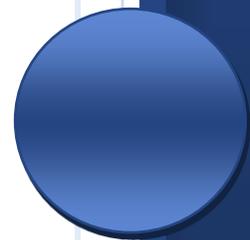


COLLEGE CAMPUSES: CATALYSTS FOR COMMUNITY RESILIENCE

A CARRI Report by Dr. M.J. Plodinec



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INTRODUCTION

Knowledge is the capital and currency of America's two- and four-year institutions of higher education (IHEs) – a currency which permeates the fundamental functions of IHEs. In the words of Dr. Morton Teicher:

A university develops knowledge through scholarship and research. A university transmits knowledge through instruction. A university applies knowledge through public service.¹

Educating students has primacy and, invariably, has a tremendous economic impact on an IHE's local community.

However, many IHEs "invest" their capital in their local communities in other ways, strengthening them and making them more resilient. These IHEs, acting as conscious capitalists, have recognized that their institutions benefit when their surrounding communities are vital and resilient. Just as a diamond set in gold is more attractive than one set in brass, the institution is more attractive to prospective students and their parents, to sought-after faculty, and to donors when set in a vibrant, flourishing community. Further, in times of crisis, a strong and resilient community can help the institution weather the storm and recover more quickly than the IHE could on its own. In effect, the IHE becomes the catalyst for broadly strengthening the resilience of its community and region in a variety of ways (see Figure 1).

In this report, we examine the different ways in which IHEs are investing in their communities, providing specific examples of campuses' catalytic effects. The economic impacts of IHEs on their neighboring communities are very significant (and the most easily quantified), but the impacts of other kinds of investments may be even more important for the local community's resilience. Several of the schools described below have been recognized for their work serving as catalysts for the resilience of their communities – investing the knowledge and the human capital they possess to make their local



Figure 1. Campuses Catalyze Community Resilience

communities stronger and more resilient. The Department of Homeland Security should consider how to provide recognition that will incentivize IHEs to enhance the safety and security posture of their local communities.

NATIONAL OVERVIEW

America's 4,495 IHEs currently enroll more 20,000,000 American, and almost 700,000 foreign, students. IHEs are not uniformly distributed across the country – there are only seven in Alaska, compared with New York state's 305, and California's whopping 436 institutions.

In 2010, IHEs across the country employed 3.7 million faculty and staff. IHEs annual expenditures of nearly \$500 billion represent about 3% of the US gross domestic product. Of this total, over 80% (almost \$400 billion) is spent in an institution's local community, either as wages to students, faculty and staff; in construction projects; or in spending by students. Nationwide Financial Advisors estimates that college students have over \$400 billion in spending power.² In 2012, foreign students alone accounted for \$24 billion of economic activity, according to NAFSA.³

At the same time, over 3 million students donated 118 million hours to their local communities in a myriad of ways, e.g., tutoring students in K-12, serving in soup kitchens, repairing homes for the poor or elderly. The collective impact of these hours has been estimated to be about \$2.5 billion.⁴

LOCAL ECONOMIC IMPACTS

However, an IHE can have a much greater economic impact on the community in which it is located than even the figures cited above suggest:

- In addition to the direct impact of the IHE's own expenditures, there is a **spinoff effect** that may be from 2-4 times the direct impact. For IHEs with medical schools or with renowned athletic or cultural attractions, the multiplier can be even higher.
- Some IHEs share the cost of **community improvement projects**, allowing the community to stretch shrinking tax dollars.
- The IHE can become a **catalyst for growth of the local community's economy**. The IHE provides a skilled workforce that tends to enhance the community's economy beyond the IHE's direct impacts. Recent research by the Federal Reserve Bank of New York strongly suggests that the number of college-trained members of a community's workforce and the community's per capita economic activity are correlated.⁵ Other studies indicate that higher wages and growth and a greater ability to adapt to change

result as well. Some IHEs provide advice and other assistance to small businesses. By establishing partnerships with corporations that draw them to the community, other IHEs bolster the resilience of their local communities.

