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Developing a sense of civic responsibility in students provides unique challenges to metropolitan universities. This article presents reasons why community service should be emphasized and the approach of one metropolitan university in developing civic participation.

Community Service

New Challenges for a Metropolitan University

Introduction

Imbuing a sense of civic responsibility and the spirit of volunteerism in the minds and hearts of our students has long been a goal of higher education. This is particularly true in a metropolitan university setting where the needs of the surrounding community are great. In an age of declining federal support for both cities and higher education, however, we are faced with a widening gap between societal needs and the historical responsibility of higher learning to try to assist in filling those needs. Compounding the problem further is the fact that there is no system in place to offer incentives to either students or institutions for civic participation.

Community service poses a special challenge for metropolitan universities, institutions which are influenced and shaped to a large extent by their integrative role within their respective metropolitan areas. Moreover, they interact with multiple organizations and a diverse population. Thus, it is not merely the geographic location in a city, but the intensity of the interactions with the urban environment that is the distinctive trademark of urban public universities. Community service programs provide an excellent vehicle to enhance the "town and gown" relationship.

The purpose of this article is to illustrate the role of community service in metropolitan universities by describing a number of examples of developing initiatives at the University of Louisville. The article

will also discuss the lack of essential evaluative components in community service programs and present issues that need to be addressed if we are to move forward in this most important area.

Students and the Call for Community Service

For all colleges and universities, community service programs provide a vehicle for student exploration of self, of personal values, and of the connections between classroom learning and real life experiences outside those classrooms. Surveys of student attitudes, such as the Cooperative Institutional Research Program at UCLA, have described college freshmen as being egocentric, materialistic, and not very concerned about the plights of people less fortunate than themselves. In the recent book *Twentysomething: Managing and Motivating Today's Work Force*, Claire Raines describes people who are 17-27 years of age in terms of certain characteristics, such as a self-orientation, cynicism, money-consciousness, reluctance to commit, and a concern for the quality of their lives. Fortunately, some recent reports have indicated a rise in student activism, altruistic activities, and appreciation of the intrinsic value of education, with a growing number of students who believe they could make a difference and who participate in service activities. This trend can be strengthened by community service programs that introduce students to new people and new ideas, and establish a link between academic life and society. Community service programs that are developed in such a way as to assist students in understanding their role in contributing to the greater good, and also to help them confront and reflect upon these values, provide mechanisms for students to become responsible and participating adults. It is this reflective process that will give personal meaning to the volunteer experience and that will provide something that students don't study in class or learn in the laboratory; it isn't taught, but caught. It is an *ethic of care*, value driven and emphasizing collaboration.

Given the limited resources available for community service programs, it is imperative for universities to garner the skills of all the professionals on campus who can develop and implement these programs. Faculty involvement is key because students should learn the relationship of the theory they learn in the classroom to what happens in the community and with human lives. Student affairs professionals should provide the missing catalyst for the development and implementation of service programs by giving structure and process to the experience.

As experts in human development theory, its application, program development, and evaluation, student affairs is a logical leader and partner in this endeavor. In their recent book on community service, Delve, Mintz, and Stewart propose a Service Learning Model, which includes five phases of involvement:

Phase One: Exploration. Volunteers in this phase are excited and enthusiastic, perhaps a bit naive about the volunteer experience and are motivated by wanting to help others.

Phase Two: Clarification. In this phase, students begin a values clarification process, making more critical decisions about how they allocate their time and service activities in which to become involved.

Phase Three: Realization. "The student generally becomes aware of what the service and the experience is all about. With the exclamation, 'Aha!' students realize how the seemingly diverse aspects of the community service all fit together." (Delve et al 1990, p. 15)

Phase Four: Activation. Student volunteers in this phase proceed from being a "cognitive bystander to a full participant in discussing larger and more complex questions of racism, classes, and economic injustice. Each student may now feel a strong sense of solidarity for the population with which he or she works and may become an advocate on its behalf." (p. 16)

Phase Five: Internalization. Finally in some instances, students become so drawn into the experience that it motivates career and life choices consistent with that experience.

In order for this student developmental approach to work, active involvement by faculty and student affairs administrators, as well as the students themselves, is required. The model was designed to provide structure to the service experiences of students by creating developmentally based interventions. Community service needs to be carefully and clearly guided in order for students to reach the internalization stage of the experience. In other words, development and values clarification don't just happen by accident.

In his classic study on the undergraduate experience in traditional colleges, Alexander Astin states that students learn by becoming involved. We believe that in metropolitan universities, Astin's postulate is just as true for our diverse student bodies as it is for the 18–22 year old. However, given the pre-existing demands on commuter, nontraditional students, the task is more challenging for these institutions. The community service programs at the University of Louisville provide an example of how one metropolitan institution has begun to address this challenge.

