The Newark Fairmount Promise Neighborhood: A Collaborative University-Community Partnership Model

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Abstract

The recent awarding of a Promise Neighborhood Planning Grant to Rutgers University-Newark demonstrates how the institution's leadership has promoted a vision and mission that fosters an institutional climate supportive of community engagement. This paper discusses how Gray's (1989) partnership development framework and Kania and Kramer's (2011) conditions of collective success have been integrated to document and assess this transformative initiative in the city of Newark, New Jersey.

Metropolitan universities are defined as universities that have taken "the lead in defining the concepts of university-community engagement and stewardship of place . . . [with] research, teaching and engagement agendas [that] reflect the traits and ambitions of [their] regions . . . contribut[ing] significantly to metropolitan planning and development, [and] the enhancement of social capital and cultural enrichment" (Coalition of Urban and Metropolitan Universities 2013). Metropolitan universities implement much of this work through community partnerships.

As metropolitan universities work with community-based entities in order to tackle interrelated social issues such as educational access, public safety, joblessness, poverty, and racism, there is an implicit need for these institutions to develop systematic processes for documenting and assessing how university-community partnerships are formed, structured, and implemented. Indeed, Cantor, Englot, and Higgins (2013) assert that

> [a]n essential first step in making the work of universities as anchor institutions stick is creating a *model of reciprocal, participatory* engagement. As intel¬lectual historian Scott Peters suggests, we require a far more *collaborative* model than the customary one—exactly opposite, in fact, to the slogan that Peters recently saw at an airport: "Community Problems, University Solutions." When we work in communities, we must also work *with* communities, acknowledging that we are indeed part of the community¬munity, and that all involved *share* in the production of problems and in their solutions (20, emphasis added except "with").

For metropolitan universities, historic town-gown conflict can present a significant barrier to internal and external collaboration, as both campus and community members' (mis)perceptions of each other can stymie efforts to build trust, align shared goals, and move forward with a well-defined, shared agenda toward developing solutions to shared problems (Maurrasse 2001). As the preceding passage suggests, language is key in communicating the extent to which university-community engagement work is genuinely reciprocal, participatory, and collaborative. Therefore, documenting, examining, and reporting how partnerships are formed, structured, and implemented is a critical aspect of producing favorable outcomes. Gray's partnership development framework has been referenced and integrated across multiple disciplines as a tool for leading collaboration, particularly in community-based scenarios related to K-12 education partnerships (London 2012), engaging local groups in addressing planning and management issues (Selin and Chavez 1995), interorganizational public health initiatives (Axelsson and Axelsson 2006), and even cultural heritage development efforts aimed at achieving economic stability and environmental sustainability (de Araujo and Bramwell 2002; Getz and Jamal 1994).

Education, community engagement, health, and cultural opportunities are among several quality of life issues that Rutgers University-Newark and community partners are planning to address through the Newark Fairmount Promise Neighborhood Partnership (hereafter referred to as NFPN), thus making Gray's partnership development framework quite applicable. NFPN is supported by a Promise Neighborhood Planning Grant awarded to the university from the U.S. Department of Education in January 2013. The project is being led by Rutgers' Office of University-Community Partnerships (hereafter referred to as OUCP), the United Way of Essex and West Hudson, the Urban League of Essex County, and the Newark Public Schools toward revitalizing Newark's Fairmount neighborhood, one of the city's most crime-ridden and economically challenged areas. NFPN is designed to be a collaborative strategy aimed at achieving systems-level, community-wide transformation, which, again, makes Gray's framework a particularly useful tool for documenting, examining, and reporting on the NFPN's partnership development process. It should be noted that the Promise Neighborhood model is acknowledged as an enterprise in collective impact as well (Bornstein 2011). If metropolitan universities like Rutgers University-Newark are to engage effectively with collective impact-oriented projects in their communities, these institutions will need to document and assess closely and systematically the "more collaborative model[s]" that Cantor, Englot, and Higgins (2013, 20) suggest that they create.

We assert that Gray's partnership development framework integrates effectively with the collective impact paradigm that has emerged in recent years, despite claims that collective impact represents a shift from or a move beyond collaboration (StriveTogether 2013). Indeed, Gray's (1989) partnership development framework has been used by scholars to document and assess community and regional partnership development initiatives (see, for example, de Araujo and Bramwell 2002; Kernel 2005; Plummer, Kulczycki, and Stacey 2006). Toward "creating a model of reciprocal, participatory

engagement" at Rutgers University-Newark (Cantor, Englot, and Higgins 2013, 20), this paper presents Gray's partnership development framework integrated with Kania and Kramer's (2011) collective impact approach as a way to document and assess the partnership development process for NFPN. The authors demonstrate how Kania and Kramer's conditions of collective success implicitly and explicitly match with specific aspects of Gray's partnership development framework toward developing an integrated framework that helps to illuminate how collaboration is an essential, inextricable aspect of partnership development and collective impact processes for NFPN.

The broader implication of our argument is that collective impact does not represent a shift from collaboration; rather, collective impact is strengthened when entities engaging in collective impact projects can effectively locate, document, track, and assess when, where, and how collaborative relationships were initiated and sustained. Indeed, if collective impact is a body of work, collaboration is at the heart of that body; without collaboration, the collective impact body cannot live. Recognizing this has been critical to OUCP and its NFPN Management Team partners—United Way of Essex and West Hudson, the Urban League of Essex County, and the Newark Public Schools—as the team is expected by the U.S. Department of Education to document and assess the strategic formation and expected outcomes of its collaborations. Moreover, OUCP's role as the lead Management Team partner for NFPN makes the integrated framework especially critical to the institution's community engagement mission; thus, the university's perspective is treated as primary here.

The authors first present a rationale for a synthesis of Gray's framework and Kania and Kramer's conditions of collective success as a viable tool for documenting and assessing university-community partnership development initiatives like NFPN that should yield collective impact. Then, we provide an overview of community engagement at Rutgers University-Newark, with particular attention to the roles that leadership, mission, and vision have played in the emergence of OUCP and key forerunner programs that have created a supportive, collaborative foundation for the NFPN Partnership. The authors then provide an overview of NFPN followed by documentation and assessment of the NFPN process so far in relationship to the integrated framework. Finally, the conclusion briefly discusses the implications of the integrated framework.