See Table 1 below for examples of some IHEs' community economic impacts; *Examples of Community Resilience Catalysts*, below, describes more fully the impacts these schools are having on their surrounding communities and regions.

IHE	Local Direct Impact	State/Region Direct Impact	Ancillary Impact: Visitors, Etc.	Capitol Project Impacts	Jobs Supported	Community Volunteer Hours
Texas A & M	\$500 Million	\$4.3 Billion	\$380 Million			72,000 (one project)
Drexel University	\$1.2 Billion	\$500 Million	\$390 Million	\$870 Million (10 years)	7,500	
University of Scranton		\$404 Million	\$17 Million		8% of City Workforce	175,000
Notre Dame University	\$120 Million	\$840 Million	\$200 Million	\$500 Million (5 years)	10% of City Workforce	550,000
University of San Francisco						323,000
All Schools Combined (4900+)	\$400 Billion	\$100 Billion				118,000,000

Table 1. Campus Impacts on Community Economic Benefits

OTHER IMPACTS ON THE LOCAL COMMUNITY

Although it is difficult to quantify the other – non-economic – impacts of an IHE on a community, we can broadly discern three main themes.

1. The institution can be a **major resource for the local community**, providing services that the community does not or enhancing the quality of those which it does. As noted above, student volunteerism is one – but not the only – facet of this theme. Some IHEs are heavily invested in their local community's emergency management efforts, catalyzing formation of CERT teams and coordinating efforts with local agencies. Some IHEs provide free or low-cost health care to indigent members of the local community.

Others offer no- or low-cost legal services to those needing assistance. Many IHEs are heavily involved in their local community's K-12 educational system.

2. The institution can be a focal point for the community's identity, **catalyzing development of the community's social capital**. Some institutions offer continuing cultural series which local community members can attend. Athletic teams draw local spectators to their games and are regularly covered by local, regional or national media. The institution itself may have a radio or television station adding diversity to the local media market's offerings.
3. The institution can act as the **catalyst for community action**, pointing to situations that must be addressed and acting as a sort of "civic memory" of what worked and what didn't in the past.

EXAMPLES OF COMMUNITY RESILIENCE CATALYSTS

The following are examples of IHEs acting as catalysts for the resilience of their local communities. These are illustrative and not exhaustive; they are meant to show what can be done rather than all that has been done.

Texas A&M University – Mega-versity in a Rural Setting

Texas A&M University is the major economic driver for rural Brazos County, College Station and Bryan, TX. But its role in the community is more than that – it also is the hub of an extremely strong partnership with local, state, and federal emergency management organizations that has led to the creation of the shared Community Emergency Operations Center (CEOC) whose scope and reach is almost unique among IHEs. The University and community regularly activate the CEOC and test emergency operations procedures prior to and during major events (such as football games) in order to find potential pitfalls under "live fire" conditions. Key personnel collaborate closely on a daily basis in the CEOC, and exercise their plans and procedures together. Projects and safety and security personnel from both the University and the local community meet regularly to update each other on plans and events happening in each other's jurisdictions -- particularly those that might disrupt the others' plans. Not only will these actions pay huge dividends in times of crisis, but they also provide early alerts to opportunities to work together to advance both the community and the University. These "early alert systems" for both potential problems and opportunities are the hallmarks of a resilient relationship and of a University that is fostering the resilience of its local community.

