Partnering for Community Development: An Interactive Relationship Framework for Assessing Higher Education Institution Impact in the Local Community

by

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Abstract

The involvement of higher education institutions (HEIs) in the local community is a conflicted topic. Deeply connected to notions of "public good," touted as drivers for economic prosperity and societal progress, yet subject to suspicions of irrelevance and exploitation, HEIs have a complex relationship with the communities in which they are embedded. Through the lenses of place building theory, social field theory, and community development theory, this study uses an interdisciplinary conceptual framework to examine the complex topics of community-HEI relationships and their impact on systemic structural change at the local level. A mixed methods research design utilizes document analysis, surveys, and semi-structured interviews to collect data relevant to the goals, actions, expected outcomes, and observed impacts of a single HEI case study and its cooperation within the local community. Collected data for the case institution, located in Winnipeg, Canada, is compared with the city's community development goals, which are derived from the United Nations Sustainable Development Goals (UN SDGs) to determine areas of alignment and divergence. Relationship qualities and agency to reduce systemic barriers are noted through the interactions between university faculty members, university administrators, members of City Council, and community organization members and examined through the conceptual frameworks to arrive at a new understanding of the institution's community development impact. Results show that despite the aspirational tone of university documents to be a transformative force in the community, members of the community are largely unaware of its social impact, with some suggesting that it increases systemic barriers rather than removing them. While the case-specific data is unique to the institution, the conceptual framework provides an adaptable evaluation approach that may be used by other institutions in their various contexts, creating a new way for institutions and their communities to assess higher education's impact in relation to local community development and localized SDG attainment.

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Every time someone starts with a research question and takes it out into the world… [the world] changes.

—*University Administrator 2*

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Chapter 1: Introduction

The purpose and responsibility of higher education institutions (HEIs) in relation to the communities in which they are located may be perceived in various ways according to the perspectives of their stakeholders. Needs and opinions of community members towards higher education have evolved significantly over recent decades, as shown by an increasing number of questions concerning the nature of higher education's so-called "public good" (Marginson, 2011). Amid growing skepticism of the value of higher education's social outcomes, institutional leaders are challenged to defend community investment in the burgeoning cost of educational delivery and research (Jongbloed et al., 2008). This study contributes towards an understanding of higher education's purpose and responsibility to its local community and provides a common narrative for both institutional and community leaders to engage in dialogue and actions toward mutual goals.

This study examines the social impact of the University of Manitoba located in Winnipeg, Manitoba, Canada, using an evaluation framework developed from theoretical perspectives in sociology, business, and community development. One of the significant challenges with attempting to assess the social impact of higher education is to agree upon a common language and framework that holistically considers the ways that higher education institutions interact with and influence the surrounding community. Academic work may have many benefits in the community beyond what has been historically appreciated in terms of knowledge production and dissemination. The benefit of developing a common language regarding social impact in the local community is that schools will have a readily available framework to measure their impact as a community development agent within their local environment.

To address this challenge, this study uses the United Nations Sustainable Development Goals (SDGs) as a foundational organizing framework. Perspectives have been gathered from both institutional and community sources to determine the nature of their collaborative

relationships, their orientation towards social structural change, and the intended, as well as unintended, outcomes of HEI-community partnership actions as they impact community development goals. A multi-method approach helps to capture the range of diverse perspectives anticipated among stakeholders and ensure both community and institutional representation.

Personal Position Statement

Community development has been a personal interest since my first foray into international development in the 1980s. After joining a community development organization working in East Africa, I quickly realized my limitations and inadequacies for dealing with complex social challenges in a cross-cultural setting. While my contributions were, I believe, meaningful to a few individuals on our team and several people whom we were assisting, I nonetheless felt that I was out of place, over my head, a pebble in a large ocean, and any number of other colloquialisms that represent an insignificant player in a much grander scheme.

The solution to my discomfort at the time was to pursue knowledge. I spent my undergraduate degree learning about international development theory and my first graduate degree studying the internationalization of higher education. My career remained within higher education, finding a niche in international relations, bridging the gap between academic interests and community interests. It intrigued me to discover ways that teaching, learning, research, and service could come together within an institutional partnership and create something truly transformative for the university faculty, staff, and students involved. I also liked to think that such academic partnership activity was transformative for the communities in which the universities were located, but this was a harder measure to assess.

When provided the opportunity to pursue doctoral studies, my topic choice seemed clear: to study the ways that higher education institutions influence community development. Several

communities in East Africa where I had the privilege to visit, seemed to have adopted a vision for socio-economic development in which higher education was considered to be an important contributing factor. Universities were springing up in nearly every regional centre over the space of a few short years. I wondered if higher education was a proven development strategy, or whether this investment was based on an assumed relationship between academic outputs and community development, what might be termed "wishful thinking". When I observed others, such as The Times Higher Education Rankings, using the UN Sustainable Development Goals to evaluate higher education's social impact, I realized that my curiosity may resonate within the higher education field and have value beyond my own academic achievement.

This thesis marks my journey of discovery towards understanding how the activities and outcomes of higher education might impact on the local community in which they are institutionally located. Using the premise of partnership, my intent is to explore not just "what" development activities are taking place, but also the "how" and the "why" development takes place through the interaction of people both within and outside the learning institution. By stepping beyond the realm impact assessment, into the area of human relationships, my hope is that people within higher education institutions who truly desire to be transformative change agents in the local community can self-assess the effectiveness of their work and course correct as needed, using the frameworks developed through this study. Rather than looking to examples in East Africa, I feel a moral obligation to begin in my own back yard, with an institution that I know well, the University of Manitoba, in Winnipeg, Canada.

The Urgent Need for Assessing Higher Education's Social Impact

In a global knowledge-based economy, higher education is a significant, perhaps even indispensable, contributor to the social and economic development of their local communities

(Trani & Holsworth, 2010). This understanding, however, stems from a generally unstudied, or under-studied, view of higher education outputs in relation to community development (Brennan et al., 2008). Academic outputs such as number and diversity of graduates, papers published and citations received, research income, notable awards, etc. are common indicators used in comparing and ranking higher education institutions (Hazelkorn, 2018). Such indicators, however, are generally not well understood or appreciated as an inherent value to community members outside of higher education (Y. Lee, 2017). Conversely, governments will frequently require economic impact statements and reports from HEIs, which many within institutions find to be frustratingly reductionist (Usher, 2021). Not all academic departments are able to directly connect the value of their work to economic prosperity in the wider community, leaving those within the discipline feeling disenfranchised and cynical (Froese, 2022).

Amid growing doubt of higher education's relevance to the public good (Marginson, 2011), it is imperative that this disconnect between universities and colleges and their communities be addressed. To bring the two divergent perspectives together, this study proposes a common values foundation based on the UN SDGs as a starting point for effective measurement and evaluation. By demonstrating the value and contribution of higher education to locally determined sustainable development goals, institutions may communicate their value in ways better appreciated by local community members. And community members can be encouraged to think about the impact of higher education beyond its contributions to jobs and the economy.

Brennan et al., (2008) observe that research concerning higher education's impact at the local level is relatively unstudied. While funding for higher education operations among Canadian public institutions may originate with provincial and federal government sources, and consequently generate a more substantive volume of discourse, municipal governments also have vested interests in the schools within their jurisdiction. Individual and collective wellbeing is a primary

concern for community leaders seeking to develop the quality of life for their constituents. Higher education as a sector within the community has a conflicted history of both standing apart from the community as well as being an important contributor to its wellbeing and development (Jongbloed et al., 2008). In the current social and economic climate, which is fraught with controversy and uncertainty driven by the socio-economic reckoning of the recent global pandemic, a better understanding of higher education's social impact is critical for the future of both higher education institutions and the communities in which they are located.

Higher Education as a Public Good: Historical Context of 'Third Mission' Expectations

The exploration of higher education's involvement in the community is commonly described as the 'third mission' of universities, which in addition to teaching and research describes the role of 'service' to society. While some may protest the ambiguous nature of this responsibility area (Compagnucci & Spigarelli, 2020), and others may resent the need to redefine academic work in terms of its social impact (Watermeyer, 2012), the university's third mission has been present in both articulated and implied terms since the modern North American university emerged in the 1600s (Roper & Hirth, 2005). The evolution of third mission focus and purpose have, however, changed considerably over the years.

Roper & Hirth (2005) provide a helpful account of higher education's development in North America, which originated largely through the work of religious groups as a means to convey citizenship values along with moral and religious thought for relatively few individuals destined to become leaders in society. As governments formed and the task of nation-building became a primary concern, universities were given land and public funds in exchange for broadening their mandate to educate wide sectors of the population in skills necessary for community development, i.e., agriculture, industry, health, and public services (Roper & Hirth, 2005). War in the mid-

twentieth century drove the need for scientific innovation and the Cold War increased public appetite for new technology (Jones, 2014). Research agendas became preeminent concerns for universities. Demand for skilled workers continued to grow and governments in Canada and the United States initiated a second tier of higher education community colleges to meet the training needs of local communities (Jones, 2014; Roper & Hirth, 2005).

With economic downturn at the start of the new millennium, government funding started to decline relative to HEI expenditures (Y. Lee, 2017). HEI administrators were required to look elsewhere to fund their growth agendas. Increases to student tuition, particularly international student tuition provided partial relief, as did funding for research through various foundations and government research councils, but competition for limited funds became an increasing concern (Jones, 2014; Roper & Hirth, 2005). "Academic entrepreneurialism" emerged as universities developed new educational services and programs for marketing to new segments of the population at home and abroad (Compagnucci & Spigarelli, 2020). Researchers partnered with corporations, service agencies and other institutions to develop innovative technologies and expand their reach. HEIs established administrative units of professionals to manage specific processes, such as technology transfer and institutional agreements, which created bridges with community partners and buffered the institution from changing environmental trends (Hoy & Miskel, 2013).

Current Environment: Stakeholder Expectations re Higher Education's Social Accountability

The backlash against a neo-liberal market-driven "performativity" approach to higher education has been strong within the academic community across various disciplines (Lyotard, 1984). An increasing array of higher education networks, professional associations, non-governmental organizations, and para-governmental organizations are calling higher education to transform neo-liberal practices into social justice priorities (Lytle & Timmerman, 2006). Incentives

for institutions to build reputations of social consciousness, involvement, and sustainability are offered through initiatives such as the Carnegie Foundation's Community Classification System, the Talloires Network of Engaged Universities, UNESCO's Global University Network for Innovation, and The Times Higher Education Global Impact Rankings. Both internal and external stakeholders in higher education are denouncing the "marketization" of higher education (Teixeira & Dill, 2011), calling for a return to the mission of education for the "public good" (Marginson, 2011), and elevating third mission priorities to centre stage in institutional strategic development (Trani & Holsworth, 2010).

With a myriad of opportunities to demonstrate a HEI's social contributions to this wide array of external influencers and an equal, if not greater, range of possibilities to pursue new markets with public and/or private partners, it is little wonder that contemporary HEIs may find themselves struggling with "mission confusion" and "mission overload" (Jongbloed et al., 2008). As government funding decreases relative to institutional costs and HEI administrators and faculty prioritize new partnerships, diverging agendas are expected. Within this tension, demonstrating a university's central purpose towards the "public good" will become increasingly difficult (Marginson, 2011). The starting point to resolve the growing problem of the university's third mission, as suggested by the literature in this review, is the university's local community.

Seeing from Many Sides: Need for an Interdisciplinary Perspective

As a disciplinary field, the study of higher education has a relatively small and fragmented research base, frequently undertaken as a sub-field within a larger discipline such as education, sociology, or business (Brennan & Teichler, 2008). Organizational complexity, differentiated roles in society, and disciplinary diversity all create challenges for examining higher education through a particular theoretical lens. As noted by Brennan et al. (2008), higher education research

is interdisciplinary by necessity, drawing from various academic fields to inform its conceptual and methodological approaches. In keeping with this interdisciplinary perspective, this study's conceptual framework draws from sociology, community development, and corporate social responsibility theories, with history and geography each having influence as well.