A Proposed Synthesis: Gray's Partnership Development Framework and Kania and Kramer's Conditions of Collective Success

Organizational development expert, Barbara Gray, who devised the partnership development framework used here (de Araujo and Bramwell 2002, as adapted from Gray 1996, 61–64; see Table 1), defines collaboration as a

process through which parties who see different aspects of a problem can constructively explore their differences and search for solutions that go beyond their own limited vision of what is possible . . . Collaboration establishes a *give and take* among the stakeholders that is designed to *produce solutions that none of them working independently could achieve* (as quoted in London 2012, 76, 79, emphasis added).

The italicized phrases in Gray's definition point to implicit goals of trust- and reciprocity-building in the collaboration process. Gray's partnership development framework is acknowledged as a systematic response to increasingly turbulent community environments that require multifaceted solutions to interrelated, complex social problems. As Trist observes,

[t]he world has become so interdependent, the rate of change so rapid, that to go on fighting and competing with one another as we have been doing, especially since the industrial revolution, will not provide societal modes capable of seeing us through to any desirable future. No organization now is large or powerful enough to go it alone . . . The sane alternative is collaboration (Gray 1989, xiii–xiv).

In the case of NFPN, collaboration has been a critical component of forming relationships, structuring partnerships, and implementing strategies that will set a firm foundation for the project to move forward and to be sustained. Indeed, as this paper details, long-term collaboration among educational, social service, public safety, and economic, community, and cultural development organizations has been essential toward addressing the complex, interrelated web of social issues facing the Fairmount neighborhood.

Table 1. Gray's Framework of Issues and Phases in Partnership Development

Phase 1: Problem-Setting	Phase 2: Direction-Setting	Phase 3: Implementation
Common Definition of Problem	Establishing Ground Rules	Dealing with Constituencies
Commitment to Collaborate	Agenda-Setting	Building External Support
Involvement of Stakeholders	Organizing Subgroups	Structuring
Legitimacy of Stakeholders	Joint Information Search	Monitoring the Agreement and Ensuring Compliance
Leader's Characteristics	Exploring of Options	
Identification of Resources	Reaching Agreement	

In recent years, collective impact has emerged as a relatively new paradigm in addressing complex, systemic social problems. Collective impact initiatives are defined as "long-term commitments by a group of important actors from different sectors to a common agenda for solving a specific social problem [whose] actions are supported by a shared measurement system, mutually reinforcing activities, and ongoing communication." Within this definition of collective impact are four of five "Conditions of Collective Success" (Kania and Kramer 2011, 39; see Table 2). These conditions speak to the importance of appreciating collaboration and partnership development as critical inputs to successful outcomes in collective impact models like Harlem Children's Zone and Promise Neighborhoods.

Table 2. Kania and Kramer's Conditions of Collective Success

Common Agenda
Shared Measurement Systems
Mutually Reinforcing Activities
Continuous Communication
Backbone Support Organization

During the K-12 + Higher Education Partnerships Action Summit held at the 2013 Coalition of Urban and Metropolitan Universities conference, StriveTogether, a cradle to career student success networking organization, presented collective impact as an approach purportedly signaling a shift from collaboration. While the underlying intent of StriveTogether's presentation might have been to convey that collective impact expands or builds upon collaboration, one particular slide in StriveTogether's presentation suggests that collaboration as a process and approach is outmoded (see Figure 1).

Figure 1. Slide 4 from "Strive Overview" presentation (StriveTogether 2013)

Collaboration	Collective Impact
Convene around Programs/Initiatives	Work Together to Move Outcomes
Prove	Improve
Addition to What You Do	Is What You Do
Advocate for Ideas	Advocate for What Works

StriveTogether

Furthermore, StriveTogether eloquently and convincingly articulated that in order for organizations to improve their collective impact, they must place data in the hands of community members who can use it. While the sentiment behind engaging community members with data certainly is important, expert institutions like metropolitan universities cannot assume that community-based organizations and the residents whom they represent have the capacity to interpret and apply such data efficiently and effectively. This is where the role of metropolitan universities as concerned teachers, trusted researchers, and reciprocal social capital connectors becomes critical. Community engagement professionals based within metropolitan universities should figure prominently in creating, guiding, nurturing, and sustaining collaboration in collective impact scenarios like Promise Neighborhoods, so that data engagement and other shared processes are transparent, meaningful, and impactful. This happens when trust and reciprocity have been established. If collective impact is viewed as moving beyond collaboration, then the fundamental trust- and reciprocity-building aspects of the work can be overshadowed in favor of a dominant focus on data-driven outcomes and impacts.

To be sure, collective impact suggests a more collaborative *modus operandi* than traditional isolated impact, which focuses on a single organization developing an independent, predictable solution to a well-defined social problem. In increasingly interdependent social environments, social issues are more effectively addressed as part of a broader, interrelated system. Tackling such issues requires a multifaceted, well-coordinated set of solutions devised by capable, well-coordinated organizational actors working together in partnership (Weerts and Sandmann 2008). Herein, collaboration and partnership development are central to collective impact. These inputs cannot and should not be viewed as separate from collective impact approaches; rather, they are fundamental and should be sustained as part of maintaining trust and reciprocity between and among partners, in this case universities and community stakeholders. To extend our previously established analogy, the integrated framework presented here aims to bring collaboration and collective impact together as one body, with collaboration, the heart, intact and appreciated for its role in sustaining collective impact partnerships.

The Engaged Transformation of Rutgers University-Newark: Leadership, Mission, and Vision Fostering Community Collaboration

Leadership, vision and mission are essential elements of fostering community engagement, especially at metropolitan universities (Hill 2012; Brukardt et al. 2004; Maurrasse 2001). As a metropolitan university and as part of New Jersey's land-grant institution, Rutgers University-Newark bills itself as a "campus without borders" (Rutgers University Office of University-Community Partnerships 2010). The image/vision of an urban university that is physically and socially embedded in its surrounding community hearkens back to the Wisconsin Idea espoused by early 20th

century Progressive Era president of the University of Wisconsin, Charles Van Hise, who believed in "the beneficent influence of the University" reaching "every home" in its locality (University of Wisconsin-Madison 2013). Rutgers University-Newark is continuing a well-established legacy of defining and creating place through community engagement work that fosters collaboration and citizen participation (Herts 2013).