The University is enhancing the local communities' resilience in other ways as well:

- An economic contribution of \$4.3 billion to the regional economy -- twice the impact of a decade ago. The University's 50,000+ students contribute an additional \$500 M to the local economy. The 1.3 M visitors to the University contribute another \$380 M.
- Brazos County is being transformed from ranches and farms to *Research Valley*. In the last five years, a health sciences cluster has begun to grow around the University that is beginning to rival the historically strong engineering and agriculture clusters on campus.
- Community service is one of the University's core values. The University has developed the *AggieServe* system which matches students' interests to volunteering opportunities with community agencies. The University also sponsors a unique day of service called The Big Event. Last year, 18,000 students each volunteered four hours at a variety of agencies. To beautify the local community, the University sponsors *Replant*, an annual program where 1,000 students plant 300 trees across the community. In recognition of its community service efforts, the University was named to the Corporation for National and Community Service's (CNCS) *President's Community Service Honor Roll*. This recognition, sponsored jointly by CNCS and the US Department of Education, signifies that the University has helped to solve community problems while at the same time placing students on a lifelong path of community engagement.

Drexel University – Large University in a Major City

Drexel University in Philadelphia (PA) is playing a critical role in the economic life of both its city and the Commonwealth. It actively participates in and helps to guide the city's *University City* initiative, as well as providing co-op students and interns to businesses and medical facilities in its area. Known since its founding for educating scientists and engineers, it has gradually become a major provider of both health care services and health care education in the Greater Philadelphia region.

Drexel is also having an impact on the safety and security of the surrounding area through its exemplary Medical Emergency Response Team (MERT) and emergency operations partnerships with the city and other local IHEs. Developed and run by students, MERT provides medical assistance in emergencies both on-campus and in the surrounding neighborhoods. MERT and its student leadership have been hailed by local emergency management personnel for their outstanding service to the local community. Drexel's well-developed emergency management program extends emergency operations planning to each department and organizational unit within the University. This depth and breadth of implementation and professionalism of its

emergency operations function facilitates joint planning and exercises with law enforcement and safety and security from other IHEs in the area and with those of the city of Philadelphia.

Other important facets of its impacts on the resilience of its local community include:

- An estimated overall contribution of \$1.2 B for the last reported year (2011-12) to the city's economy, with another \$500 M for the Commonwealth.
- Ancillary economic impacts (student or patient-related) of \$290 M for the city and another \$100 M for the Commonwealth.
- Drexel's capital investments and construction projects from 2000 to 2011 contributed \$870 M, as well as 7,500 jobs, to the Commonwealth's economy. Three new projects scheduled to be completed by 2017 will generate \$380 M in expenditures and 1600 jobs in the city.
- Because of Drexel's nationally recognized graphics arts program, Sony Electronics has now established an economic presence in the region.
- As part of its involvement with the *University City* initiative, Drexel has become an important participant in the *West Philadelphia Skills Initiative*. Participants have an opportunity to become Certified Medical Assistants. The University is also involved in other local job-training programs including a formal program for youth interns.
- Neighborhood development is a major thrust of the University's Strategic Plan. Drexel's President's stated goal is to make the University the most civically engaged IHE in the nation. The University is committing its own resources to develop more livable local neighborhoods and to improve economic opportunities for local residents.
- In recognition of its community service efforts, the University was named to the Corporation for National and Community Service's (CNCS) President's Community Service Honor Roll.

University of Scranton – Smaller University in a City under Duress

The University of Scranton (PA) is playing an important economic role in this Rust Belt city. Scranton, a former coal and transportation center, has been on the decline since the 1930's. Its population in 2010 is one-half that in 1930. The University, a Jesuit institution, is playing an important role in the community: sustaining the city's economy, assisting in community development, and in maintaining social capital – all important facets of community resilience. Important aspects of its impact on its local community include:

- An estimated overall economic contribution to its region of over \$404 M for the last reported year (2011-12). Students spend another \$17 M off-campus each year, in addition to their off-campus housing costs. The University either directly or indirectly supports

8% of the city's workforce. The University has had at least one new construction project each year since 1980.