University of Louisville

As one of the nation's oldest municipal universities, the University of Louisville (U of L) dates back to 1798. It became a part of Kentucky's public system of higher education in 1970. From less than one hundred students initially, the university has grown into a public-assisted university of over twenty-three thousand students. Today, U of L's urban mission includes not only teaching and research but community service as well.

As with many metropolitan universities, many of our students are in their midtwenties and older, work full time, live off campus, have families, and participate in various community organizations, making their discretionary time very limited. According to nontraditional student representatives, attending the university is not necessarily the main event, but one of many in their lives.

A major study by G. D. Kuh and associates of student learning and development outside the classroom, described by John Schuh and others in volume 2, number 3 of this journal, rekindled interest in developing and enhancing ways of increasing the involvement of our students in community service. Kuh and his colleagues selected U of L as an example of an urban university with high quality out-of-classroom learning opportunities. As part of the data collection process, the student affairs staff had the opportunity to examine our values, strengths, and weaknesses. The experience reinforced our commitment to service education.

The publication of E. L. Boyer's *Campus Life: In Search of Community* also influenced our approach to community service. It stated that there are six principles that define the kind of community every college or university should strive to be. We have focused on two in particular that recognize and support the value of community service:

1. "A disciplined community is a place where individuals understand and accept their obligations to the group and where behavior is guided for the common good.
2. "The campus should be a caring community, a place where the well-being of each member is sensitively supported and service to others is encouraged." (pp. 6-7)

Achieving these principles is particularly challenging for a metropolitan university, where the vast majority of our students are commuters. As Barbara Jacoby pointed out in volume 1, number 2 of this journal, commuter students have multiple life roles and, because they spend so little time on campus, have special needs for integrated support systems and for means of developing a sense of belonging.

The following are illustrations of community service programs and initiatives that are either controlled by the division of student affairs, an academic unit, or through collaborative efforts between departments. In addition, the article provides brief descriptions of programs that may not on first glance appear to be community service. They have been included to underscore the unique and multifaceted relationships a metropolitan university has with its surrounding community.

While the University of Louisville doesn't claim to be at the forefront of service education, these programs provide an example of what can be done. The authors recognize that service education at U of L, like many other metropolitan universities, is a relatively new endeavor, but one that has an important role in addressing its urban mission.

Student Affairs Programs

Project Outreach: JUST DO IT!

In 1989, the University of Louisville Division of Student Affairs launched a new program designed to make college and career opportunities more accessible to the minority community of the surrounding county. Project Outreach: JUST DO IT! combined the efforts of faculty, students, and student affairs staff, who visit homes and meeting places of people in

target areas, i.e., parts of the city with large percentages of groups who are underrepresented at the university, primarily African American students. Volunteer teams of university representatives help local students and parents complete college applications, explore career and educational opportunities, and learn more about the life of a U of L student. It is designed to increase U of L's involvement in the urban community, to enhance a welcoming environment, and to increase enrollment and retention.

This project was initially developed in response to the Office of Civil Rights desegregation requirements and enrollment goals set by the state higher education coordinating body, the Kentucky Council on Higher Education. Further, U of L's Board of Trustees took an active role in setting retention goals for all undergraduate students. JUST DO IT! also supports the president's strategic plan, which we believe is critical to the success of these types of programs.

In the years since its inception, the program has been a great success. U of L now has some fifty-five faculty and staff involved in programming with the Jefferson County Public Schools, the Louisville Urban League, and the YMCA Black Achiever Program, to name a few. In addition, these volunteers have also committed to staff, in part, an Outreach Office in West Louisville, which will be opening in the near future.

Individual volunteer involvement in this program is dictated by personal schedules and continues to present challenges that are inherent to voluntary programs. Continuing efforts to build bridges in the community is also a present and future concern. Finally, increased competition among institutions for that targeted population, especially African Americans, has necessitated a commensurate increase in the creativity and novelty of the JUST DO IT! program approach. Faculty input in the process of developing new program ideas has been invaluable in meeting this need.

In the end, as is the case for so many programs in higher education, funding and staffing are paramount concerns for the future.

CampusServe and Leadership Preparation for Success

In an effort to enhance the spirit and substance of community service in Kentucky, the Council on Higher Education began the CampusServe program as part of a national effort and allotted monies specifically for community service projects for Kentucky colleges and universities. U of L received two grants under this program, which will be used to underwrite the Louisville CampusServe program and the Leadership Preparation for Success program. The CampusServe grant was secured in collaboration with two other Louisville institutions, Bellarmine College and Spalding University.