Partnership as a Foundation for Community Development

For decades universities have been accused of existing in "ivory towers" apart from and disinterested in the community that surrounds it (Etzkowitz et al., 2000; Roper & Hirth, 2005). We have reached a reckoning of this mindset in current years. Universities draw resources from their local community, they occupy space in the community, their students, staff, and faculty either come from or reside in the community. And yet, the attention of many within the university is focused elsewhere on their respective disciplines, on their international networks, on market sources abroad. In this age of globalization and marketization in the global knowledge-based economy, HEIs have become competitive by necessity, fostering a sense of self-promotion to advance their mission. The attraction of partnerships within the HEI's local community is largely measured by its relevance to research and teaching interests, rather than inherent good for the wellbeing of the local community (Etzkowitz et al., 2000; Watermeyer, 2012).

The idea of "partnership" between the HEI and external community partners is frequently wrapped in protective legal agreements, with assurances for acceptable returns on investment, and contingencies for prospective risks (McRae, 2012; Siemens, 2012). As centres for knowledge and innovation, particularly among larger research universities, many are beginning to stand up to be counted for their own institutional actions in the area of sustainable development (Universities Canada, 2021). This is demonstrated through institutional publications of sustainable development reports (Red River College Polytechnic, 2023; The University of Manitoba, 2023), as well as

school participation in national and international evaluations of sustainable impact (Universities Canada, 2021).

The Times Higher Education (THE) Global Impact Rankings highlights such actions and measures institutional impact accordingly (THE World University Rankings, 2020). While HEI actions in sustainable development are beginning to garner wider attention within the higher education field (Usher, 2023), relatively little critical examination is made concerning whether or not HEI actions are done in partnership with local community, and whether partners have equal agency to achieve long-term sustainable development impact (Brennan et al., 2008). In other words, HEIs are beginning to examine themselves according to metrics connected to the SDGs, but these metrics have not been developed in relation to the specific goals of local communities and are therefore in danger of being unrelated to priorities at the local level. Through participation in ranking schemes such as the THE Global Impact Rankings, HEIs continue to gather data relevant to their position within higher education globally but lack intentionality concerning what is important to their local communities.

Communities, also, are taking the initiative to address sustainable development locally. The United Nations prioritizes local community action towards the SDGs and is building a growing list of cities around the world that are documenting their progress. This list of 140 communities includes Winnipeg, Manitoba, Canada (IISD & Winnipeg Foundation, 2022), which is the community participating in this study and will be described in further detail in the case study description in Chapter 3. Within community efforts to achieve local SDGs it remains to be seen whether locally embedded HEIs are considered a fulsome partner across the spectrum of sustainable development goals, or whether public perception views their usefulness in more limited terms and within certain sectors.

Given the strong emphasis placed on partnership for achieving the UN SDGs, which is named within the very SDG framework itself (United Nations, 2023), the assumption of this study, based on research literature, is that initiatives in which the city and HEIs work together will be more effective towards achieving long-term social impact than when either party works alone. Additionally, it is expected that the nature of the relationship between the partners will have a significant effect on the ultimate outcomes and impact that the partnership is able to achieve towards SDG attainment in the local context. Further, the orientation of this partnership towards social structural change is essential for sustaining long-term development impact. Before entering the details of how these will be assessed and measured, however, clarification needs to be provided for several essential terms.

Definitions

With such a breadth of disciplinary thought underpinning this study, care must be taken to clearly define and understand the foundational terms and concepts used.

Higher Education: Functions, Characteristics, and Purpose

Drawing primarily from sociological theory, the field of higher education may be understood in terms of its function, characteristics, and purpose.

Function: Higher education, as a social institution, both influences and is influenced by the community in which it is embedded. According to Emile Durkheim, who is credited with being one of the founders of modern sociology, education serves a socialization function in society, conveying the norms, values, and moral code for society to maintain cohesion despite its diversity (Robson, 2019). A contemporary of Durkheim's, Karl Marx, also a founding sociological theorist, alternatively proposes that education maintains the balance of economic power in society by reproducing the modes of production (Robson, 2019). In both the structural functionalist and

Marxist theories, higher education is perceived as maintaining society's *status quo*, though for different reasons and with many differing outcomes of thought.

Subsequent theories that build upon these foundations further elaborate higher education's societal functions. Collins' (1979) credentialism theory supports Durkheim's structural functionalist approach by suggesting that a key function of higher education is to provide structured academic programs through which individuals attain credentials that permit entry to certain types of employment and resulting social statuses. Bowles and Gintis (2002), conversely, take a neo-Marxist stance in describing their correspondence principle, which maintains that socio-economic status predetermines the possible attainment of higher education credentials and prevents those from lower classes from completing or even entering degree programs due to systemic barriers. In either theory, higher education credentials are a pathway to social achievement for some and an inhibitor to achievement for others. In this way, Stevens et al. (2008) argue that higher education functions like a sieve, sorting individuals into various social strata.

The ability to move between social strata based on an individual's knowledge or acquired social recognition is known as cultural capital, according to French sociologist, Pierre Bourdieu (Robson, 2019). Higher education bestows cultural capital to its students through graduation rites, diplomas, and degrees. It also facilitates and incubates the collegial interaction that becomes the social capital necessary for inclusion in various professional networks post-graduation (Stevens et al., 2008). These attainments are thought to significantly improve the opportunity to acquire economic capital, or the material means to improve the quality of life (Pinxten & Lievens, 2014). Thus, higher education functions as a conveyor of knowledge through which individuals may pursue and achieve wellbeing.

In addition to conveying knowledge, higher education also generates knowledge through research and innovation. It is the research function of higher education that contributes to

economic advancement in society by seeking solutions to social challenges and creating new understanding and schools of thought to guide social innovations (Mintrom, 2008). In many ways, higher education sets the standard for accurate acquisition of new knowledge through its diligence in adhering to trustworthy practices that ensure validity and reliability of information generated (Mintrom, 2008; Stevens et al., 2008). The knowledge production function of higher education is both increasingly valued and scrutinized within society as needing to demonstrate its so-called "return on investment" by relating its relevance to societal needs and priorities (Bornmann, 2013).

The third function of higher education commonly referenced together with education and research, is that of service to community (Levin, 2003). As discussed earlier, this function has been present since the inception of modern universities, though it has changed significantly over the years (Roper & Hirth, 2005). While the function of service is central to the subject of this study, it is a function that cannot be separated from the other two. Higher education fully *serves* the community through its teaching and research functions, though the explication of this may not be transparent in the wider society. This study offers a contribution to expanding the understanding of higher education's function as a community service in ways that align with existing community sustainable development priorities.

Characteristics: Social theorists of past decades have examined education as a social institution, producing a set of important characteristics that continue to guide exploration and debate in the field (H.-D. Meyer & Rowan, 2006; J. W. Meyer, 1977; J. W. Meyer et al., 2007). Strong institutional norms exert the need for schools to follow relatively similar patterns for how education is delivered and credentialed in order to have legitimatized authority within the field. DiMaggio and Powell (1983) suggest that such isomorphic forces, i.e. the pressures that force institutions to adopt similar characteristics, will influence educational institutions in three ways: (i) coercive forces, such as government acts and policy regulations, ensure schools adopt common

characteristics, such as a bicameral governance structure, degree granting qualifications, and not-for-profit status limitations; (ii) mimetic forces create similarities between schools through competition, such as characteristics measured in competitive ranking schemes; (iii) normative forces ensure common qualities among schools through oversight organizations, such as standards control boards and accreditation agencies. Consequently, higher education institutions demonstrate many common characteristics related to teaching and research excellence, student care, and collegial governance systems.

"New institutionalist" theories in higher education are also exploring the evolution of the field alongside changes in other institutional fields such as the economy and political governments (H.-D. Meyer & Rowan, 2006). As government control lessens with declining public funding (Marginson, 2016), coercive and normative pressures are reduced and schools search for technical efficiencies, such as robust information and learning management systems, that enable them to be more competitive in the market economy (H.-D. Meyer & Rowan, 2006). While maintaining conformity to characteristic qualities that ensure reputational strength, schools are also pursuing distinctives, such as innovative inter-disciplinary programs, that will differentiate them in a competitive environment (Slaughter, 1997).

In Canada, government has been the controlling actor in the creation of the community college system, which is designed to serve the immediate needs of community for a skilled workforce (Jones, 2014). Private colleges and universities, whether for-profit or not-for-profit, are increasing and expanding educational options in this country (Shanahan & Jones, 2007; Usher & Kwong, 2014). The stratification of higher education produces differentiated options for students, academics, and community partners to inform choice and action in a competitive environment (Marginson, 2016). Some concern over the 'vocationalization' of higher education has been voiced for several decades, claiming that the growing link between education and employment is

fundamentally changing the nature of HEI program delivery, opening schools up to the volatility of market systems, and increasing inequality between institutions (Walker, 2016). The evident 'mission creep' between schools in the different strata of community college, university college and university is blurring the distinguishing lines between these institutions and competition is exerting fundamental change on the sector (Walker, 2016).

Max Weber, also a contemporary of Marx and Durkheim, contributes theories of rationalization, bureaucratic authority, and status within stratified systems to an understanding of the characteristics of higher education (Robson, 2019). Organizationally, higher education institutions tend to be highly complex and bureaucratic structures through which semi-autonomous academic units function through a collegial consensus-based authority. Faculty units have close association, not only with the administration structure of the institution, but also with the relevant disciplinary networks, accrediting associations, and academic communities. J. W. Meyer (1977) observes that the rational actors within these units maintain effective relationships internally and externally through the loose coupling of managerial control within the institution.

The bureaucratic, loosely coupled, and decentralized characteristics of higher education institutions, however, are changing. Increasingly, schools are moving towards greater centralization of decision-making authority, tighter coupling of academic interests with institutional operating interests, and growing external stakeholder accountability (Bleiklie & Kogan, 2007). New institutionalist theories proposed by H.D. Meyer and Rowan (2006) suggest that the evolution of these institutional characteristics demonstrates the growing influence of higher education's role in the market-based economy that emphasizes legitimacy based on technical efficiency rather than normative institutional authority. Higher education institutions are shifting to address the needs of the market economy across the disciplinary spectrum of their academic faculties.

Purpose: Higher education is built upon the joint functions of teaching, research, and service to the community (Levin, 2003). The question of higher education's purpose, however, is not just a question of "what" the HEI does but is also a question of "how" and "why" the HEI exists with the community. Importantly, the work of Brennan et al. (2008) examines higher education's contributions to society in terms of three perspectives: the knowledge society, the just and stable society, and the critical society. These different perspectives bring to light a better understanding of higher education's purpose in relation to society that would otherwise remain hidden if described solely by the teaching, research, and service pillars alone.

Higher education's purpose to build the "knowledge society" is largely uncontested. Since the dawn of existence for modern western universities, institutions have been assuming responsibility for knowledge production and transmission (Roper & Hirth, 2005; Trani & Holsworth, 2010). In generating innovations and communicating necessary information and skills to students, HEIs have been helping communities and nations to develop a skilled workforce and grow their economies (Lane & Johnstone, 2012). Higher education institutions are the means and metrics for the rest of the economy to know what knowledge is needed and how it should be valued and measured (Mintrom, 2008).

Higher education institutions continue to be one of the primary means through which communities and nations grow and develop in a competitive global market economy through innovation (Gaffikin & Perry, 2009; Grant, 2014). Increasingly, government innovation agendas are shifting research funding away from traditional basic science exploration, sometimes called *Mode 1* production, to science that has applied and practical uses elsewhere in society, also known as *Mode 2* production (C. F. S. R. Canada, 2017; Nowotny et al., 2001). Knowledge production, is undertaken within and alongside knowledge transfer and knowledge exchange, as researchers

collaborate beyond institutional boundaries with individuals in other social sectors (McFadyen & Cannella, 2005).

Knowledge is a driver for development, for individuals as well as the wider society. Higher education institutions transmit knowledge to their students and signify their qualifications of acquired knowledge through the credentials earned (Collins, 1979). Graduates can further develop their careers and improve their social standing based on the strength of these credentials (Stevens et al., 2008). The participation of faculty, staff, and student graduates in various economic sectors, professional associations, government, social services, and family networks, serves to connect these different social institutions (Stevens et al., 2008), thereby weaving higher education into the very fabric of the community (Bessant, 2018b; Stevens et al., 2008).