- The campus has committed over \$3 M to the city's Mulberry Street beautification project, allowing the city to leverage resources to attract both private and federal grant funding.
- The University's Small Business Development Center assisted 115 area businesses in the last year.
- In the past year, the University's health clinic has provided free health care to over 1400 uninsured residents of the local community.
- University students performed over 175,000 hours of community service in the past year. In recognition of its community service efforts, the University was named to the Corporation for National and Community Service's (CNCS) President's Community Service Honor Roll with Distinction.

University of Notre Dame – Larger University in a Severely Stressed City

South Bend, IN, the home of Notre Dame University, had been in an economic slump even before the Great Recession. Its population peaked in 1963, coincident with the closing of the Studebaker plant in the city. Between the 2000 and 2010 censuses, the city lost another 6% of its population. However, the University is playing a major role in sustaining this former Rust Belt city and helping it to reinvent itself and become more resilient.

The University is having an important impact on the community's safety and security posture. The University's fire department is the oldest university fire department in the nation. Besides serving the University itself, it has partnered with other departments in the area to serve local neighborhoods and other Catholic IHEs. It thus has become a valued "force multiplier" for the local community. Similarly, the University's Security Police Department is fully accredited by the state of Indiana and regularly partners with other local, state and federal agencies in a variety of ways ranging from security at athletic events to investigations of crime. Both fire and security personnel participate in exercises with their peers in the local community.

The University is also contributing in the following ways to the resilience of the local community.

- The University made an estimated overall economic contribution to its region of over \$840 M in 2012. Student spending contributed another \$120 M to the local economy. Spending by visitors contributed another \$200 M. In addition, the University has spent over \$500 M in capital improvement projects in the past five years.
- The University is the single largest employer in the city making up over 10% of the city's workforce; the University's growth throughout the Great Recession (over 700 new jobs)

significantly softened the recession's impact on the city and the region. Almost 10% of the region's college-educated workforce are Notre Dame graduates.

- The University has partnered with the city in redeveloping one of the city's most blighted neighborhoods. This investment by the University has been leveraged to provide over \$600 M in total funding for the project and resulted in creation of almost 800 new jobs.
- Over the past decade, the University has played a significant role in economic development of the city and region. It created a fund to provide seed capital for new businesses to be created by students and faculty, resulting in new businesses employing more than 1300 in the region.
- The University's 166 courses that require community-based learning resulted in participation of over 2700 students in community development projects. In total, students and faculty performed over 550,000 hours of community service. In recognition of its community service efforts, the University was named to the Corporation for National and Community Service's (CNCS) President's Community Service Honor Roll with Distinction, the highest level of federal recognition of an IHEs community service.

University of San Francisco –Supporting Civic Leadership, Uniting Fellow IHEs

As important as campuses' impacts on communities' measurable economic benefits, many IHEs enrich their communities through less quantifiable means. USF's impact on the city of San Francisco is one such example.

Through its memorandum of understanding (MOU) with the City of San Francisco, USF is designated as a shelter for at least 500 community members. Its School of Law (in conjunction with other units in the University) recently re-energized a program placing student interns in city government offices and other local agencies. While the students will benefit from dealing with the real-world problems facing the city, the city benefits by having this important staff augmentation. Together, they are helping to develop knowledgeable and experienced future city leaders.

The University is also working with the community in other ways. About 7,800 USF students complete an estimated 323,000 community service hours during the 2011-12 academic year. They work with over 250 organizations in the area, ranging from the San Francisco Unified School District and San Francisco VA Medical Center to Habitat for Humanity. They serve about 400,000 meals, tutor and/or mentor about 5,500 San Francisco school children, provide 3,000 health screenings to the needy, help to build three community gardens, and provide free and reduced-cost legal services to homeowners facing foreclosure. In recognition of its community service efforts, the University was also named to the Corporation for National and

Community Service's (CNCS) President's Community Service Honor Roll with Distinction. It is one of only twelve IHEs to have reached this level of recognition since the Honor Roll program began in 2006.