CampusServe is designed to develop mentor relationships between college and middle school students, and to instill a sense of civic responsibility through service to others. The Student Government Association, in coordination with the sociology department, has implemented a one-hour credit course entitled "The Emerging Leaders Program." This course integrates the concepts of leadership development

and is the source of the mentors for both the CampusServe project and the Leadership Preparation for Success program. CampusServe participants are middle school students from the Louisville area (some from low socioeconomic areas) who are interested in improving their communities while developing a positive relationship with a college-age mentor. The mentors serve as tutors and develop programs to introduce the middle school students to collegiate life.

U of L's Leadership Preparation for Success (LPS) program also incorporates the principles of leadership development and community service. It focuses on high school students. The student-mentors involved in the program will promote the importance and value of higher education and diversity to first-generation college, minority, or low socioeconomic-level high school students. Mentors will develop and coordinate group outings and a community service project that will enable them to practice their problem-solving and leadership skills. While the cornerstone of the LPS program is the mentor/student relationship, the mentors will also take part in the planning and coordination of an advanced leadership workshop sponsored by the Omicron Delta Kappa Leadership Honor Society. The students will be invited to participate in an assortment of leadership programs on campus.

Greek Service Programs

Whether through a Habitat for Humanity project, an Adopt-a-Highway project, or a Walk with the Animals at the zoo to benefit the local children's hospital, U of L Greeks are also actively involved in community service projects. Three U of L fraternities have gone a step further to strengthen their relationship with the community by establishing their houses in the Old Louisville area that surrounds the campus. These fraternities emphasize service to their neighbors and to neighborhood service agencies.

U of L's Greek Life Office keeps records of the community service hours and donations from the fraternities and sororities. The Greeks are honored for their contributions through certificates of commendation and rotating plaques that reward service activities. This year, two new awards have been instituted. The first award will honor ten outstanding Greek volunteers based on their individual hours of service and the hours spent with projects sponsored by their chapters. The second one will honor the sorority and fraternity that has the most outstanding community service project.

In addition to establishing the two new awards this year, the Interfraternity and Panhellenic Councils have formed a Greek Community Service Board composed of a representative from each chapter. This board meets monthly to tabulate hours for groups, promote volunteer opportunities for Greek organizations, and to set policy as to what is considered acceptable for community service credit. For the year ending April 1, 1992, U of L Greeks reported 13,049 hours of service and \$17,260 in money donated. These figures only reflect the fifteen out of twenty-six fraternities and sororities that actually reported their hours.

Collaborative Programs

HANDS

In 1992, U of L received a two million dollar grant funded by the U.S. Department of Education for an urban community service project called HANDS (the Housing and Neighborhood Development Strategies), a bold, innovative, and pragmatic partnership of government, business, local universities, community-based organizations, and students. The goal of HANDS is to create a comprehensive effort to rejuvenate the city's most impoverished areas and to help low-income families become homeowners. Achieving the project's goal will involve multifaceted efforts in the component areas of case management, jobs, education and leadership training, home-ownership programs, and overall community design. This is one of the largest federal grants ever given to a university to study housing needs.

Within U of L alone, several offices and academic units will be involved, including the College of Business and Public Administration, the School of Education, the Division of Student Affairs, the President's Office, the School of Nursing, and the College of Health and Social Sciences. U of L President Donald Swain compares the partnership approach to what cooperative extension services have done for the land-grant universities in the rural areas.

The two key areas involving students in HANDS community service projects are the educational enhancement training and the case management components. The School of Education will implement the former and will utilize student interns as tutors to enhance literacy programs and competencies. Student volunteers will also be involved in the case management component. Several local universities will implement internship programs utilizing nursing and social work students, who will assist a case manager and a team of professionals in providing comprehensive family assessments for over four hundred participating families.

Academic Programs

School of Law

In 1990 the University of Louisville School of Law became a national leader in the area of public service and was one of the first five law schools in the nation to adopt public service as part of the prescribed course of study. Students are required to serve at least thirty hours of law-related public service during their law school career, which includes placements in legal aid offices, nonprofit public service organizations, and various governmental agencies.

School of Nursing

At U of L's School of Nursing, faculty, staff, and students are committed to serving the needs of our metropolitan area. Faculty and staff

give one night of service per week year round to a homeless center. Student volunteers spend five hours a week for a total of 750 hours a semester helping the elderly in nursing homes.

Sociology Department

The Sociology Department at U of L offers a credit volunteerism course. Students contribute eighty hours each per semester for a total of twelve hundred hours a semester to local agencies. In addition, the Sociology Department provides the faculty support for the curricular aspects of the CampusServe and the Leadership Preparation for Success grant projects.