Brennan (2008) argues that HEIs are also significant contributors to a "just and stable society." The linking of these two concepts, i.e. "justice" and "stability", is an interesting choice. Ideas of "justice" relate to equity, diversity, inclusion, and accessibility, which have become moral and legislated requirements for higher education institutions in recent decades, even as awareness of systemic barriers for certain individuals and groups in society is growing (Marullo & Edwards, 2000). While HEIs may provide individuals with the credentials needed to advance an improved social status, they may also entrench existing socio-economic strata by excluding those who cannot afford or attain minimum entry requirements (Bowles & Gintis, 2002). As contributors towards a "just society", HEIs must critically examine whether they are perpetuating an elite class of educated individuals at the exclusion of those unable to acquire its cultural capital (Calhoun, 2006).

Higher education may contribute to social justice in other ways beyond the social mobility of its graduates. Through the research and engagement of faculty beyond institutional borders, higher education may promote structural social change in the wider community and positively

influence a more just society broadly, including those who have never attended post-secondary education. HEIs and their members may contribute to a "just society" through advocacy and building awareness and understanding of social justice concerns in public forums, promoting interaction and dialogue within the community on these concerns, and offering practical solutions from the basis of research and theory (Brennan, 2008; Marullo & Edwards, 2000). The problem identified by Brennan (2008) is that "the social and cultural impact of universities on their various communities has generally been under-researched" (p. 389).

In promoting a just society, higher education may also be promoting its stability but there needs to be critical awareness of how stability is maintained in relation to justice. Tensions and dissonance surrounding different social concerns indicate a diversity of thought and values that contribute to social instability (Khondker & Schuerkens, 2014). When the perspectives of some are left out of the integration of social cohesion for the majority, the potential for destabilizing differences grows. An example of this is the Black Lives Matter movement in spring 2020 when systemic racism became broadcast in the deaths of George Floyd and others and a critical mass of differing opinion destabilized the *status quo* to force social change. HEIs and their members may introduce a common language and methodology for investigating social truths within complex problems. They contribute to a "stable society" by examining social values in ways that enable communities to bring diverse perspectives to light and find common ground.

In navigating the tensions of the just and stable society, higher education's third purpose to help create and support a "critical society" is likely the among the most important and least understood aspects of its role in society (Edens, 2018). For higher education to help foster a critical society, institutions must tread both carefully and boldly to provide a constructive platform for civic discourse. The idea suggests that higher education institutions need to distance themselves from society, to take a step back from its tensions and concerns, in order to examine

the opinions, perspectives, and implications of the problems arising within it (Brennan, 2008). Dispassionate, respectful discourse is required for society to examine its current state and to forge a positive and constructive trajectory into the future.

Critical conversations wade into the area of values, identity, priorities, and inclusion. Consider the current social issues being addressed in public forums, concerns such as the Black Lives Matter movement mentioned above, or truth and reconciliation with Indigenous peoples, gender parity, environmental justice, 2SLGBTQ rights, and more. Without criticality, opinions of those with opposing perspectives entrench, and society can neither grow nor develop in healthy ways. Criticality generates positive forward momentum by assessing the status quo and looking for ways to improve our structures and actions (ten Dam & Volman, 2004). While critical thinking is accepted as one of the primary outcomes of a post-secondary education, there is little attention given to how higher education institutions foster criticality in the wider community. Higher education needs to examine and press into its role to foster a critical society that can grow and develop together.

The purpose for higher education in relation to society, according to Brennan (2008) is expansive and significant. The understudied area, which Brennan (2008) points to, is whether the community understands or values higher education's role in society in these terms. The rhetoric of government largely limits higher education to socio-economic roles, leading to frustration among many academics who understand the significance of their work in different and broader terms (Froese, 2022). This study aims to reconstruct the ways that higher education’s social impact is perceived, according to its contributions to a knowledgeable society, as well as a just, stable, and critically thinking society.

Community: Functions, Characteristics, and Purpose

Like the field of higher education, the concept of community is complex and multifaceted with many differing stakeholders. It, too, may be better understood in terms of its function, characteristics, and purpose.

Function: The concept of community can hold different functional meanings in different contexts. It can refer to people living within a defined geographic area, a grouping of people with common interests or shared characteristics, a place of belonging and common identity between individuals, or all of the above (Bessant, 2018b). According to Wilkinson (1991) and Bessant (2014), "community" is a social field comprised of three interconnected concepts: (i) a geographical space in which people live and meet their needs; (ii) an organized social context of relevant groups, associations, and organizations; and, (iii) emergent, collective community actions based on common interests and goals.

The spatial proximity within a community facilitates efficient exchange of materials and services between community members. Interdependence between HEI campuses and their surrounding community is significantly influenced by the location of the HEI campus in relation to the city's core as well as the commitment of HEI and city decision-makers to cooperate on mutual goals (den Heijer & Curvelo Magdaniel, 2018). Looking more closely, Day and Murdoch (1993) observe that the interaction and relations of people in the same locality facilitate connectedness in spatial and social terms. Over time, those living in geographical proximity come to understand a collective identity and relationship through repeated interactions (Miller, 1992).

Communities can also function as groups of individuals who organize in order to pursue common interests and goals. These communities can vary significantly from recreational enthusiasts to professional development cohorts, from cultural connoisseurs to counter-cultural disrupters. Such groups may have formal legal structures or be very loosely and informally associated. The degree of

solidarity within and between these community groups can serve as an indicator towards their effectiveness in community action (Bhattacharyya, 2004; Messer et al., 2015).

Collective community action is the most relevant community function to this study. The pursuit of common goals, from a base of collective identity and purpose, gives rise to what Bessant (2018) and others have termed the sense of "communion", suggesting an emotive bond between individual actors within the community. This notion reflects Tönnies' (1957) concept of *Gemeinschaft*, a community defined by self-propelling essential will, rather than the more instrumental and transactional will that characterizes *Gesellschaft* society. Community action fields coalesce around collective agency and unified purpose, and function through the interaction of people in their social field (Bessant, 2018b).

Characteristics: How and why a community forms may inform its various characteristics. Social system theory attempts to understand complex social organizations by examining the interrelations of different parts within a wider structure (Bessant, 2018b). According to Talcott Parsons (1991), community is seen as a self-sufficient system in which member groups interact as interdependent actors, and the collective whole interacts with its environment to implement its values and interests. In systems theory, individuals, organizations, or smaller groups of people each work together to fulfill the needs of the larger whole, i.e. the community. According to this theory, HEIs interact with and are dependent on the relationships with business, social agencies, government agencies, churches, schools, etc. within the community.

Social ecology theory emphasizes community as a dynamic and evolving entity in which mutual interdependence is shaped by competition and symbiotic relationships (Bessant, 2018b). These relationships enable a community to adapt to changes in the external environment, creating resilience through collective problem-solving actions (Young & Minai, 2002). Social ecology considers the relationships between individual actors and their wider context, such as the role that

organizations, like HEIs, play along with other community actors, like hospitals and health care centres, police and social service agencies in responding to or preventing individual harm, such as sexual violence or disease protection (Robson, 2019).

Social network theory focuses on community relations described as weak vs strong ties, strengthened through interpersonal bridges that build social cohesion, and mediated by communication, particularly those forms supported by technology (Bessant, 2018b). This theory examines the web of relationships that influence the community's cohesion, adaptability, and persistence. Examples of social networks include neighbourhoods, school districts, professional associations, volunteer groups, and the like. All these different theories help to explain the complex web of relationships that exist in the community and that work to perpetuate its existence and ongoing development.

Purpose: The purpose of community must transcend geospatial proximity, common interest, and a planned course of collective action if it is to achieve effective positive structural change. It is only through an intentional focus on wellbeing for the collective community whole that its participants can hope to achieve the true purpose for community. Bessant (2018) discusses the necessity of "attitude taking" on the part of community members that enable them to "assume the perspectives of other actors and the 'generalized other'…in the formation of the community field" (p. 115). In examining Habermas' (1985) communicative action theory, Miller (1992) contends that "unselfish as well as selfish motivations of human beings" factor into the collective community action in which outcomes that are negligibly beneficial to the individual participants still garner commitment to the collective cause (p. 39). It is a common sense of purpose towards wellbeing that achieves the community *Gemeinschaft* described by Tönnies (1957) and becomes the cohesive force that propels collective community action (Wilkinson, 1991).

Social wellbeing has been a topic of interest among various levels of government for decades, albeit fraught with uncertainty for how to understand and evaluate its true attainment (Barrington-Leigh & Escande, 2018). Wellbeing may be construed differently across social sectors, according to its economic, environmental, personal, and social factors. Community development, however, must integrate these perspectives as they are all interconnected. A social interactional approach to wellbeing mitigates potential detrimental features of growth and creates holistic communities that are places of positive transformation (Bridger & Alter, 2008).

Higher education institutions and the communities in which they are located are inextricably linked. Understanding the dynamics of their interaction, in accordance with their respective functions, characteristics, and purpose requires careful examination of the interactive social field.

Social Fields, Social Structure, and Agency

Several sociological terms have direct relevance to the subject of this review and form the basis of discussion and analysis. Bessant (2018) identifies *social field* as a multidimensional concept that can be considered in terms of (i) a relational space comprised of people, groups, or institutions; (ii) an area of influence that motivates or constricts behaviour; or (iii) a concentration of goal-oriented actors such as a social action movement. In the context of this study, a *field* may be a grouping of higher education institutions, various academic disciplines, or a community social agenda to resolve related problems or build towards a common aspiration. The *social field* is central to the notion of community and the interaction of its members.

The social field is comprised of *actors*—individuals and/or individual organizations that function with cohesive purpose—and the social structures that influence and limit their actions. *Social structures* are the established patterns of interaction between actors, organizations and institutions that guide behaviour through consistent adherence to socially constructed norms,

morals and values (Robson, 2019). Structures maintain a *status quo* within the community to maintain existing interactions and their outcomes. Structures are not "nebulous forces" but are rather "material processes" that actors determine and may choose to change (Connor, 2011).

The degree to which actors might exert independent thought and action is described as *agency*. A central tension in examining interactions in the social field pertains to the actor's agency in influencing existing social structures and the ways in which they are influenced by the social structures of the community (Robson, 2019). Actors may exert agency as individuals or may use collective influence to change structures that limit or inhibit the achievement of a common social goal (Connor, 2011; Miller, 1992).

Social Outcomes and Social Impact

This study offers a tool to assess the social outcomes and social impacts of higher education in the community. These are distinct terms, as defined in the program evaluation field (Rossi, 2004), though frequently confused, that need to be accurately understood. *Social outcomes* refer to the overall effects of the HEI-community partnership activities (Stannard-Stockton, 2010). *Social impact*, on the other hand, is the degree to which the effects of HEI-community partnership activities can be attributed to those activities alone and are not the result of some other variable or combination of variables (Stannard-Stockton, 2010). It is important to note that the nature of these effects should not be pre-determined to be positive, negative, or neutral in relation to the attainment of partnership goals.

For this study, a definition of *social impact* offered by the Centre for Social Impact (CSI) in Australia is used. This collaborative research project between three Australian universities defines *social impact* as "the net effect of an activity on a community and the wellbeing of individuals and families" (CSI, 2021). This succinct definition provides a clear understanding of what action is

described (i.e. measuring the net effect of an activity), the scope of this action (i.e. on a community), and the objective of the action (i.e. the wellbeing of individuals and families). To maintain a clear distinction between the terms "outcome" and "impact," however, the addition of "intent" and "time" must be added to the equation. *Social outcomes,* therefore, would be the net *intended and unintended immediate* effects of an activity on a community and the wellbeing of individuals and families. *Social impact* is used in this study to represent the effects of outcomes *over time* on a community. In essence, an activity's impact becomes part of the community's reality, sustained without critical reflection or explicit intent.

Community Development and Community Engagement

While neither the terms *outcome* nor *impact* presupposes positive results, the term *development* does. Wilkinson (1972) defines *community development* as "action which is purposively directed toward altering community field structure in a positive way" (p. 43). Discerning what is a "positive" alteration to a social structure is a subjective and not always clear guide for development purposes. Community change, as Wilkinson acknowledges, is a much broader concept that is influenced in various ways by the actions and interactions in the community field, some of which are negative. Determination of what is considered to be "positive change" in community structures is achieved via consensus of community members according to Wilkinson (1972). This definition alone does not address the challenge of managing consensus between groups when positive change for one group is seen as unimportant or even detrimental to another.