Visionary leadership has been a key factor in advancing community engagement at Rutgers University-Newark; leadership that understands the value of connecting the human and scholarly assets of the institution to the city can serve as a catalyst for advancing community engagement. For example, one of the important elements that helped to foster a culture of community engagement at the university throughout the 20th century to the present was the ability of key administrative leaders to articulate a clear vision for the institution that connects to the community. Dr. Steven Diner, who served as chancellor and provost of Rutgers University-Newark from 2002 through 2011, is recognized as the first administrative leader at the university to establish and advance a 21st century community engagement vision. His 2005 vision statement, which was published on the university's website at the time, stated the following:

> Rutgers-Newark will expand its extensive ties to the city of Newark, the New York/northern New Jersey metropolitan area and the state of New Jersey. To establish ourselves as one of the nation's leading urban research universities, we must enhance our national reputation and visibility as an interactive campus which draws upon the resources and needs of urban and metropolitan communities in advancing excellence in teaching, research and service (Hill 2012).

Given this articulated vision, Rutgers University-Newark implemented various initiatives and activities that not only raised the institution's community engagement profile locally and nationally, but that also laid a strong foundation for university-community collaboration and partnership development. These initiatives and activities were fundamental to creating a campus culture supportive of community engagement. They also played a critical role in strengthening relationships between the university and the community based on trust and reciprocity. They included the following:

- Directing internal and external institutional resources toward facilitating community engagement and partnership development, including membership in the Coalition of Urban and Metropolitan Universities, New Jersey Campus Compact, and creation of OUCP (detailed further later in this paper).

- The creation of the Chancellor's Awards for Community Engagement, an annual competition that rewarded and recognized faculty, staff, students, and community partners for collaborating through research, teaching, and service.

- The university applied for and was successfully designated to the Community Engagement Classification of the Carnegie Foundation for the Advancement of

Teaching in 2006. As a result, Rutgers University-Newark is among the first U.S. higher education institutions to achieve this designation.

- In 2008, the university applied for and was listed on the President's Higher Education Community Service Honor Roll under the Corporation for National & Community Service. It has been included on this list annually ever since.

In addition to such university-wide community engagement developments emanating from key institutional leadership, it is essential to have an institutional mission that clearly identifies community engagement as a valued undertaking that validates and promotes related scholarship, research and teaching (Hill 2012). The university committed resources to advancing this mission with the establishment of OUCP.

Establishing the Office of University-Community Partnerships at Rutgers University-Newark

Since the turn of the 21st century, Rutgers University-Newark has intensified specific engagement with the greater Newark community through the establishment of OUCP. OUCP began as Campus Information and Conference Services in 2001, its name derived from two campus and community relations functions aimed at creating positive customer service experiences for faculty and staff, current and prospective students and their families, community stakeholders, and visitors attending on campus events.

After participating in the Trinity College Urban Institute in 2005 with a team of campus and community leaders—including a representative from NFPN managing partner Urban League of Essex County—a broader vision for the department was created and it was renamed the Office of Campus and Community Relations, which led to the acquisition and/or expansion of various educational and community service programs including America Reads/Counts, a community tutoring program; RU Ready For Work, a youth work-readiness demonstration model developed in partnership with the city of Newark and several foundations; and Newark School Initiative, a partnership program with Newark Public Schools designed to attract and enroll Newark high school graduates at Rutgers University-Newark and promotes opportunities to engage them with their community. Participation in the Trinity College Urban Institute also inspired the creation of the first *Community Engagement at Rutgers University-Newark* brochure, a resource directory that lists a broad array of programs administered by Rutgers University-Newark for and with the Newark community. The community engagement brochure grew from listing twenty-five community engagement programs in 2005 to listing more than eighty programs in 2013.

Collectively, these milestones indicated a campus environment characterized by growing support for community engagement with leadership that supported and encouraged a mission that integrated community engagement. Thus, in 2010, the department was renamed the Office of University-Community Partnerships. Its expanded mission was congruent with campus leadership's vision for increasing community engagement. OUCP has retained its original functions via its Campus &

Visitor Information and Conference & Event Management Services units. The more recently codified Community Partnerships & Engagement unit of OUCP fulfills the department's responsibility for promoting collaborative public/private partnerships and serving as a centralized resource for integrating teaching, research, and service to benefit the Newark community and beyond. Through all of its functional areas, OUCP builds partnerships that provide opportunities for students and faculty to have meaningful interactions with the surrounding community. Based on the department's well-established track record of collaborating effectively with community-based organizations, it was deemed appropriate by Rutgers University-Newark's leadership that OUCP take the lead in administering NFPN on behalf of the institution.

Overview of the Newark Fairmount Promise Neighborhood

In January 2013, the NFPN was one of ten communities across the country that received a U.S. Department of Education Promise Neighborhoods Planning Grant (U.S. Department of Education 2012). The purpose of the grant is to partner with community stakeholders to construct a data and community-driven plan to deliver high-quality, coordinated health, social, community, and educational supports targeted to improve educational outcomes among Fairmount children and families from cradle to college and career.

Newark, overall, is a city of great opportunity, but it also is a city with great need. Newark, the state of New Jersey's largest city, is a twenty-six-square-mile municipality with a population of approximately 277,000. On average, Newark has a population density of 12,000 residents per square mile. Newark's Fairmount neighborhood accounts for approximately 0.89 square miles with about 17,000 residents, making it one of the most densely populated neighborhoods in the city. Due to this high density, many of the socioeconomic indicators that signal need for strategic investment in Newark often are more pronounced and virulent in Fairmount.

The boundaries of the NFPN encompass the half-mile radius around West Side High School, which serves ninth through twelfth grades, and 13th Avenue Renew School, a newly consolidated school that opened in fall 2012 and serves kindergarten through eighth grade. These schools are among the lowest performing in the district, having failed to make Adequate Yearly Progress on student assessments for the seven-year period between 2003–2004 and 2009–2010. In addition, there are two charter schools in the neighborhood.