Other Programs That Provide Service to the Community

Celebrations of Diversity 1990-93

One of the predominant issues in American society is diversity. A metropolitan university can render enormous community service by helping not only its own students and staff but also members of the community to recognize that people are different, and that differences are to everyone's advantage if they are accepted, understood, valued, nurtured, and utilized. Among the most important aspects of the education of U of L's students is that of developing informed, tolerant, accepting, and mutually celebrative attitudes within the campus and metropolitan community in which diversity is valued and differences embraced.

In 1990, U of L conducted its first annual Celebration of Diversity. For ten days there were over thirty-five events that focused on various cultural and racial values and traditions. Workshops, forums, films, discussions, and entertainment events were specifically designed to meet the president's goals of increasing awareness and appreciation for the different races and ethnic groups represented on campus. In addition to the student population, the general public was encouraged to attend as were educational, religious, civic, business, and governmental leaders from the metropolitan area. This program is a good example of how the community of the institution includes the surrounding metropolitan area.

The Celebration of Diversity is now an annual event. The 1991 event focused on incorporating diversity into the curriculum; the program in 1992 focused on broadening the base of responsibility for diversity so as to ensure university-wide participation and accountability.

The first year of the celebration served as a starting point for increasing the awareness of the campus community to the value of diversity. It soon became apparent, however, that an ongoing methodology was needed to maintain the issue at the forefront of the university's multiple priorities. Evaluations of the week's activities included responses by student, faculty, and staff which in effect said, "Nice start but we need much more." During the second year, the provost worked with the faculty to incorporate

diversity into the curriculum. This approach was crucial especially because 90 percent of U of L's students are commuters who spend most of their time in the classroom when on campus.

The Student Affairs Division also recognized the importance of long-term experiential programs. During the third year of the program, a seven-week Institute for the Healing of Racism was initiated, which allowed students to share their feelings about diversity and issues such as racism and prejudice in a safe forum. This approach recognized that students must deal with their own personal feelings before they can address issues in their community, and that this requires more than a week-long series of events. Student affairs staff have now begun to make plans to work cooperatively with academic affairs in developing this type of program.

Multicultural Center

One unique example of community service on campus is the Multicultural Center, a department within student affairs. The center was opened in 1991 to reflect the commitment U of L has to promote cultural diversity. An advisory board to the center includes community members as well as faculty, staff, and students. With an emphasis on community outreach and collaboration, the Multicultural Center sponsors lectures, exhibits, discussions, and artistic demonstrations highlighting the diversity of ethnic groups present at U of L and in the city of Louisville. Among the goals of the center is a focus on educating the total person, and on fostering understanding and unity among our students and within our community. Re-education and accountability measures are paramount concerns as well as the incorporation of developmental theory into the classroom and into program development.

Evaluation

Demands for institutional effectiveness and accountability as well as declining budgets have forced institutions to choose carefully which programs and services they will offer. Accrediting agencies and a plethora of standards remind us that it is no longer adequate to assume the quality or the benefits of programs. An evaluation component must be incorporated into the planning and implementation of community service programs as into any other university activity.

All too often, the evaluation component of a program is tacked on to the process almost as an afterthought. However, it must be an integral part of the planning process. With the increased attention nationwide to the student outcomes assessment movement, program evaluation becomes all the more important. There are many program planning and evaluation models from which to choose, and each institution must choose or design its own.

Efforts to evaluate the effectiveness of community service programs at U of L have just begun, in part because many of these initiatives are very new. However, based on our experience, we recommend that the following

areas be addressed in the planning and subsequent evaluation of service programs:

1. The mission of the program should be clearly articulated.
2. Goals and objectives of the program should be specific and measurable, and should achieve both short- and long-term benefits for students, the institution, and the community.
3. Program coordination should be broad based and collaboration among departments encouraged to ensure more efficient use of resources.
4. Fiscal costs and gains should be analyzed, cognizant of intangible gains, e.g., good will to the institution, benefit to the recipient, impact on the student.
5. Evaluative data must be used for program enhancement: the results should be utilized, not simply collected.

This list is certainly not exhaustive but should provide a beginning point for designers.

Conclusion

From an institutional perspective, when emphasis is being placed on volunteerism and service education, we as educators must realize that it is our responsibility to transmit this message to and through our students. Essentially stated, we in student affairs are on a lifelong mission to convince our students that they shouldn't get an education to make a living—rather, they should get an education so that they can make a difference.

The challenge, therefore, is for the student to have both an interior and exterior transformation by developing a social conscience. To exercise such a conscience for the betterment of humanity is one way for students to learn that sooner or later they must pay their civic rent. What better time for them to start than while they are college or university students?

Suggested Readings

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