Bhattacharyya (2004) sees *development* as "human autonomy or agency—the capacity of people to order their world, the capacity to create, reproduce, change, and live according to their own meaning systems" (p. 12). Structural change through development, therefore, must improve or enhance human agency for the collective membership of the community without repression,

inequality, or inequity. If acting with agency supports the self-interests of individuals or individual groups within the community, however, the cohesion of community begins to dissolve (Connor, 2011). It is only through pursuit of a common goal that improves the interests of the collective whole, with equitable access to this improvement for all members, that community development may be said to have occurred.

The practice or actions of development, Bhattacharyya (2004) further contends, must be consistent with three overlapping principles: self-help, felt needs, and participation. Self-help is the antithesis of dependency. This principle holds that individual actors in the social field, when healthy and afforded appropriate opportunity, are capable of self-care, self-determination, and achieving a satisfactory quality of life. The principle of felt needs respects individual actors' agency to determine which needs and in which priority collective action is directed. Need is defined by actors from within rather than prescribed by actors from without. The principle of participation moves beyond simple presence in the community development process to having a vital and strategic role at every step of the process. These three principles define both the purpose and the process of community development, supporting Bhattacharyya's (2004) notion of solidarity and agency, and provide a helpful guide for understanding the critical relationships between higher education institutions and their local community.

Drawing from the definitions of *community development* above, as well as the earlier definitions of *social impact* and *social outcomes*, this study sees community development as the purposive actions of community members which change social structures in ways that improve the wellbeing of individuals and families in the community. The role that different groups and organizations play in undertaking these purposive actions may differ according to their orientation to community goals, the resources they bring to the collective effort, and their level of engagement within the community.

For decades, higher education institutions have been increasingly promoting community engagement as a public practice that defines and distinguishes their reputation in the social field (C. W. Lee, 2020). Pressure for HEIs to engage in community partnerships has come from various sources, including government, education associations, accrediting bodies, and community agencies themselves (Bridger & Alter, 2006). The growing array of HEI stakeholders brings increasing challenge for institutions to examine the process and value of external partnerships (Jongbloed et al., 2008) and has driven new research into its implications for both the institution and community partners (Olsen & Brennan, 2017). While the examination of community-HEI partnerships has yielded new data on its impact within these institutions, notably for student learning, relatively few studies have been dedicated to understanding the HEI's impact in the community (Srinivas et al., 2015).

Olsen and Brennan (2017) suggest that a holistic program design approach for HEI-community engagement will include attention to long-term relational processes that result in *development of community* as well as short-term product-based outcomes that characterize *development in community*. These notions are based on Wilkinson's (1972) description that development *of* community requires structural change, while development *in* community addresses technical and specific problems. A thorough understanding of higher education's social impact must therefore examine changes within community structures as well as the actions and tasks undertaken to effect the structural change. The contribution that this study makes to these concepts is to examine the relationship between the HEI and the community to promote a better understanding of *development <u>with</u> community*.

Community engagement implies partnership between institutions and community members and groups (Bridger & Alter, 2006). For these partnerships to positively influence structural change resulting in improvements to wellbeing for individuals and families, i.e. to bring about community

development, all partners must have agency within the structural change process. An evaluative assessment of the community development achievements of HEI-community engagement will consequently require a careful review of community development goals, as well as HEI intentionality of working *with* the community, understanding its goals, and working towards its collective improvement.

Challenges

Despite efforts to define essential terms and scope of this research, the complexity of both higher education institutions and their local communities create ongoing challenges for developing an evaluation tool that meets both technical requirements (i.e. validity and reliability) and will be sufficiently accepted by higher education institutions and communities alike. Specific aspects of this complexity relate to the organizational characteristics of HEIs, determination of consensus regarding community development goals, and data collection gaps between community sectors.

Organizational Characteristics of HEIs

Loose coupling between different academic and administration units within the bureaucratic organization of HEI structure has been described as a "stable solution" to the tensions experienced between internal and external stakeholders exerting different priorities on the institution (J. W. Meyer & Rowan, 1977, p. 360). The organizational complexity of a HEI derives, in part, through the diversity of disciplines it encompasses and the high priority placed on academic freedom to pursue knowledge without encumbrance or restraint (CAUT, 2023). Each academic discipline has a body of knowledge, set of protocols, and affiliations that exist outside the operational boundaries of the institution. Consequently, the actions of members in various academic units will be different according to the different priorities of each discipline. Administrative units have priorities that align with operational goals for the whole of the institution

and therefore have a stronger cohesive purpose. The members of these units, however, must still navigate the diverse priorities between divergent academic units, providing a buffer or a bridge between the HEI and external community members as needed to ensure overall institutional effectiveness (Hoy & Miskel, 2013). This study consequently examines the actions taken by different academic units as well as any mitigating actions from administration that impact the unit's involvement in the community.

A significant challenge exists for a HEI to act with single intent within the community action field due to the growing diversity of its stakeholders. As funding is increasingly obtained from non-governmental sources, the number of different accountabilities also increases for higher education institutions (Jongbloed et al., 2008). Public interest in the service orientation of HEIs is rising (Marginson, 2011) and the demands from various external stakeholders are expanding to the point that some have described the HEI as a stakeholder organization (Bleiklie et al., 2017). The diversification of institutional stakeholders requires nuanced consideration of HEI action in the community according to the networks and priorities of different disciplines. Emphasis will be placed on existing community links that are relevant to the goal of this study and differentiated by academic unit.

A final organizational challenge is the difficulty in identifying and defining a HEI's "orientation" towards serving community needs. While some studies have explored the service-oriented qualities of institutions, as observed by their constituents, their strategic documents, and community relationships (Thomas & Cross, 2007), less is known about the unit-level influence on overall organizational orientation (Lytle & Timmerman, 2006). Given the importance of unit-level community involvement within HEIs, this will be a focal point for this study.

Understanding Localized Development Needs

Communities, as discussed earlier, have a broad range of characteristics and needs according to their constituent members (Zautra et al., 2008). Community priorities are impacted by factors in their regional environment, their geography, population, and resources. These contextual considerations will be examined in this study as an environmental overview to note where possible external influences will impact results of community development.

Obtaining and defining "consensus" among a diverse population is also a significant challenge. The priorities of a community will differ according to many population factors, including race and ethnicity, socio-economic status, health, education, employment, etc. This study will look to existing research being done in the local community that will serve as a proxy for defining that community's interests. Additionally, community representatives, such as elected officials, social service agencies, and inter-organizational associations may speak for population groupings to give an overall sense of common priorities.

Data Collection Gaps

In using existing materials within the community, it is necessary to note potential gaps in data collection efforts. Short of a full community census, such gaps are expected and may be indicative of several additional challenges such as lack of source information, limited resources to collect adequate information, and systematic barriers that limit access to information. These gaps will be noted in this study and suggested as areas requiring further research.

Sustainable Development Goals as a Common Framework for Action and Assessment

One of the ways to address the challenge of forming consensus around community development priorities is to use an existing framework that has been broadly accepted within the population. Sustainable Development Goals (SDGs), developed through the United Nations (UN),

is a globally shared plan to improve and sustain wellbeing for both humans and our planet. This plan has been decades in the making, beginning with Agenda 21, an action plan resulting from the 1992 Earth Summit in Rio de Janeiro, Brazil. This subsequently evolved into a focus on sustainable development in 2002 and several important multilateral agreements in 2015 to address global disasters, financing, climate change, as well as sustainable development. The current 17 SDGs originated at the UN Sustainable Development Summit in 2015 and two UN divisions oversee the progress made on this globally (United Nations, 2023).

THE Global Impact Rankings

The SDGs provide a broad-reaching framework to address critical development concerns facing people in every country of the world. Briefly described, the 17 UN SDGs are listed in Appendix A along with a summary of measurable target indicators. While achieving global sustainable development is clearly a large-scale, multi-sector, multi-government undertaking, its relevance to the field of higher education is gaining attention through efforts such as the Times Higher Education (THE) Global Impact Rankings. First released in spring 2019, the THE Impact Rankings are "the only global performance tables that assess HEIs against the United Nations' Sustainable Development Goals (SDGs)" (THE World University Rankings, 2020). Voluntary participation in this ranking scheme is growing as institutions see a unique opportunity to be recognized as contributors to the global sustainable development efforts. Unlike other ranking schemes that primarily focus on quantitative academic metrics related to institutional reputation in the global knowledge-based economy (e.g., published articles, citations, awards, student graduation, etc.), the THE Global Impact Ranking focuses on knowledge production (i.e. published research) relevant to each SDG, as well as institutional actions both on campus and in the community that actively contribute to localized SDG goal achievement. The majority of THE

Global Impact Ranking measures are, in fact, subjective arguments that institutions put forward to support their claims of contributing to local and global SDG achievement, which THE administrators use to evaluate their impact, resulting in the ranking of participating institutions (Usher, 2023).

One of the interesting results of the THE Global Impact Ranking is the different combination of HEIs that rise to the top of the ranking scale. None of the top five universities listed in the THE World University Rankings are in the top 100 of the THE Global Impact Rankings. With 11 countries represented in the top 20 institutions of the Global Impact Rankings (*Impact Rankings 2022*, 2023), compared to only five countries represented in the top 20 institutions of the World University Rankings (*World University Rankings*, 2021), the contrast is clear. This suggests differing priorities among the universities participating in these ranking schemes, not only in the actions in which they are choosing to invest, but also the platform in which they choose to compare themselves with other institutions.

Usher (2023) invites some interesting reflection on the THE Global Impact Rankings. He draws attention to the vast array of 232 indicators listed in the ranking methodology and the preponderance of subjective measures. The question he raises is whether, after all the effort of reporting on these measures, institutions can have confidence in the ability of these subjective metrics to accurately compare them as better or worse than other institutions. He highlights that much institutional performance in this ranking scheme is based on the ability of the institution to 'tell their story' persuasively in such a way as to garner higher marks in the ranked file. In this, Canada and other western universities tend to perform well based on professional marketing departments and a history of building compelling cases for government and other funders. In the end, Usher (2023) advocates for universities to participate in the THE Global Impact Rankings

both to highlight the good that universities accomplish, and as a way to build institutional reputations in a new arena.

Missing from the THE Global Impact Rankings equation are the voices of community members indicating whether these HEI contributions are meaningful for community needs. In developing an evaluation framework based on SDGs, it is critical to focus on the HEI-community partnership rather than on university actions and outputs alone. HEIs need to learn to 'tell their story' in the context of their role as a community member and community contributor.

Localized Sustainable Development Goals

In addition to the adaptation of SDGs to the field of higher education through the THE Global Impact Rankings, localization of SDGs is happening within countries and communities around the world through Voluntary Reviews. Canada has begun conducting its second Voluntary National Review in 2023, having produced its first Annual Report on SDG attainment in July 2022 (Canada, 2021). At the community level, localized SDG progress may be assessed through Voluntary Local Reviews (VLR). The City of Winnipeg has released a VLR of local progress towards the SDGs in 2022 (IISD & Winnipeg Foundation, 2022). Winnipeg is one of only two Canadian cities that are currently tracking SDGs locally and reporting on progress through the VLR process (IISD, 2022).

The Winnipeg VLR is based on data collected through the MyPeg community indicator tracking system (IISD & United Way Winnipeg, 2023b). MyPeg measures the city's state of well-being according to a set of 53 indicators that align with the SDGs and which have been chosen through an extensive consultation process with over 800 people from various city sectors. The effort is managed by the International Institute of Sustainable Development (IISD) and United

Way Winnipeg and overseen by a 12 member advisory board (IISD & United Way Winnipeg, 2023a).

The City of Winnipeg, Manitoba, has also incorporated the UN SDGs into its strategic development plan, adopting six goals which synthesize the 17 SDGs into an adaptation for the local Winnipeg context (City of Winnipeg, 2022b). These strategic city goals are summarized in Appendix B. Each goal is described by three to five objectives and is supported by 10-41 different policy statements. A list of 29 indicators (a smaller subset of the indicators used in the MyPeg.ca database) tracks the progress of achievement for the city's strategic development goals.