The Fairmount neighborhood is a largely African American community with significant pockets of Hispanic residents who are at least partially linguistically isolated. The community is characterized by high rates of poverty, unemployment, foreclosures, and property abandonment; low rates of educational attainment; and a dearth of services and amenities, including lack of health services for children, few healthy food access options, and limited open and green space. All of these factors are associated with poor educational outcomes. The largest parcel of green space in the neighborhood is Fairmount Cemetery. This Victorian-era cemetery is as renowned for

its historically and architecturally significant gravesites (a former New Jersey governor and a former Newark mayor are buried there, among a host of other notable figures) as it is infamous as an unsafe place to visit due to crime that takes place in and around its wrought iron gates (Fairmount Cemetery Association 2013; Geisheimer 2013).

Fairmount is a microcosm of many of the conditions known to influence poor postsecondary education outcomes in Newark. This is particularly problematic for the neighborhood's elementary school-aged residents. Compared to other children living in Newark and throughout the state of New Jersey, the average child growing up in the Fairmount neighborhood is more likely to live in poverty; to experience or witness violence and crime; to live in substandard housing and walk past abandoned homes on the way to school; and to not have a clean, safe, environment in which to play. Concomitantly, the average child growing up in Fairmount is less likely to read or write at grade level; to have health insurance; to pass state assessment tests in language arts, mathematics, and science; and to have access to twenty-first century technology at home. Ultimately, all of these factors contribute to Fairmount neighborhood children being less prepared for achieving success in adulthood (e.g., gaining admission to college; establishing a career).

The Integrated Framework: Documenting and Assessing Partnership Development for Newark Fairmount Promise Neighborhood

As a collective impact initiative (Bornstein 2011), the NFPN is designed to address complex social issues in the community through a multi-stakeholder collaborative approach led by OUCP, the United Way of Essex and West Hudson, the Urban League of Essex County, and the Newark Public Schools (hereafter referred to as the NFPN Management Team). This section presents Gray's partnership development framework integrated with Kania and Kramer's conditions of collective success. As stated previously, the integration of these two frameworks has yielded a viable tool for documenting and assessing university-community partnership development processes for NFPN. Each phase is titled according to the phases in Gray's framework, as they were found to frame the NFPN process appropriately.

NFPN Integrated Framework
Phase One: Problem-Setting

The problem-setting phase of the integrated framework requires a mutual appreciation of the problem and a commitment to address it through collective impact. Based on the authors' assessment, this phase is the most crucial with regard to establishing conditions of collective success, as three of the five conditions are applicable here (see Table 3). Following is a summary of how the NFPN Partnership worked through this phase.

Common Problem, Common Agenda

The overarching vision of the Promise Neighborhood strategy at the federal level is to ensure that "all children and youth growing up in Promise Neighborhoods have access

to great schools and strong systems of family and community support that will prepare them to attain an excellent education and successfully transition to college and a career" (U.S. Department of Education 2013). In keeping with this vision, the NFPN Management Team's decision to target Newark's Fairmount community was based on the comprehensive community needs profile described above. The Management Team and community stakeholders have thoroughly examined the Fairmount community collectively for at least the past five years. The Management Team determined that social issues negatively impacting the community were far too complex to be addressed by one entity which stimulated a series of conversations about effective collaboration. As a result, the Management Team agreed to execute a broad agenda toward improving quality of life in the Fairmount community through organizational partnerships, data analysis and information sharing, and community stakeholder engagement in planning and visioning processes. The following sections detail how the agenda has been activated.

Committed Collaboration, Shared Measurement

Based on the foregoing community needs profile, the NFPN Management Team made a commitment to bring their respective talents and capacities together. While this commitment was expressed on paper via the Promise Neighborhood Planning Grant application, the agreement for the NFPN Management Team to contribute monetary resources to the effort was codified after the grant was awarded. As a stipulation of securing the grant award, OUCP led a process of securing $250,000 in matching funds from local foundations, a portion of which came from other NFPN Management Team members (i.e., United Way and Urban League).

With regard to shared measurement systems, the NFPN Management Team agreed to manage program data via the U.S. Department of Education's Promise Scorecard and ETO software. Access was secured to these systems within months of the planning grant being awarded. The NFPN Management Team also agreed to engage a Rutgers University-based research partner, the Newark Schools Research Collaborative, to execute a more in-depth community needs assessment and segmentation analysis for the Fairmount neighborhood.

Table 3. Phase One: Problem-Setting

Gray's Partnership Development Issue (de Araujo and Bramwell 2002; Gray 1989)	Kania and Kramer's Condition of Collective Success (2011, 39–40)	NFPN Integrated Framework
Common Definition of Problem "The problem needs to be important enough to collaborate and must be common to several	Common Agenda "Collective impact requires all participants to have a shared vision for change, one that includes a common understanding of the problem and a joint approach to	Common Problem, Common Agenda

stakeholders."	solving it through agreed upon actions."	
Commitment to Collaborate "Stakeholders need to feel that collaborating will solve their own problem. Shared values are key."	Shared Measurement Systems "Agreement on a common agenda is illusory without agreement on the ways success will be measured and reported. . . ensures that all efforts remain aligned, it also enables the participants to hold each other accountable and learn from each other's successes and failures."	Committed Collaboration, Shared Measurement
Involvement of Stakeholders "An inclusive process that includes multiple stakeholders so the problem can be understood." Legitimacy of Stakeholders "Not only expertise but also power relationships are important." Leader's Characteristics "Collaborative leadership is key to success. Stakeholders need to perceive the leader as unbiased."	Continuous Communication "Developing trust among nonprofits, corporations, and government agencies is a monumental challenge. Participants need . . . to build up enough experience with each other to recognize and appreciate the common motivation behind their different efforts. They need time to see that their own interests will be treated fairly, and that decisions will be made on the basis of objective evidence and the best possible solution to the problem, not to favor the priorities of one organization over another."	Leading Stakeholders, Building Trust

Leading Stakeholders, Building Trust

As suggested previously, members of the NFPN Management Team were collaborating well before receiving the Promise Neighborhood planning grant toward creating the infrastructure necessary to address issues around educational improvement and postsecondary achievement in the Fairmount neighborhood. The authors have identified several OUCP forerunner programs that have played a critical role in setting the stage for stakeholder involvement and legitimacy, as well as continuous communication built on trust. Outcomes produced by these partnership programs have demonstrated OUCP's ability to lead and convene community-based collective impact initiatives in keeping with the collaborative values stated in Table 1. Following are descriptions of these forerunner programs in order of the length of their tenure within

OUCP (i.e., oldest to youngest). The descriptions note relevant connections with the NFPN effort. It should be noted that several of the community partners involved with these forerunner programs also have played roles in planning the NFPN effort. To reiterate, many NFPN partnerships were cultivated before the planning grant was awarded; indeed, these partnerships helped to strengthen the case for the U.S. Department of Education to fund the NFPN.