In addition to supporting its local civil community, USF also demonstrates resilience leadership among its fellow IHEs, extending its resilience impacts into those communities also. USF's agreement with the 28 other Jesuit colleges and universities in the U.S. to accept each other's students during times of crisis in order to insure the continuity of safe, high quality education is a unique and powerful innovation. The compact creates not only a security net during times of crisis but also presents potential opportunities to address other challenges and achieve efficiencies in the day-to-day operations of schools in the network. If, as planned, the agreement is further delineated and fleshed-out for implementation (e.g., the process for assessing which university/college is equipped to take which transfers, identifying the university/college contacts regarding a transfer, how the transfer will take place), the influence and resources of this group show enormous potential for increasing resilience within, as well as among, the participating schools and their communities.

Tougaloo College – Campus as Conscience of the Community

Like USF, Tougaloo College is an IHE whose community impact touches its community's resilience through civic engagement and leadership. Tougaloo College is a small (945 students) historically black college located near Jackson, MS with a rich history in community engagement and impact. The College played an important role in the efforts to provide higher educational opportunities to students in Mississippi during the 1950's and 1960's. The College's efforts extended beyond its own mission of providing a quality education to African American and other students to acting as a civic conscience for Jackson, the state and the region. It continues as an advocate for opportunities for minorities while extending its outreach into Jackson and beyond. This ethics-centric focus energizes the school's economic and community impact. Today 60% of African American women in Mississippi health care are educated at Tougaloo College, and a significant percentage of all Tougaloo College students continue their education to doctoral level graduate work – an enrichment of expertise and knowledge that continues to pay dividends into their communities.

In addition to broader civic leadership, Tougaloo continues to play a leadership role in its local Jackson, MS community. As an important example, the Owens Health and Wellness Center partners with key community stakeholders, government agencies and advocacy groups to host activities such as Ice Cream Sunday, the Cut It Out HIV/AIDS Awareness Initiative, the Barbershop Study Break, the Delta Leadership Workshop Series, the Jackson Youth Leadership Rally and many more. The College's Department of Public Safety has nine officers who have been trained at the city of Jackson's Police Training Academy. There is a close and vital

relationship between the Jackson Police Department and the College's public safety officers. They regularly work together to implement a community-oriented approach involving both city and College resources.

Eastern Connecticut State University (ECSU) – Campus as Community Resource

ECSU is also deeply engaged with its surrounding communities, with one-fifth of its students devoting over 12,000 hours of volunteer service hours each year. The University's *Center for Community Engagement* liaises with the public schools as well as other nonprofit organizations for service projects. The University has noteworthy continuing education programs where many faculty dedicate their time. The University has also established an important outreach effort to the area's burgeoning Hispanic population. ECSU's *Institute for Sustainable Energy* conducts outreach within the surrounding community and throughout the state, including supporting the state legislature in the development of policy on green schools. In recognition of its community service efforts, the University was named to the Corporation for National and Community Service's (CNCS) President's Community Service Honor Roll.

Green River Community College (GRCC) and Navajo Technical University (NTU) – Catalyzing Community Preparedness

Green River Community College and Navajo Technical University illustrate another important way that campuses catalyze the resilience of their surrounding communities – by leading their communities in preparedness and resilience activities. Both GRCC and NTU play important roles in partnering with their communities in emergency preparedness, crisis recovery and resilience activities in ways that strengthen both the campus and the community in capacity and capability. Both work with their community partners in preparedness activities, effective crisis recovery planning, joint exercises, and increased training. Both work with their communities to develop Community Emergency Response Teams in their communities.

Congruent with its community college mission, GRCC acts as a training center in King County, WA. Graduates of their program have the opportunity to become registered emergency workers with their respective cities and the State of Washington, allowing them to aid in local and regional disasters. Graduates also have the opportunity to participate in local and regional continuing education activities, including training and field exercises. In addition to working with the community CERT team, GRCC is forming specialized CERT teams in debris removal (capitalizing on its



Figure 2. GRCC Debris Removal Campus CERT

faculty and students in logging and forestry; see Figure 2 of the Debris Removal CERT team); ham radio communication teams, and a student CERT team that will be engaged on campus and in the community.