The adoption of the SDG framework by the City of Winnipeg for its strategic planning and community development vision, along with the existing community indicators being monitored through the MyPeg data collection system and reported in the VLR on SDG achievement locally, provide a unique opportunity for higher education institutions in this city to measure their contributions to this collective community effort. This study will build on these community initiatives to propose an assessment tool suited to the higher education sector that will help inform higher education and community leaders about the impact institutions are having locally in terms of local sustainable development goals. By demonstrating their relevance to common goals in the community development sphere, higher education institutions may record their impact well beyond the employment and economy sphere where their influence has traditionally been held to account. This will provide a better basis from which to assess and describe the societal value of higher education in ways that are meaningful to both those within higher education institutions and those without.

Challenges and Limitations of the SDG framework

The use of the UN SDG framework is not without challenges and limitations. A significant challenge is the apparent ambiguity of the terms "sustainability" and "sustainable development" among both proponents of the "sustainability movement" as well as members of the general public (Haller, 2017; Ruggerio, 2021). While the two terms have become intertwined in discourse and literature, these contested, and even controversial, value laden concepts prove difficult to disentangle in common understanding. "Sustainability" has become popularized through the environmental movement of the late twentieth century, generally used to signify approaches to resource limitations in the ecological world and the complex challenges facing human interactions and interventions with the environment (Haller, 2017; Ruggerio, 2021). It remains a term with deep connections to environmentalism, and yet has evolved to commonly include a triad of intersecting concepts or "pillars" to the environmental movement: social, economic, and environmental (Purvis et al., 2019). Despite the more recent expansion to include social and economic dimensions of sustainability, many—if not most—people continue to associate the word solely with environmental concerns. This challenge makes careful explanation and definition of the term a necessity in all aspects of data gathering for this study.

"Sustainable development" has its populous origins in the Brundtland report, published in 1987 for the World Commission on Environment and Development as *Our Common Future* (Haller, 2017) in which sustainability is linked to "development", a term associated with economics. Ruggerio (2021) problematizes the concept of "sustainable development", pointing out the conflicting role that economic growth plays in development efforts, which must grapple with finite resources while garnering sufficient economic support to carry out the work. Constraints are physical, human, and temporal in nature, with a strong influence of unpredictability in working with elements beyond human control. Approaches to "development" in establishing

the UN SDGs are generally founded on western economic thought, creating inherent bias in the construct that ignores other cultural interpretations of development, including that of many Indigenous peoples (McCowan, 2019).

While acknowledging the complexity of working with the limitations of sustainable development, Haller (2017) points to the necessity of some amount of ambiguity and flexibility in terminology to bring disparate perspectives together within a wide-ranging field of action. The challenge remains to not allow the "real diversity" of polarized positions to be hidden by ambiguous terms. Jeronen (2013) suggests that the best way to distinguish the terms is to see "sustainability" as the end goal to which we are striving and "sustainable development" as the many ways we work to achieve this.

Both "sustainable development" and "sustainability" are value-laden terms that must be interpreted in a specific cultural context and that generally signify an intent to improve the human condition within its environmental constraints (Haller, 2017; Ruggerio, 2021), but which must be critiqued for the biases and blind spots inherent to the processes they represent. Ruggerio (2021) distinguishes "weak sustainability" based on the global economy exchange of input and output environmental commodities from "strong sustainability" that is based on notions of "living well" as defined within a community. Strong sustainability, or *buen vivir/ vivir bien*, a Latin American Indigenous term that values common wellbeing above that of the individual, rejects sustainable development as defined by Western civilizations (Ruggerio, 2021, p. 8). McCowan (2019) issues a relevant warning for HEIs that prioritize sustainable development in local communities, suggesting that an institutional focus on sustainable development impact may be counterproductive if academic pursuits are out of touch with community needs and priorities.

These challenges and limitations are important cautions for any study of HEI impact assessment in the local community. They accentuate the need to pay careful attention to relational

aspects of community development work, to remain mindful of both intentional and unintentional outcomes, and to seek integrative collaboration within the community rather than independent action beyond it. These values and perspectives inform this study as it seeks to provide perspective and understanding of the sustainable development influences HEIs have in their local communities.

Theoretical Framework

The UN SDGs primarily focus attention on sectors or areas of activity in which individuals, organizations, communities, and nations can participate and contribute towards global sustainability goals. Sixteen out of seventeen goals are written to galvanize efforts around discreet target development achievements. The seventeenth goal is different. The last SDG describes a methodology rather than an indicator. It presses participants to consider how they will achieve their targets, not what they will achieve. The final SDG is "Partnership for the Goals: Strengthen the means of implementation and revitalize the Global Partnership for Sustainable Development" (United Nations, 2023).

Partnerships are established on relationships. There can be no true partnership without healthy relationships that are based on trust, mutual respect, clear communication, and commitment. In establishing the Sustainable Development Goals, the United Nations have recognized that development at a global level cannot be achieved by individual actors acting alone. Development must be achieved cooperatively in an integrated fashion by different actors working together from their areas of strength to bring about positive solutions to complex concerns. The same is true of development at the local level. The relationship between different actors is key to their collective success in achieving these development goals.

Since partnering for the goals is highlighted by the United Nations as the primary way in which sustainable development is achieved, it is imperative to begin an assessment of higher education's social impact by understanding the relationship between higher education institutions and their community partners. This is a challenging task given the complexity of these social organizations, which necessitates a multidisciplinary approach in developing the conceptual framework for this study. This framework is drawn from the academic fields of sociology, community development, and corporate social responsibility with specific reference to their intersection with and application for higher education.

Interactive Field and Community Development Theories

The field-interactional perspective, which has its roots in sociology, has been garnering attention among community development theorists such as Wilkinson (1972, 1991) for decades, but has recently been applied in new ways to sustainable community development thinking (Bessant, 2018a). In his contributions to community development theory, Wilkinson (1991) considers community as a set of locality-grouped social fields, which merge into collective agency when organized around the pursuit of a common goal. It is the interaction between these social fields that is the mechanism through which a community is said to *act*, and the social bonds created through these interactions that create the cohesive agency of the community to do so (Bessant, 2018a).

The interactive field approach is essentially an exploration of the relational basis for how groups within community act with and between each other. Applied to interorganizational behaviour, the interactive field becomes a way to analyze how organizations connect across different levels of analysis, between different sectors, and within and beyond geographic limits

(Bessant, 2014). By examining the qualities of relationships between organizations, it is possible to discern their efficacy potential for bringing about positive and purposive development change.

Wilkinson (1972) suggests that community development actions are influenced by four essential "issues" that manifest in the interactions within the social field (p. 49). These relational qualities characterize development that is both purposive and positive. The first considers the alignment of core values between the organizations that are coalescing around a collective community action or goal. Values are deeply embedded notions that shape the culture of an organization, influence its decisions, and guide its behaviour (Hoy & Miskel, 2013). Values are difficult to discern in explicit ways despite their articulation on public facing documents. They are better assessed through the efficacy with which the organization achieves its stated goals.

A second characteristic of interorganizational relationships concerns the onus of responsibility within the relationship, how responsibility is shared, acceptance of task-related roles, and cooperation towards collective goals. How an organization accepts responsibility within the community action field belies its attitudes towards other community actors, i.e. whether it perceives other community participants as equally engaged partners with legitimate knowledge and ability to contribute to the cause. Bhattacharyya's (2004) concept of community development contends that acceptance of co-responsibility between organizations in the community action field is necessary for effective community development. How an organization accepts or assumes responsibility in the community action field will demonstrate its solidarity with other organizations and its perception of other actors as capable of self-help, determining their own felt needs, and participating equally in all aspects of the community development action taken (Bhattacharyya, 2004). Both the organization's sense of responsibility for its own actions and its cooperation with other actors' responsibilities are important relational indicators.

The third relational quality mentioned by Wilkinson (1972) is that of capability. An organization may aspire to influence lasting, purposeful, and positive changes within the community, but that is not an indicator of its ability to do so. There are many reasons why this might be so. Internal restrictions within the organization may prevent the necessary allocation of resources, leadership, or knowledge base. External limitations may be due to the organization not having the requisite role or position within society to directly influence the community action outcome, or the organization may be dependent on the actions of another to implement their own. Regardless of potential strengths or limitations, an organization's capability to bring about the desired change in the community is an important quality that it brings to the interactive field.

Commitment is the final relationship quality identified by Wilkinson (1972) in interorganizational relationships within the interactive social field. Structural change that affects community development is a long-term process. Short-term commitments, therefore, have limited lasting impact in assisting collective community action. In many ways, this quality is closely linked with the values of the organization, for it is the organization's demonstrated commitment that is required to achieve the goals shared with community. Commitment to community well-being must take priority over the interests of the organization to achieve effective transformational development of the community social field (Bessant, 2014).

These four relational qualities help to discern and describe the actions of an organization within the community interactive field that influence the effectiveness of partnerships and partnership outcomes. It is the observable aspects of these relational qualities that help to identify the organization's orientation towards community interdependence and wellbeing in the social field and its ability to achieve development *with* community. However, it is the organization's orientation towards structural change that determines its ability to achieve long-term development *of* community, rather than the short-term technical improvements offered through development *in*

community (Wilkinson, 1991). This provides a second set of factors that forms one of the levels of analysis in this study.

Wilkinson (1972) maintains that "every act in the social process… has structural as well as task-accomplishment consequences" and that "community development is purposive action which is oriented in a positive way toward the structure of the community field" (p. 47). He goes on to suggest that individual orientations to existing social structures, and the potential systemic barriers these may pose for certain members of the social field, determine actors' influence in the development process.

Wilkinson (1972) provides three different orientations towards structural change that help to distinguish an organization's level of development influence in the community action field: (i) lack of awareness or interest in existing social structures; (ii) acceptance of or resignation to existing social structures; and (iii) knowledge, desire and agency to change existing social structures. In these different orientations, it is the combination of knowledge, desire, and agency regarding existing social structures and the need for these to change in order to achieve wellbeing in the community that determines the level of organizational influence in community development. For example, the systemic racism noted earlier, and which has been challenged through the Black Lives Matter social movement, is a structural change initiative in which HEIs and their representative actors may engage to greater or lesser degrees. As social institutions with significant influence in the socialization process of new community leaders, HEIs may, or may not, recognize the role they play in maintaining barriers (such as entry requirements) or constructing pathways (such as access and bursary programs) to a more equitable society. Actions that are inadvertent and without knowledge of structural issues may be ineffective or even harmful to the situation. Inaction due to complacency or lack of desire to change the status quo means that the HEI cannot be part of the social equity solution. Actions that are adequately informed, stemming

from a desire to see systemic racism give way to new equitable social structures, and in which the HEI takes active responsibility have the opportunity for significant and lasting influence.

While orientation towards structural change is necessary to evaluate an organization's level of development influence, it can only measure change in a positive direction from the *status quo* position since development is necessarily considered as positive change. Social outcomes and social impact, however, are not necessarily positive in nature. Organizational actions may have negative effects on the wider community, whether these be unintentional or intentional (Baldwin, 2021). Consequently, it is necessary to employ a second theoretical tool to evaluate organizational actions and interactions with respect to the organization's orientation towards community well-being. For this, the study will utilize concepts from place-building theory as the final component of the theoretical framework.

Place Building Theory

The rise of corporate social responsibility literature in recent years within the academic field of business and management studies provides a relevant intersection with the goals of this study. Place building theory, specifically, provides a theoretical understanding of the degree to which an organization values the locality in which it resides and invests in its wellbeing and improvement (Kimball & Thomas, 2012). This theory focuses on the organization's orientation to community interdependence, based on its interactions with others in the community space and the action it takes to either improve or injure the welfare of the collective whole.

Place building theory constructs a continuum along the line of an organization's attitude as either being *interdependent* with its surrounding community or being *independent* from it (Thomas & Cross, 2007). At one end of this continuum, a fully *interdependent* organization would consider itself to be deeply embedded in the community where it is located and the geographic space it

occupies. Its organizational values are fully shared and constructed together with that of the community, it considers responsibility for community wellbeing as essential for its own well-being; it devotes all its capability towards this end and is fully committed to positive long-term outcomes for community wellbeing. By contrast, at the other end of the continuum, an *independent* organization considers the space it occupies to be disassociated from the surrounding community, that its connections are purely transactional as a source of resources to fill the organization's needs. Community values are irrelevant to an independent organization, it sees no responsibility towards the community, it invests no effort and makes no commitments to assist with improvements to community wellbeing (Kimball & Thomas, 2012; Thomas & Cross, 2007).