1. The Rutgers University-Newark America Reads/Counts Program serves Newark youth and adults by providing tutoring in the areas of reading and math. OUCP has administered the program since 2001 in partnership with the Newark Literacy Campaign and Rutgers University-Newark's Office of Financial Aid. The program provides an annual average of 3,500 hours of tutoring services to schools and other community-based organizations such as libraries and churches. The program has expanded its service population over the years to include PreK-12 students as well as young adults pursuing their GEDs.

   Connections with NFPN: Since 2010, America Reads/Counts tutors have participated in Celebrity Read, a community service day sponsored by the United Way of Essex/West Hudson, a lead partner with NFPN. For several years, OUCP has partnered with Program for Parents, a nonprofit childcare provider and advocacy organization, to spearhead various community initiatives. Program for Parents also serves on the NFPN Planning Council. In collaboration with Program for Parents and Jumpstart, a national AmeriCorps program aimed at closing the achievement gap for low income children, OUCP will prepare America Reads/Counts tutors to work with preschoolers in the Fairmount Neighborhood.

2. RU Ready for Work is a school-based youth workforce and educational/career development demonstration program model created and administered by OUCP and supported by several funding and programmatic partners including the City of Newark, the Newark Public Schools, the Newark Workforce Investment Board, Prudential Foundation, and Victoria Foundation. Initiated in 2008, RU Ready for Work fosters the development of skills that prepare Newark youth to compete successfully for positions in today's workforce. The program began in West Side High School, one of the lowest performing high schools in Newark. Since its inception, the program has exceeded expectations and intended outcomes due to highly focused intentional actions. RU Ready For Work participants from West Side High School graduate at significantly higher rates than their peers. In 2012, the graduation rate for West Side High School overall was 60.6 percent. The graduation rate for RU Ready for Work participants was 100 percent, with all of them gaining admission to a two- or 4-year college/university. Moreover, as a result of their participation in the program, several RU Ready graduates have secured employment at the university.

   Connections with NFPN: RU Ready For Work provides career and college readiness enrichment to tenth to twelfth graders at West Side High School, which is one of four targeted public schools located in Newark's Fairmount Neighborhood.

RU Ready For Work alumni who matriculate at Rutgers University are recruited to work in the RU Ready for Work Program as tutors, teacher assistants, workshop leaders, and career coaches. They also assist high school students with college and financial aid applications. Moreover, these students are invited to become active with Newark School Initiative (see following section) and have been recruited to serve as NFPN research assistants/interns, to assist with collecting community assessment and impact data. They also will become members of the NFPN Learning Communities along with residents, university faculty/staff and key stakeholders. In addition, each will become a mentor to a high school student participating in the NFPN Learning Communities.

3. Administered by OUCP in partnership with the Office of the Chancellor and the Newark Public Schools, the Newark School Initiative (NSI) provides a continuum of activities and services designed to retain and graduate Newark high school graduates enrolled at Rutgers University-Newark. Through its activities and services, the program aims to cultivate a shared commitment among NSI students to become educated social change agents who are committed to transforming the Newark community throughout their matriculation at the university and after they graduate. NSI's programming continuum includes the Ambassadors Program, which engages a select group of Rutgers University-Newark students to visit Newark high schools as collegiate role models; Job Shadow Day, All Juniors Day, and the Male Empowerment Conference, each of which aims to recruit Newark high school students to the university; and the Newark High School Graduate/Alumni Reception, a campus-community event that occurs annually during commencement, bringing together faculty, staff, parents, and community leaders to celebrate NSI participants' transition from students to Rutgers alumni.

Connections with NFPN: NSI students will conduct community service programs in the Fairmount neighborhood. This will provide an opportunity for NSI students to strengthen relationships with their community through service. Several summer programs for middle and high school students that are hosted by Rutgers faculty (e.g., Center for Information Management, Integration, and Connectivity Science and Technology Summer Camp; Rutgers Summer Bioethics Institute) hired NSI students to serve as program coordinators and teacher assistants. These summer programs also targeted schools in the Fairmount neighborhood to recruit participants.

4. The WorldHost/Rutgers University-Newark Visitor Service Training Program is an economic and workforce development initiative involving OUCP, Brick City Development Corporation, the Greater Newark Convention and Visitors Bureau, and the Newark Workforce Investment Board. The program aims to equip community residents for employment and entrepreneurship opportunities connected with Newark's growing tourism and hospitality industry, particularly as the city prepares to host Media Day as part of the 2014 New York/New Jersey Super Bowl, and to reinvigorate the cultural arts community. The WorldHost program also is designed to restore community pride among Newark area residents, empowering them to become more knowledgeable ambassadors and stronger advocates for their

city, particularly in light of Newark being named the Least Friendliest City in the World according to results of an unscientific *Conde Nast Traveler* reader survey publicized internationally in the summer of 2013 (Mueller 2013). Generally, communities that initiate the WorldHost program take an average of three months to offer training workshops; OUCP offered its first workshop just two weeks after receiving its WorldHost training certification in June 2013. Within the first four months of the WorldHost program being piloted (i.e., June–October 2013), OUCP trained sixty campus- and community-based participants; forty of those participants are Newark residents.

Connections with NFPN: Of the forty Newark residents who have completed the program, five reside in the Fairmount neighborhood. As the program expands, trainings will be targeted to more Fairmount neighborhood residents in an effort to connect them with employment, entrepreneurship, and volunteer opportunities related to tourism, hospitality, and community development in Newark and the surrounding area. WorldHost graduates have been involved with events related to the 2014 New York/New Jersey Super Bowl, as well as hosting university-based educational programs like the African American Alzheimer's Awareness & Brain Health Initiative's "Brain and Heart-Healthy Soul Food Cooking for the Holidays" event, jointly sponsored by OUCP, the Rutgers Memory Disorders Project, and the American Heart/Stroke Association. Existing partnerships with Newark-based WBGO Jazz 88.3 radio—the largest radio station in the U.S.—New Jersey Performing Arts Center, and other cultural institutions will be leveraged to continue to provide these opportunities.

