro-entrepreneurship Outreach/Micro Training	Neighborhood Development Center	Connell Nolan and Rafik Mukharamov Univ. of St. Thomas	Identify prospective trainees and develop the training format and follow-up plans	business development
Phalen Corridor Initiative Communications Project	Phalen Corridor Initiative	Andrew Pomroy Univ. of Minnesota	Coordinate PCI's communications efforts	workforce development
African American Youth and Elders Council	African American Task Force	Yvette Pye Univ. of Minnesota	Research youth activities on the East Side	targeted housing
Multicultural Leadership Institute	Metro State University	Judy Ly, Vangie Ortega, Nate Russell, and Carol Little Soldier Metro State Univ.	Undergo leadership training to work with communities of color on the East Side	housing maintenance
Housing Barriers and Resources for American Indians on the East Side	American Indian Task Force/AIPI	Cyndie Swenson Univ. of Minnesota	Research housing barriers and resources for American Indians on the East Side	housing
Hmong Homeownership on the East Side	DBNHS	Zong Vang Univ. of Minnesota	Provide outreach to neighborhood families for homeownership resources	targeted housing

COURSE PROJECTS

Project title	Organization	Instructor	Course title	Description	Issue area
Housing Action Plan	DBNHS	Ed Goetz Univ. of Minnesota	Neighborhood Revitalization (PA 5593)	Create a coordinated action plan for the area	housing
Strategic Plan for Arcade	ESNDC/Payne Arcade Business Association	Barbara Lukermann Univ. of Minnesota	Planning Workshop (HIPA-U of MN)	Create a strategic plan to identify appropriate uses for underutilized and vacant space	redevelop key commercial properties/gateways
Outreach and Involvement of Communities of Color	American Indian Task Force, African American Task Force, Hmong Task Force, Latino Task Force	Mary Martin Metro State Univ.	Community Research and Advocacy (MSU)	Compile area demographics using 1990 U.S. census data, 1997 school and county data, interviews, focus groups, and an inventory of resources in the area	housing
Operational Plan for Work Resource HUB	East Side Work Resource Hub	Melissa Stone Univ. of Minnesota	Creating Value Through Collaboration	Analyze information on neighborhood based employment efforts, and identify issues and suggestions for linking workforce readiness resources with the unemployed	job placement

continued

Project title	Organization	Instructor	Course title	Description	Issue area
East 7th Street Transit Oriented Development	DBNHS	Barbara Lukermann Univ. of Minnesota	Planning Workshop	Create a strategic marketing plan	business development
African American Community Outreach	African American Task Force	Nicholas Cooper-Lewter Metro State Univ.	Community Research and Advocacy	Assist African American Task Force with initial data collection and research design	targeted housing
Pride on Payne	ESNDC	David Lanegran Macalester Coll.	Urban Studies: Pride on Payne	Research demographic, attitudinal, historical and economic development trends in District 5	economic development
Marketing Plan for Community Newspaper	District 4 Community Council	George Latimer Macalester Coll.	Marketing Plan for Community Newspaper	Develop marketing strategy and business plan for creating a community newspaper	housing
Operational Plan for Work Resource HUB	East Side Work Resource Hub	Melissa Stone Univ. of Minnesota	Creating Value through Collaboration	Analyze information on neighborhood based employment efforts, and identify issues and suggestions for linking workforce readiness resources with the unemployed	job placement

FACULTY RESEARCH PROJECTS

Project title	Organization	Faculty researcher	Description	Issue area
Locational Incentives for Homeownership	DBNHS	Ed Goetz Univ. of Minnesota	Survey housing assistance recipients and non-recipients to determine factors influencing house purchases	increase homeownership
Manufacture Survey/ Manufacture Update	East Side Work Resource Hub/Job Bank	Andriana Abariotes Metro State Univ.	Update inventory of East Side manufacturers to identify jobs on the East Side	job placement
Micro-Entrepreneurs Training	Neighborhood Development Center	Xavier Escobedo Metro State Univ.	Conduct training classes and provide follow-up assistance for Latino residents	job creation
Micro-Entrepreneurs Training	Neighborhood Development Center	Luis del Valle Metro State Univ.	Conduct training classes and provide follow-up assistance for Latino residents	job creation
Micro-entrepreneurs Training	Neighborhood Development Center	Kou Vang Metro State Univ.	Conduct training classes and provide follow-up assistance for Hmong residents	job creation

continued

Project title	Organization	Faculty researcher	Description	Issue area
Housing and Employment Survey	CURA	Ed Goetz Univ. of Minnesota	Conduct an employee housing survey	housing maintenance
East Side Latino Focus Groups	Latino Task Force	Deb Bushway Metro State Univ.	Coordinate focus groups with Latino residents to identify issues of concern	housing maintenance
Eastside Community Housing Project	American Indian Policy Center	Cecilia Martinez Metro State Univ.	Research barriers to housing, perceptions about housing, and housing resources available for American Indians	homeownership

Appendix D

Evolution of a Collaborative: Moving from Dependency to Stability

A succession of graduate student workshops on managing collaborations, organized by Professor Melissa Stone from the University of Minnesota's Hubert H. Humphrey Institute of Public Affairs, partnered with the East Side Work Resource Hub. During its first year of operation, the hub consisted of a loose confederation of service providers who attempted to address the needs of MFIP clients. The work of the graduate students was instrumental in restructuring the vision and mission of the collaborative. Students created the matrix on page 64, which was distributed at a workshop held in spring of 2000, to describe a process for the hub to move from dependency to stability.

	Stage one	Stage two	Stage three	Stage four
Collaborative vision	Large, institutional organizations share resources to provide social services in the community.	Assets and capacities of community-based agencies are tapped to identify and provide services needed in the community.	Partners commit to enhancing each other's capacity for mutual benefit and a common purpose <i>as defined by the community.</i>	Community organizations have a mechanism for self-determination that is formalized through the collaborative.
Mandate	MFIP legislation	Employee needs	Employer needs	Community needs
Core stakeholders	Institutions or state agencies that respond to mandates (Ramsey County, funders, etc.)	Agencies that contract to provide core services in response to mandates (SPCR, Wilder, AISS, EMOIC, Merrick Job Bank)	Agencies or organizations that have a stake in the community (employers, other employment services, community-based organizations, citizen groups)	Community representatives and advocates who have a substantive interest in the goals of the collaborative
Leadership Roles	Convener Catalyst (CEP, Ramsey County, McKnight)	Conduit Technical assistance (Hub director, governance)	Advocate Community organizer (Partners committee)	Capacity Builder Funder/Partner (Community collaboratives)
Structure	Governance and administration are controlled by large, influential institutions. Action plans are designed by experts and professionals.	Community-based organizations are encouraged to participate in an advisory capacity. Staff remain, however, responsible to institutions. A common vision for community participation is developed.	Attention is given to balancing institutional administrative and managerial roles with participation by community-based agencies. Emphasis is on recruitment in the community. Goals and action plans are supported by the community.	Ongoing community-based organizing is a central function. Funders commit to providing resources for the process of community capacity building in addition to services.
Client Services	MFIP clients: Job placement and counseling for welfare to work	Non-MFIP clients: Full range of employment services	Job seekers: Services that meet needs for sustainable employment	East Side residents: Services to residents that enhance the quality of life
Service Delivery	Job placement Job club Financial compliance	Childcare (on-site) Career resource room Training (on-site)	Childcare resources Transportation resources Housing resources	Client advocate(s) on-site for childcare, transportation, and housing