The interdependent-independent orientation continuum developed by Thomas and Cross (2007) is further divided into a typology of four types of place-builders. A *transformational* place-builder considers the community's wellbeing to be its common responsibility, that the organization's welfare is integrated with community welfare and as such, the organization sees itself as accountable to the community for its actions and priorities. A *contributive* place-builder sees its role in the community as a benevolent source of positive contributions to support community wellbeing. This type of organization supports "giving back" to the community while working to build social and economic relationships, conforming to community norms and values, and establishing its position within a philanthropic network. The *contingent* organization considers their responsibility to community in legal-contractual terms, obeying laws, fulfilling moral and ethical obligations but remaining autonomous agents that function separately from the community. Finally, *exploitive* organizations occupy a space and extract resources from their locality, but do not acknowledge a responsibility to the community and function separately from it (Kimball & Thomas, 2012; Thomas & Cross, 2007).

Place building theory provides an evaluative framework for assessing an organization's social impact in relation to community wellbeing that accounts for both positive and negative influences. It does not, however, contemplate an organization's position vis-à-vis the long-term social structural change necessary for community development. By joining elements from place building theory, interactive social field theory, and community development theory, a new conceptual framework is created to explore the social impact of HEIs as complex organizations in the interactive field of their local communities.

Integrative Framework of HEI-Community Relationships

The HEI-community relationship has been a topic of research and scrutiny for decades, several of which form the basis for literature review for this study. The Integrative Framework of HEI-Community Relationships (a.k.a. Relationship Framework) proposed for this study is constructed through a literature review of 22 academic articles obtained from peer-reviewed journals. Taking an integrative methodological literature review approach (Snyder, 2019), articles from several disciplines are gathered through a search of social science databases such as ERIC, ProQuest, EBSCO, SSRN, and Google Scholar. Journals from the disciplinary fields of education, sociology, business, geography, and history provide a representative understanding of the HEI-community relationship. Articles were identified using the search terms: 'higher education' + 'community' combined with additional terms such as 'development', 'engagement', 'impact', 'outcome' or 'wellbeing'.

The collection is restricted to those articles that describe relationship qualities between HEIs, or HEI actors, and their local community, or community actors. Descriptions relevant to organizational values, responsibility, capability, and commitment are highlighted, meaning units

extracted and grouped into distinct relational descriptions that comprise the Integrative Framework of HEI-Community Relationships shown in Table 1 below.

Table 1

Integrative framework of HEI-community relationships ("Relationship Framework")

	Interdependent		**Independent**	
	Transformative	**Contributor**	**Contingent**	**Exploitive**
Values	Aligned values	Common values	Co-existing values	Contradictory values
Responsibility	Shared responsibility	Assumed responsibility	Obligated responsibility	Self-sustaining responsibility
Capability	Mutual & equal capability	Charitable capability	Conditional capability	Manipulative capability
Commitment	Collective commitment	Distributed commitment	Limited controlled commitment	Profit-driven commitment

The relationship descriptions generated through the integrative framework of institutional orientation to community interdependence and collective wellbeing are further described and understood through current literature in the field of higher education with respect to HEI-community engagement and development. This review of higher education literature builds on the place-building theory descriptions of organizational typologies proposed by Thomas and Cross (2007) and Kimball and Thomas (2012) to provide a better understanding of HEI orientations towards community interdependence in each category.

Transformative relationships: HEIs that endeavour to *align values* with the community are demonstrating the attitudes of solidarity and agency described by Bhattacharyya (2004) by inviting participation at foundational processes of goal-setting. Aligned values provide the basis for transformative partnerships that ensure all participants are acting from the same premise towards the same goals (Netshandama, 2011). Partnerships with aligned values begin collective action together, co-creating goals and emphasizing equity and equality of power relations (Kindred

& Petrescu, 2015; Strier & Shechter, 2016; Trott et al., 2018), a focus on locally relevant needs (Netshandama, 2011), and striving for relational integrity and closeness (Srinivas et al., 2015).

Attitudes and actions concerning the HEI's *shared responsibilities* with the community demonstrate a transformative approach when these are characterized by a respect for community-based knowledge and a learning attitude towards non-academic experience and expertise (Mai et al., 2005; Netshandama, 2011; Schoorman, 2016). Community members with lived experience of the needs being addressed are the primary contributors in defining these needs, have active responsible roles in addressing those needs, and participate throughout the collective action towards achieving the desired outcomes (Bhattacharyya, 2004; Strier & Shechter, 2016; Sweatman, 2020).

In transformative partnerships, HEI and community *capabilities* have *equal* and *mutually* beneficial contributive value towards the collective action for community wellbeing. Through the principles of solidarity and agency (Bhattacharyya, 2004), individuals most impacted by the problem work alongside community organizations that are able to enhance their capabilities by providing them with the tools, resources, knowledge, and opportunity to create the structural change necessary for their wellbeing (Netshandama, 2011; Strier & Shechter, 2016; Trott et al., 2018). Utilizing the capabilities of all participants in the community action field and resourcing those closest to the problem or area of need being addressed is the best strategy towards transformational community development.

A *collective commitment* towards transformative community development is recognized by several organizational factors. An articulated commitment towards community wellbeing is evident across the institution, showing itself at the highest level in institutional strategic documents, but is also reflected at the unit and individual levels. This commitment is backed by supportive policies and resources (den Heijer & Curvelo Magdaniel, 2018; Lloyd et al., 2015;

McRae, 2012; Olsen & Brennan, 2017; Srinivas et al., 2015). Specific actions on the part of HEIs that demonstrate transformative commitment could include support for individuals and units engaged in community work, time release for developing strong community relationships, training provided for managing collective actions, and openness to learning from community partners that informs institutional practice (Kimball & Thomas, 2012; Netshandama, 2011; Srinivas et al., 2015; Sweatman, 2020).

Organizations that aspire to be transformative actors in their communities may be reasonably numerous, but those that demonstrate a truly transformative orientation and take the necessary action are significantly less in number (Baldwin, 2021; Kimball & Thomas, 2012; Kindred & Petrescu, 2015). Understanding the relational characteristics that describe organizational orientation is a necessary component to deciphering the trajectory of organizational influence and impact in the community action field.

Contributive relationships: Many of the HEI-community partnerships discussed in literature are characterized by having a set of *common values*, that is, values that are independently created but which share common principles, goals, or aspirations. Some common social values include general health and wellbeing (Trani & Holsworth, 2010), efficiency and economic growth (den Heijer & Curvelo Magdaniel, 2018), and social equality and inclusion (Gomez et al., 2019). Collective community action may also coalesce around values that are different but complementary, such as academic research and community knowledge gaps (Sweatman, 2020; Trott et al., 2018). When values are based on perceived mutual benefits, they may be understood as providing a common foundation for purposive action.

The *responsibility* for action among contributor orientated HEIs may be *assumed* on the part of the institution. As a source of knowledge and instruction, HEIs may assume the role of identifying solutions for community action problems and taking responsibility for leading others

towards solution-oriented goals (Driscoll, 2009; Skinner, 2009). With the ability to mobilize faculty expertise, grant funding, and other resources, HEIs are frequently seen as active contributors to community needs through projects and technical support (Kimball & Thomas, 2012; Lloyd et al., 2015; Mai et al., 2005). Achievement of common goals is celebrated as an effort of the HEI in the community, rather than a community effort in which the HEI is one actor, emphasizing role delineation. This has a possible effect of creating additional barriers between the HEI and the community.

An orientation towards donating expertise by *charitable capability* in contributor HEIs suggests a benevolent mindset that does not consider community participants as equals in collective action efforts. The ability of HEIs to contribute back to their community is increasingly a factor of reputational legitimacy and a topic of growing scrutiny among their stakeholders (Amsler & Bolsmann, 2012; C. W. Lee, 2020). The contributive work of HEIs in the community is largely based on the expansion of academic activity beyond the campus such as arranging student experiential learning programs (Kimball & Thomas, 2012; Olsen & Brennan, 2017), coordinating applied interdisciplinary research teams (Siemens, 2012), or participatory action research (Strier & Shechter, 2016; Trott et al., 2018). HEI funding for such activities is rationalized as a continuation or enhancement of the existing work of the institution and is generally meted out through project-based allocations (McRae, 2012; Siemens, 2012).

Contributive HEIs find it difficult to balance all of the different priorities, needs, and demands for community based investments, often leaving this decision to the *distributed commitment* of various units within the institution (Mai et al., 2005; Olsen & Brennan, 2017; Siemens, 2012). Community-engaged units may leverage commitment from external sources, such as government or research granting councils to strengthen and support commitments to achieve community development outcomes (Netshandama, 2011; Watermeyer, 2012). These achievements

may be celebrated, but without broad-based proactive commitment from institutional sources those involved in the community-based project may not feel adequately supported at the time of project implementation (McRae, 2012; Siemens, 2012).

Contingent relationships: When HEI and community *values* differ and are not construed as mutually beneficial or working towards the same end, they may exist in silos neither adding to nor subtracting from the other's value set. They simply *co-exist*. Examples from literature include differing values surrounding research publication, where private industry may view information as proprietary and academic practice values broad dissemination (Anderson, 2001). Incentivized partnerships to meet particular interests of one party, such as government priorities to enhance employment skills, are unlikely to garner validation and enthusiasm from the other party without appealing to common goals and interests (Boland, 2017). Respect for differing values can reduce partnership conflict, but does little to foster partner cohesion or effectiveness (Mai et al., 2005).

The historic expectation of HEIs as contributors to society may foster a sense of *obligated responsibility* for the institution to demonstrate the social impact of its work. This sense is clearly becoming stronger in recent years (Jongbloed et al., 2008; Marginson, 2016). Government funding is increasingly tied to the documented societal benefits or research results, or what is come to be known as Mode 2 research (Bornmann, 2011; Watermeyer, 2012). Other government influences may force expansion of HEI involvement in community through private-public partnerships (Mundy et al., 2012) or partnerships with other sectors in the community to achieve broader educational goals for community-based learning (Boland, 2017).

HEIs that approach community engagement from a contingent orientation offer *conditional capability* through negotiated contractual agreements that ensure the HEI's rights and interests are protected in the public sphere (Boland, 2017; Kindred & Petrescu, 2015; Watermeyer, 2012). There is a caution evident in contingent HEIs to balance societal obligations with institutional

interests, weighing the desire for legitimacy in the broader social field with the preservation of organizational and academic priorities (McRae, 2012; Siemens, 2012). Incentives for community engagement are met with grudging response and reticence to provide time and expertise in areas not deemed a priority to academic work (Boland, 2017; Watermeyer, 2012).

Similarly, institutional commitment towards community engagement is a *limited and controlled commitment* in contingent HEIs. Applied research projects, shared retailed space, incubator programs for start-up companies, and the like are undertaken in carefully controlled environments with negotiated arrangements, legal agreements, and oversight controls (den Heijer & Curvelo Magdaniel, 2018; Skinner, 2009; Watermeyer, 2012). Contingent HEIs are careful to fulfill any legal requirements and articulated obligations from the community social field, but priorities are clearly kept within the bounds of institutional interests through bureaucratic controls, policies, and procedures.

Exploitive relationships: A complete disconnect between the values of local society and those of the institution may give rise to an exploitive relationship between HEI and community. A growing body of literature concerning the impact of the neo-liberal global economy on higher education and the comparative decline of public funding suggests that HEIs are coming to rely on marketable products to sustain their financial viability, a trend that both distracts institutions away from their orientation towards the public good and drives a profit seeking growth mindset (Benneworth & Jongbloed, 2010; Lyotard, 1984; Marginson, 2011). Such competitive self-interest on the part of HEIs is evident in priorities concerning student recruitment (Trott et al., 2020), a focus on institutional reputation (Amsler & Bolsmann, 2012; Lloyd et al., 2015), and external institutional partnerships (Anderson, 2001; Kindred & Petrescu, 2015). *Contradictory values* can result in relational breakdown through misunderstandings between HEI and community cultures (Siemens, 2012), suspicious and antagonistic perceptions of the other (Boland, 2017; Lloyd et al.,

2015; Watermeyer, 2012), or confusion about the others' purpose and responsibility (McRae, 2012).