Over the years, these OUCP forerunner programs, along with the ongoing programs and activities of the United Way of Essex and West Hudson and the Urban League of Essex County, helped all members of the NFPN Management Team to legitimize each other's values and capabilities. Indeed, continuous efforts to develop and implement collaborative programming between OUCP and these organizations helped to establish strong, overlapping social capital networks based on trust and reciprocity. For example, OUCP's aforementioned participation in the 2005 Trinity College Urban Institute with the Urban League of Essex County and other community partners led to the inception of the University Heights Civic Engagement Initiative, an early precursor to NFPN focused on Newark's University Heights district which borders the Fairmount neighborhood. As Figure 2 illustrates, the initiative aimed to improve K-12 education in the community area based on shared principles of collaboration, outreach, and service. Likewise, OUCP's long-term participation in United Way's Celebrity Read program advanced K-12 literacy as a vehicle for encouraging community engagement and service among Rutgers students. Thus, relationships based on trust and reciprocity have been cultivated over time between OUCP and United Way and Urban League, yielding sustained communication and collaboration among members of the NFPN Management Team.

Figure 2. Planning diagram for the University Heights Civic Engagement Initiative from the 2005 Trinity College Institute
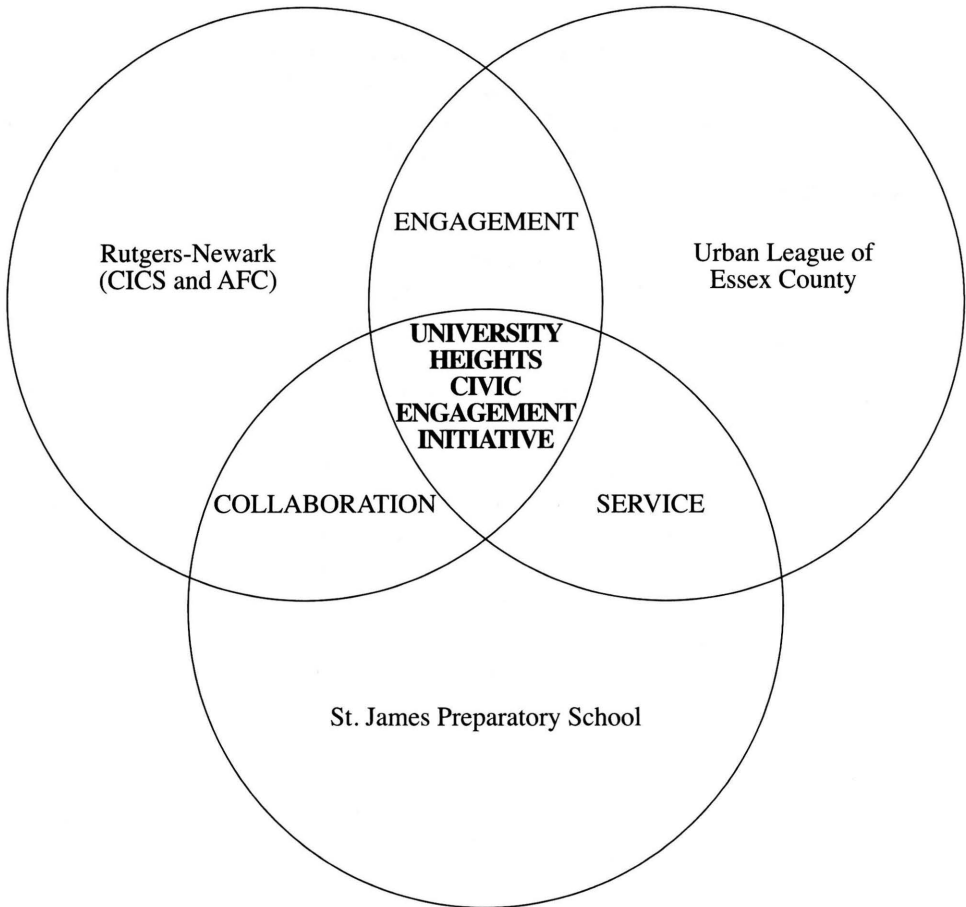
NFPN Integrated Framework
Phase Two: Direction-Setting

Two of the five conditions of collective success are applicable to the direction-setting phase (see Table 4). During this phase, stakeholders begin to establish and act upon a shared agenda, which may involve engaging additional stakeholders in the partnership development process. Once all stakeholders have been legitimized, an organizational structure generally is defined. Depending on the number of stakeholders involved, various working groups may be created to support key thematic areas within the overall initiative. Continuous development of mutual trust and respect is critical during this phase, which suggests that issues and conditions addressed in phase one are to remain actively monitored in phase two. Indeed, progress achieved during phase one is quite relevant to phase two activities, as the Common Agenda condition is applicable to both phases.

Table 4. Phase Two: Direction-Setting

Gray's Partnership Development Issue (de Araujo and Bramwell 2002; Gray 1989)	Kania and Kramer's Condition of Collective Success (2011, 39–40)	NFPN Integrated Framework
Agenda-Setting "Stakeholders' different motivations for joining mean that establishing a common agenda may be difficult."	Common Agenda "Collective impact requires all participants to have a shared vision for change, one that includes a common understanding of the problem and a joint approach to solving it through agreed upon actions."	Activating a Common Agenda
Organizing Subgroups "Large committees may need smaller working groups."	Mutually Reinforcing Activities "Collective impact initiatives depend on a diverse group of stakeholders working together, not by requiring that all participants do the same thing, but by encouraging each participant to undertake the specific set of activities at which it excels in a way that supports and is coordinated with the actions of others."	Organizing Subgroups and Activities

Activating a Common Agenda

During phase one, the NFPN Management Team committed to use a collaborative approach toward addressing shared problems in the Fairmount neighborhood. Based on this collective commitment, the NFPN Management Team has adopted Appreciative Inquiry as a methodology for actualizing their shared vision for transforming the neighborhood.

Appreciative Inquiry is "a positive mode of action research which liberates the creative and constructive potential of organizations and human communities. [It] contrasts with problem-focused modes of inquiry using deficit-based questions, which lead to deficit-based conversations, which in turn lead to deficit-based patterns of action" (Ludema, Cooperrider and Barrett 2000, 155). Appreciative Inquiry assumes that organizations and communities, as human systems, grow in the direction of the questions and topics that they repeatedly discuss and examine. Herein, reaching agreement on a common agenda and acting on it is a process most effectively framed by conversations that focus on assets and strengths.