GRCC also is participating in emergency exercises as a way of improving its own resilience. GRCC participated in the Great Shakeout earthquake drill, which had a significant impact on the College's approach to earthquake preparedness and increased its coordination with neighboring Auburn, WA in earthquake preparedness. As a result of the drill, GRCC improved its emergency messaging system. In addition, many students and faculty learned how unprepared they were for an earthquake and were provided with ways to improve.

Like GRCC, NTU has also proven to be a catalyst for increased preparedness in both Crownpoint, NM (its community home) and the greater Navajo Nation. College faculty and staff serve as a convening capacity for their local preparedness efforts and work closely with community and tribal leaders in continuing to strengthen Navajo and NTU preparedness and recovery capabilities. Like GRCC, NTU has been central to the development of a CERT program in the Eastern Agency of the Navajo Nation. A previous attempt to form a CERT program in the Crownpoint chapter of the Nation had not been successful, primarily because of a lack of resources and continuing leadership. As part of NTU's transition from a college to a university, students and faculty expressed a desire to form a campus CERT team. This interest ultimately led to a joint effort among the Nation, the Eastern Agency, the Crownpoint chapter and NTU to establish and maintain a CERT program.

INCENTIVIZING SECURITY RESILIENCE

As already noted, the *Corporation for National and Community Service*, in partnership with the Department of Education, encourages IHEs to engage with communities through its *President's Higher Education Community Service Honor Roll* program. Currently this program recognizes community service activities in four categories: general community service, interfaith community service, economic opportunity, and education. These activities are labeled "community service" but arguably are of the essence of building and enhancing community resilience.

As noted in the examples, several of the schools discussed attained Honor Roll status. Each of these schools trumpeted their accomplishments with news releases, alerts on their websites, and blasts on social media. They pointed with pride to their accomplishments. In other words, the Honor Roll program serves as an incentive for IHEs to engage with their local communities in ways that enrich them educationally, socially, and economically.

Many of the schools presented as examples have clearly engaged with their local communities in security matters as well. It is clear that these schools acted as catalysts to improve the security postures of their local communities both in preparedness and in response. However, there is no real incentive for an IHE to do this beyond its own enlightened self-interest. In a time of constrained resources, building resilience is sometimes seen as a discretionary activity, particularly if it involves going outside the IHE. Thus, while all IHEs subscribe to the value of doing it, many do not engage with local communities to improve their security resilience in the intensive manner of Texas A&M or NTU. The IHEs need an incentive to do so.

We recommend that the Department of Homeland Security (or FEMA) consider developing an incentive program for IHEs to improve the security resilience of their local communities. A variety of methods are available. One that appears to be low-cost and yet potentially effective is to establish a *Higher Education Community Preparedness Honor Roll* program to recognize an IHE's accomplishments in this area. Such a program could be run within the Department, or – as in the current CNCS – could be set up as a partnership with CNSC. Preparedness could be either a separate category within the current system, or – preferably – the basis for a separate award. By partnering with CNSC the Department could make use of its existing proposal-evaluation-award framework. An award issued through the CNSC would have more immediate cachet with IHEs and would better leverage limited resources.

CONCLUSION

America's institutions of higher education can be crucial catalysts for enhancing the resilience of their local communities and regions. They bring important benefits to their communities and region -- economic, civic, social, and increased capacity and capability. Implementing incentives that stimulate their role as catalysts for preparedness and resilience would bring powerful increases in the resilience of communities and the nation.

ENDNOTES

1. New York Times on-line edition, http://www.nytimes.com/2013/04/09/opinion/what-is-the-mission-of-a-university.html?_r=0, accessed December 6, 2013.
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