HEIs with an exploitive orientation have a *self-sustaining* focus of responsibility that is disassociated with the community. Acting as determinants of their own actions for the long-term viability of their institution, this approach does not consider community participation or impact. Such an orientation is demonstrated through exploitive actions involving land acquisition (Skinner, 2009), financial operations (McRae, 2012) or program creation (Siemens, 2012). Since there is no sense of responsibility towards community wellbeing, any efforts to engage the community is considered an intrusion into the HEI's agenda and resistance to perceived external manipulation is strong (Boland, 2017; Kindred & Petrescu, 2015; C. W. Lee, 2020).

The internal focus of an exploitive HEI directs all its capability towards *manipulating* its environment for its own profit. The institution may interact with its local community to acquire resources that benefit its operational goals (Baldwin, 2021) but looks with suspicion on measures that impose external accountabilities (Anderson, 2001). Administrative units that provide oversight to external partnerships are more focused on procedures to mitigate institutional risks and filter external requirements through institutional controls than on supporting robust partnership activity (Kindred & Petrescu, 2015; McRae, 2012; Watermeyer, 2012). Any external activity is weighed against its return on investment and profitability for the institution.

Exploitive relationships are generally not denoted by strong commitments to any external community partners unless they serve the purpose of the organization. Such *profit-driven commitments* are sought in order to ensure the institution's gain through the relationship, rather than its contributions to mutual benefit. Various examples are documented in current literature. Institutional management of real estate deals (Baldwin, 2021), industry partnerships (Anderson, 2001), or marketing of educational products (McRae, 2012) illustrate commitments that are

temporary and negotiated to the institution's benefit. Despite messaging about an institution's commitment to the public good, over time the distorted self-centeredness of the commitment becomes evident in its negative social impact (Baldwin, 2021; Skinner, 2009).

The Integrative Framework of HEI-Community Relationships shown in Table 1 provides sixteen relationship descriptions that contain observable factors through which to discern institutional orientation towards community engagement and wellbeing. While current literature provides descriptive examples for each relationship quality, it is important to note that the indicator types in Table 1 are an ideal-type set. In sociology, "ideal type" is a construct developed by Max Weber as way to represent a phenomenon according to logical characteristics rather than real characteristics. Ideal types do not "imply that that the type is perfect or exemplary" but is meant as a tool to compare complex phenomena (Harvey, 2012). As bureaucratic and hierarchic organizations, HEIs will likely demonstrate most or even all these relationship characteristic types at different times with different partners for different purposes. The framework serves as a guide for observing these various relationship qualities that can help to determine an institution's, or a unit's, or an individual's orientation to community interdependence and collective wellbeing in the social field.

Institutional orientation towards community interdependence is an important and necessary first step towards creating a better understanding of how the institution will relate with other actors in the community action field and how effective these relationships will be in achieving development goals towards collective community wellbeing. It is not sufficient, however, as a tool for examining long-term sustainable development impact in the social field. To support the next level of understanding concerning social impact, a new framework is required that integrates institutional orientation towards community interdependence and collective wellbeing with its orientation towards social structural change.

Integrative Framework for HEI-Community Development Impact

Social structures are the established patterns of behaviour, norms, practices, social rules, etc. that organize our relationships and position in society. Individual actors have little control over social structures, and yet these structures are socially created through the influence of individual actors. According to Musolf (2003), social structures are arranged hierarchically across social institutions with power concentrated with those who possess the means to create and enforce policy controls. He maintains that it is the dialectical process of interaction between social structures and the agency of individual actors that determines social reproduction of the *status quo* or transformative social change.

Within the hierarchy of social structures, segments of the community may face limitations and restrictions not served by the *status quo*. These disadvantages and injustices may become the galvanizing focus of collective action in the community social field. According to Khondker and Schuerkens, (2014) social structural transformation takes place as a migration between diversity and integration of social constructs, or set of commonly held beliefs. As new social constructs are introduced and accepted, they become integrated into a stable system. A fully integrated structural system may become rigid and difficult to change, whereas a highly diverse structural system lacks stability. Integrated structures that uphold and reproduce the *status quo* may be challenged and destabilized by sufficiently widespread emergence of new and diverse social constructs. Changing multiple social constructs in an society will eventually bring about social structural transformation (Khondker & Schuerkens, 2014).

As noted earlier, Wilkinson (1972, 1991) provides three different orientations that individual actors, such as higher education institutions, may exhibit towards structural change: (i) lack of awareness or interest in existing social structures (i.e., no knowledge or agency to change social structures); (ii) acceptance of or resignation to existing social structures (i.e.,

knowledge of existing social structures but no agency to change them; and, (iii) awareness, desire and power to change existing social structures (i.e., knowledge and agency to change structures). Since awareness and knowledge play this key role in structural change, higher education institutions should have a very important role in social transformation. If they are fulfilling their purpose, then they contribute the knowledge and critical thinking that is needed to transform social structures toward a just and stable society. A question relevant to this study is whether higher education institutions are fulfilling this purpose. Concomitantly, this exploration will include questions of whether and how the community is enabling higher education institutions to fulfill this purpose.

The matrix of knowledge and agency provided by Wilkinson (1972, 1991) does not include the option for organizations to have agency without knowledge regarding social structures. Conceivably, this combination may characterize any number of organizations in society who have powerful influence on social structures but who lack awareness or knowledge of their impact. Wilkinson (1991), in defining 'development' as a positive and purposeful effort towards improving community wellbeing, does not consider the possibility of this fourth option, presumably because the effort cannot be purposeful without knowledge or awareness, and more than likely will not be positive as a result.

The organizational orientations towards structural change, when paired with the institutional orientations towards community interdependence described in the Integrative Framework of HEI-Community Relationships above, create a new framework for understanding ideal-type organizational qualities relative to the extent and direction of the organization's social impact. See Table 2 below. The same examples drawn from literature that highlight and explain the Integrative Relationship Framework in Table 1 above, also provide evidence of type indicator characteristics for the Integrative Development Framework in Table 2 below. The characteristics

and descriptions from current literature provide a fuller, richer understanding of the interdependent – independent spectrum of orientation typologies of institutions in relation to the community.

Table 2

Integrative framework for HEI-community development impact ("Development Framework")

		Orientation to community interdependence & wellbeing			
Orientation to community development		Interdependent		Independent	
		Transformative	Contributive	Contingent	Exploitive
	No knowledge or agency/ power to change	Idealist Aspirational, participative, but unable to act for change	Patron Supports community action ideas without participation	Observer Watching community action from the sidelines	Isolationist Self-sufficient without interest in community action
	Agency/ power, but no knowledge to change	Altruist Participates with positive influence but uncertain effectiveness	Donor Contributes charitably to various causes but not strategically	Reactionist Disinterested in community action until it impacts the institution	Bulldozer Uses influence indiscriminately to achieve own objectives
	Knowledge but no agency/ power to change	Activist Lobbies for action and supports others to lead social change	Benefactor Gifts of time and expertise to project-based community priorities	Maintainer Acts as necessary to maintain organizational interests	Opportunist Waits for favourable conditions before acting
	Knowledge and agency/ power to change	Transformer Effects positive social change with community to reach collective priorities	Contributor Consistent positive contributions to community priorities	Controller Actively maintains *status quo* through legal & regulatory frameworks	Exploiter Strategic extractive action for organizational profit

Transformative HEIs. Many institutions aspire to be a transformative influence in their local communities. Mai et al. (2005) describe organizational learning strategies for HEI-community partnerships as part of a reflective analysis among conference participants. Their findings are rich with relational tools for improving interaction between HEIs and their community partners, but they do not bring forward strategies for addressing structural change in the community. Similarly, den Heijer and Curvelo Magdaniel (2018) conduct a geographical analysis of patterns of interaction between HEIs and the surrounding community, indicating strength of relationship influenced through proximity but without structural change impact. These cases

represent an *idealist* position in which HEI impact in terms of structural change in the community is unintentional and unexamined. No awareness, interest, or sense of agency towards structural change is presented or discussed.

When institutions have a sense that their presence and influence in the community contributes to broad social goals but lack understanding of the underlying social structures that impede these goals, an *altruistic* orientation is noted. Such descriptions appear in broad surveys of the social and cultural capital transmitted to graduates (Hutchinson, 2011; Trani & Holsworth, 2010) and may be evident in the socio-economic calculations that HEIs do to prove their general worth to society (Usher, 2019). Many institutions speak of their positive influence in society without specific intentionality around the outcomes or impact of their actions.

Activist institutions have a transformative vision for social change but lack the ability to tackle the required social structures, thus limiting potential outcomes. Sweatman (2020) offers three examples of service-learning programs in which students work with local organizations in short-term projects related to elderly care, farmers' market products and programs for children with disabilities. These projects are guided by knowledgeable faculty and community supervisors who build a long-term partnership, focusing on small scale improvements to local needs. They lack power, however, to effect long-term change in the community. Their *activist* approach improves perspectives and programs for participants but does not undertake a social change agenda. Only one, the farmers' market project, begins to expand its scope to address nutrition needs for a daycare serving low-income families, signaling an intent for the project to move into structural change agency but no outcomes for this are recorded.

HEI-community partnerships that truly have a *transformative* orientation to structural change are able to clearly identify the structural problem that needs to be addressed and work in partnership with the community towards challenging current stereotypes and assumptions to

disrupt the prevalent mindset and create imagination for something new (Netshandama, 2011). As demonstrated in the participatory action research of Strier and Shechter (2016), who develop a way for refugee women to document their experience with poverty through photos, it is possible for academics to enter into trusting relationships with illiterate low-income community residents. Despite their lack of formal education, the women in this project are empowered through skills, tools, and language to identify significant social barriers and gain confidence to take positive collective action. This example of a *transformer* orientation has resulted in new commitments and resources through a public awareness campaign that has garnered attention from government.

Contributive HEIs. Examples of contributive approaches to HEI-community engagement are abundant as HEIs become known as economic drivers of their local communities (Trani & Holsworth, 2010). The distinguishing question is whether HEIs have an awareness of their role as structural change agents and the agency or power to use this influence effectively. In Boland's (2017) multi-site case study of civic engagement among Irish higher education institutions to implement a government social agenda in community-based education, it is evident that HEIs have expressed support for the initiative but do not demonstrate an understanding of what their commitment involves. This illustrates a *patron* approach to structural change that approaches it with superficial knowledge of what is required and little interest in effective outcomes, resulting in little significant involvement of faculty members in the project's goals.

HEIs may pose as *donors* of knowledge, resources, and social capital without discriminating about their impact in addressing persistent social inequalities (Boland, 2017; Watermeyer, 2012). The lack of strategic engagement in the community demonstrates the lack of knowledge or awareness that institutional influence may have beyond the academic pursuits of their own faculty and students. This is demonstrated in the study conducted by Lloyd et al. (2015), which examines unintended outcomes of experiential learning opportunities for students in the community and

notes that community partners intentionally plan for results from these programs that HEIs have not considered.

Benefactor HEIs invest intentionally in community-based projects where structural change is needed within the community, but limit their involvement to short-term, project-based "gifts" of time, expertise, and resources. Skinner (2009) showcases several large infrastructure development projects undertaken by North American HEIs as *benefactors* to their urban communities, highlighting the significant spinoff benefits to local residents. Citing industrial research partnerships, business incubators, and leadership training centres, he suggests that HEIs play a critical role in community development that focuses on economic growth, social justice, and a healthy environment. While HEI initiative and investment is made clear in Skinner's (2009) address, critical reflection of structural change outcomes is missing. In some cases the HEI projects cited by Skinner (2009) have a significant negative effect in the community over time (Baldwin, 2021).

HEIs that maintain *contributor* commitments to the community over time have allocated ongoing platforms, programs, and resources to facilitate and support contributions towards community priorities. Such commitments demonstrate an awareness of social structures that need to be changed and a willingness to engage directly in actions to address this change. HEIs may establish platforms for dialogue with the community in which expertise from within the HEI community is shared with the general public (Kimball & Thomas, 2012). Institutions may give resources and support to encourage participatory action research or applied research within the community (Trott et al., 2020). Such project-based *contributor* initiatives may grow and evolve into *transformative* work with time and willingness to engage with the community on a sustained basis.