The NFPN Management Team enlisted the Center for Applied Appreciative Inquiry in the Rutgers School of Public Affairs and Administration to facilitate sessions designed to engage Learning Communities—Fairmount residents, service providers, and other professionals—in positive, strength-based conversations that would lead to a the design of a visionary and transformational plan for the community's future. These sessions took place during fall 2013 and served as venues to synergize the diverse capabilities and perspectives of multiple stakeholders toward advancing NFPN's community transformation agenda.

As a result of employing Appreciative Inquiry methodology, the NFPN Management Team has been able to formulate a theory of change for the Fairmount neighborhood involving multiple stakeholders, most importantly Fairmount residents. The goals indicated in the theory of change (see Figure 3) expand upon the national vision articulated by the U.S. Department of Education. The theory of change was formulated through the NFPN Learning Communities process, which is detailed further below under Organizing Subgroups and Activities.

Figure 3. Newark Fairmount Promise Neighborhood Theory of Change, May 2014

Through the Newark Fairmount Promise Neighborhood initiative, children in Fairmount will grow into a well-educated adult who:
- has a meaningful career with a living wage;
- contributes to the well-being of the community as a leader, advocate, and role model; and
- is positioned to sustain the success and the vibrancy of the Fairmount neighborhood for future generations of Fairmount children.

This promise will be realized by ensuring that:
- Fairmount is a safe and healthy place to live;
- Fairmount parents and adults are positive role models and equipped to support the needs of the children in the community;
- Fairmount children have access to high quality education opportunities from birth to career; and
- Fairmount is a vibrant community where residents have a strong sense of ownership and cultural awareness which fosters a greater appreciation for fellow residents.

Organizing Subgroups and Activities

The NFPN Learning Communities are issue-based subgroups charged with exploring community needs using a bottom-up approach to ensure the coordination of multi-sectoral problem solving activities, as well as to ensure that voices from the Fairmount neighborhood are included and heard in the process. Figure 4 illustrates eight broadly encompassing quality of life issues that each Learning Community is designed to work together to address (1) health; (2) early childhood education and development; (3) school improvement; (4) recreation/cultural opportunities; (5) adult education/access to technology; (6) community engagement and advocacy; (7) social services; and (8) public safety.

The Learning Communities' specific functions include stakeholder training and capacity building; performing environmental scans and analyses; exploring program models and best practices; and proposing solutions for adaptation to the local environment. Toward ensuring fair representation from Fairmount neighborhood residents, at least one-third of each Learning Community is mandated to be Fairmount neighborhood residents. Other members of the group may include content experts, educators, and citizens-at-large.

The Learning Community process initiated with a Learning Communities Summit in November 2013 and has been ongoing since that time. Five Appreciative Inquiry-driven summits have been held, with more than one hundred residents and community stakeholders attending and being trained on how to inculcate Appreciative Inquiry approaches in their everyday interactions. In addition, eighteen small group Learning Community meetings have been held, creating additional safe spaces for community voices that historically have not been heard to be heard. As a result, residents and stakeholders have co-created more than twenty strategic directions and eighty community-driven strategies. Collectively, these represent guidance statements that voice a diverse set of community strengths, vision, and values. While the Learning Community process is not yet complete—as it will continue through the end of 2014—the number of strategic directions and strategies collected represent a robust community and stakeholder driven process that encompasses a broad set of ideas. This, along with the collaborative engagement of residents and stakeholders, suggests that the process has been successful so far. In particular, individuals and groups who historically were reluctant to communicate and collaborate due to past ideological conflicts were able to come together to work towards a common goal. The NFPN Management Team recognizes that this represents a rare and opportune moment in the community's history and, therefore, plans to continue to keep the momentum going.

Figure 4. Newark Fairmount Promise
     Neighborhood Learning Communities Structure

Health

Public Safety

Early Childhood Education & Development

Social Services

Learning Communities

School Improvement

Community Engagement & Advocacy

Adult Education/ Access to Technology

Recreation/ Cultural Opportunities

NFPN Integrated Framework
Phase Three: Implementation

The implementation phase involves codifying a formal organizational structure. Systems are instituted toward managing the partnership effectively. This may take the form of legalities, assigned roles, and/or methods of monitoring progress in order to ensure overall compliance with partnership goals (de Araujo and Bramwell 2002; Selin 1995).

One of the five conditions of collective success matches with this phase (see Table 5). This should not suggest, however, that issues and conditions addressed during the other phases are no longer important. For example, the ability to structure a viable backbone support organization relies on well-organized subgroup activities from phase two, as well as a clear, well established agenda and systems of continuous communication achieved during phase one. This is illuminated further in the following assessment.

Table 5. Phase Three: Implementation

Gray's Partnership Development Issue (de Araujo and Bramwell 2002; Gray 1989)	Kania and Kramer's Condition of Collective Success (2011, 39–40)	NFPN Integrated Framework
Structuring "Voluntary efforts can work, but a formal organization may be needed to coordinate long-term collaboration." Monitoring the Agreement and Ensuring Compliance "This may involve more financial negotiations."	Backbone Support Organizations "Creating and managing collective impact requires a separate organization and staff with a very specific set of skills to serve as the backbone for the entire initiative . . . The expectation that collaboration can occur without a supporting infrastructure is one of the most frequent reasons why it fails."	Agreement, Compliance, and Structuring a Backbone Support Organization

Agreement, Compliance, and Structuring a Backbone Support Organization

The NFPN management structure is comprised of three organizational entities mentioned above: (1) the Management Team, (2) the Planning Council, and (3) the Learning Communities (see Figure 5). The management structure also includes staff positions that strengthen NFPN's administrative infrastructure, including a Planning Director, an Operations Manager, two Outreach Coordinators, and two Learning Community Liaisons.

Of the three aforementioned organizational entities, the Planning Council serves as an advisory body for NFPN. The Planning Council draws on a diverse group of organizations representing well-established nonprofit service providers, government agencies, school reform organizations, and local community residents. The Planning Council will use its collective expertise to leverage resources and engage additional residents, nonprofits, service professionals, program providers, agencies, and funders.

Through strategic oversight of the Learning Communities and using Appreciative Inquiry methodology, the Planning Council is designed to assist with fostering and monitoring collaboration, and ensuring that all participants are included and engaged regardless of race, ethnicity, gender, age, socio-economic status, educational status, and other demographic categories that historically have impeded such collaboration. Learning Community Liaisons ensure that Learning Communities are performing to expectation and are providing agreed-upon service and information in a timely manner to the Planning Council. In turn, the Planning Council keeps the Operations Manager, Planning Director, and, ultimately, the NFPN Management Team informed of ground-level issues that emerge through the Learning Communities. The Planning Council also

is charged with maintaining continuous communication with the community at large using NFPN-branded public relations media (e.g., website, e-mail, posters, flyers).

Figure 5. Newark Fairmount Promise Neighborhood Management Structure
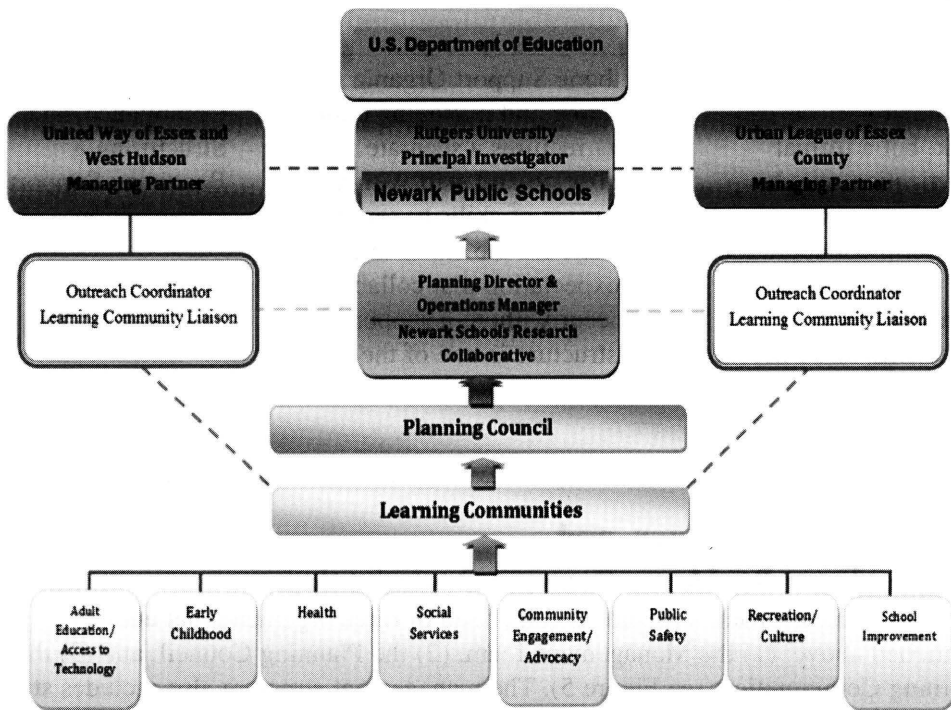
The NFPN Management Team is responsible for monitoring overall contract compliance through regular meetings with the U.S. Department of Education. Rutgers OUCP, as the principal investigator, keeps track of all budgetary expenditures, compiles federal progress reports, and serves as a convener for the Planning Council. Because NFPN is still officially in under the planning grant phase, it is not yet possible to determine whether or not this structure is working, to assess strengths and weaknesses, or to codify lessons learned. Indeed, at this juncture, some aspects of the management structure are yet to be realized fully. We can state with certainty, however, that as the NFPN strategic plan process continues to unfold, the management structure will undergo systematic evaluation.

Conclusion

Integrating Gray's partnership development framework with conditions of collective success has yielded a useful tool for framing NFPN university-community collaboration within the collective impact paradigm. In particular, the inclusion of Gray's partnership development framework is valuable, because it arrays the partnership development process in requisite phases. The authors acknowledge that partnership development is not a linear process. It usually is iterative, protracted, and

even messy. Gray's framework provides a means by which metropolitan universities like Rutgers University-Newark can manage collaboration and partnership development processes. Moreover, Kania and Kramer's conditions of collective success provide a strategic direction with a focus on partnership outcomes. Together, as one integrated construct, the NFPN Framework of Collaboration, Partnership Development, and Collective Impact acknowledges and preserves collaboration, which is at the heart of this body of work.

Table 6. NFPN Integrated Framework of Collaboration, Partnership Development, and Collective Impact

Phase 1: Problem-Setting	Phase 2: Direction-Setting	Phase 3: Implementation
Common Problem, Common Agenda	Activating a Common Agenda	Agreement, Compliance, and Structuring a Backbone Support Organization
Committed Collaboration, Shared Measurement	Organizing Subgroups and Activities	
Leading Stakeholders, Building Trust		
Identification of Funding Resources		

OUCP is exploring ways to use the integrated framework to track, monitor, and predict critical inputs that will create conditions for successful collective impact outcomes, not only for NFPN but also for other campus-community partnership initiatives. It bears mentioning that Gray's framework includes one additional input that is not stated explicitly among the conditions of collective success: the need to identify funding resources to collaboratively support and sustain collective impact initiatives. Collaboration and partnership development have been essential to NFPN's capacity to identify and secure funds. For other metropolitan universities that may consider using this integrated framework, identifying various funding sources—e.g., institutional, state, federal, foundations—certainly should be part of the first phase of partnership development as indicated in Table 6.

Rutgers University-Newark Chancellor Nancy Cantor, advises that metropolitan universities should work toward "build[ing] a community of scholars and learners who feel empowered to be both playful in examining their world and responsible for affecting societal progress" (2004, n.p.). Metropolitan university leaders play a key role in fostering institutional climates that encourage faculty, staff, and students to connect their work with community interests and concerns. Doing so animates university-community engagement as more than just a philosophical idea embedded in vision and mission language; it is a collaborative learning process that happens in the

context and place in which knowledge is applied (Weerts and Sandmann 2008). Thus, the community of scholars and learners created through engagement encompasses not only metropolitan university representatives but also entities beyond campus borders. Through the partnerships that have been established and sustained over time, the Newark Fairmount Promise Neighborhood Partnership is poised to transform the Fairmount neighborhood into a community of scholars and learners, which ultimately will be its collective impact as well as its proud legacy.

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