Contingent HEIs. Institutions without interest or awareness in social structural change are content to be *observers* of collective action in the community. Boland's (2017) study again provides examples of the academic units within HEIs, which perceive the government agenda for community-based education as lacking academic legitimacy. They see this community agenda as irrelevant for their interests and are ambivalent to its goals and outcomes.

Some institutions may acknowledge their agency in influencing society but without knowledge and clear understanding are less active in pursing possibilities, waiting for clear opening to meet their needs when they become *reactionist* to the opportunity at hand. An example noted by Anderson (2001) are the growing number of academic-industry research partnerships that are changing both the culture of institutions and the nature of industry, but which are relatively unexamined within the academy. In Anderson's (2001) study, HEIs react to new lines of business that present themselves without critically assessing their potential and actual impact within the wider community.

When existing structures suit the interests of contingent HEIs and the regulatory environment is such that the institution perceives little ability to influence outcomes, institutions are likely to take a *maintainer* approach to community involvement. Their focus is on compliance with legal and obligatory requirements of the community field. The HEI controls ensure this compliance is adhered to across the institution, with examples readily available in the form of administrative oversight concerning research funding (Watermeyer, 2012), partnership management (McRae, 2012), and educational program development (Siemens, 2012).

Challenges to social structure *status quo* may incentivize contingent HEIs to take *controller* action to ensure that existing structures are preserved. This may be observed within the institution as faculty members with transformative orientations may encounter institutional controls that change the nature of the community partnership by prohibiting community members from

participating in various levels of decision-making or adding procedural requirements that increase time and complexity to effectively change or limit the intended outcomes (McRae, 2012; Siemens, 2012). A *controller* approach may also be observed in HEI activities within the community, such as appealing to legal authorities for arrangements for land acquisition or forcing a different position vis-à-vis a community lobby group (Baldwin, 2021).

Exploitive HEIs. HEIs located outside an urban centre or larger community that have little interest or natural connection with the social structures of its surrounding locality may adopt an *isolationist* position. Without regular and close interactions brought about by proximity to community partners, these HEIs are more likely to be aloof and disassociated from their community, acting as self-sufficient and self-sustaining entities (den Heijer & Curvelo Magdaniel, 2018).

Cases have been noted of large institutions that move into community neighbourhoods without examining their social impact. They may, quite literally, *bulldoze* their way into the community and only once encountering opposition take up a stance of convincing the public of their worth and value. Such is the case investigated by Baldwin (2021) who documents situations in which powerful HEIs have acted without knowledge or interest in community impact and have inadvertently caused significant harm.

HEIs that otherwise do not seek out structural change for community wellbeing, may still act upon opportunities that further its own interests. This may be the case when government funding is made available for community initiatives (Kindred & Petrescu, 2015) or research funding is tied to social impact outcomes (Watermeyer, 2012). *Opportunist* institutions use the community's collective action to achieve purposes that singularly meet institutional objectives.

Exploiter HEIs actively seek out strategic transactions within the community that further institutional interests at the expense of the community. In documenting cases of several North

American HEIs, Baldwin (2021) shines a light on powerful universities with financial capacity to purchase inner city land for their own development purposes. In one notable case, the institution—well aware of the endemic poverty of the neighbourhood occupying the land it had purchased—promises social improvement, only to offer employment that is either out of reach in terms of qualifications or underpaid in terms of a living wage for this population. In the gentrification process, residents are forced to leave the area and incidents of crime increase (Baldwin, 2021). Anderson (2001) also writes about the growing commodification knowledge that is exploited through academic-industry relationships, frequently resulting in little or no benefit to the local community. HEIs may declare these transactions to be contributive in nature for the community (Skinner, 2009), but an examination of social structure impact illuminates a different orientation illuminating exploitive outcomes.

In building a theoretical framework based on social interactive field, community development, and place building theories, this study offers a potential for understanding the relationship between higher education institutions and their local communities. These relationships are key to evaluating an institution's community development impact, as well as the relevance of the UN SDGs to form a common set of goals against which to measure the degree of alignment between university and community priorities.

Research Question

Community development takes place in the context of the interactive social field, in which both HEIs and community organizations engage through actions and interactions to create social change and improve wellbeing. The objective of this study is to develop a tool that will assess the effectiveness of this relational interaction in terms of achieving sustainable development goals at the local level. To this end, the central research question explored in this study is:

What is the impact of higher education – community partnership on the achievement of community-level sustainable development goals?

The pursuit of this question will require several sub-questions to be asked. In this effort, a simple program evaluation framework is used to explore the goals, actions, expected outcomes, and observed impacts of the university's involvement in the community through community-based partnerships. In terms of identifying relevant goals, the first task is to identify which SDGs are prioritized at the local community level, which SDGs are prioritized by the higher education institution, and which of the identified SDGs are pursued in a partnership between higher education institutions and their respective communities.

Second, the study examines the actions that higher education institutions and community organizations are taking to achieve localized SDGs. These are captured through planned actionable objectives as well as specific initiatives undertaken by the HEI-community partners to achieve their goals. Partnership initiatives necessarily involve the interactions of individual people who are working in relationship towards SDG attainment. Particular attention will be paid to the relationship qualities identified in the literature as necessary factors for achieving community development in the interactive social field. Relationship qualities within the HEI-community partnership can be indicators of institutional orientation towards community interdependence and collective wellbeing. They are significant influencing factors for assessing the efficacy of partnership outcomes and impacts.

Third, the study documents the expected outcomes of the partnership actions towards attaining localized SDGs. Since the study is likely to capture ongoing as well as completed work, not all outcomes of partnership initiatives will be known. Hence, participants can only be invited to provide their projections of expected or intended outcomes of the partnership work. The sustainability of development work, according to Wilkinson (1972, 1991), depends on the ability

of the actors to remove systemic barriers by changing social structures. The expected outcomes of SDG partnership work will consequently be investigated in terms of the partners' knowledge of the systemic barriers within their sphere of influence as well as their ability to enact change in the relevant social structures.

Finally, the study explores observed impacts attributed to HEI-community partnership work in their effort to attain localized SDGs. As this is not intended to be a longitudinal study, the data collected in terms of impact must necessarily provide a snapshot of information relevant to a particular time and cannot be considered an exhaustive or complete assessment of project impact. The information gathered in this section demonstrates how the goals, actions, expected outcomes, and observed impacts of the previous sections may be understood in terms of their influence in the community. The study also examines how the relationship qualities between HEIs and their community, along with the partnership's orientation towards systemic structural change influence the partnership's impact. Data collected through the various methods described below is analyzed according to the theoretical frameworks described above.

With these objectives in mind, the research sub-questions are worded in the following ways.

1. Goals: What community-level SDGs are HEIs and communities partnering to address?
    a. Which localized SDGs are HEIs acting upon?
    b. Which localized SDGs are communities acting upon?
    c. Of the localized SDGs that both HEIs and communities are acting upon, which involve a partnership between the HEI and the community to achieve the goal?
2. Actions: What actions are HEIs undertaking in partnership with community organizations to achieve localized SDGs?
    a. What is the perceived value of academic work in the community?
    b. What are the perceived barriers to academic work in the community?

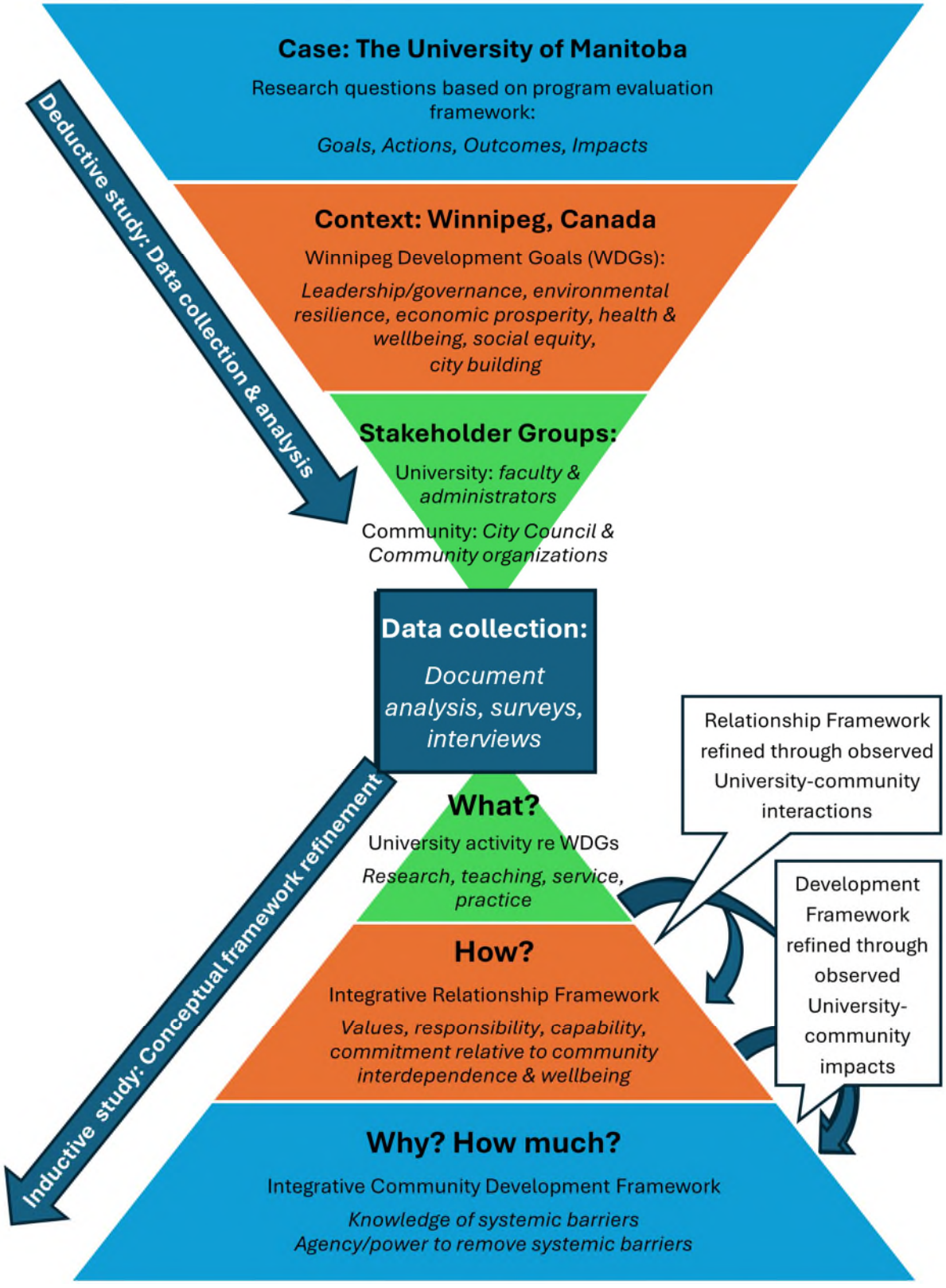
    c. What relationship qualities (values, responsibilities, capabilities, commitment) are observed within HEI-community partnerships?

3. Expected outcomes: What are the expected outcomes of the actions stated in #2?
    a. What immediate changes to the community do the partners expect to accomplish?
    b. Are there any unexpected or unintended outcomes to note?
    c. What systemic barriers, if any, do the partners expect to encounter? How will these be addressed in partnership work?
4. Observed impacts: What observed impacts are the HEI-community partnership actions having on the achievement of localized community sustainable development goals?
    a. What are the known impacts of partnership activities to date?
    b. How does the quality of relationship between HEIs and community organizations influence the partnership's impact on the attainment of localized SDGs?
    c. How does the partnership's ability to address (i.e. knowledge of and agency to influence) systemic barriers influence the partnership's impact on the achievement of localized SDGs?

Given the complex nature of this study, a methodological process road map for the progression of this research helps to clarify the different layers of data exploration in the methods section to follow. See Figure 1 below. Using the case study of the University of Manitoba in the context of the City of Winnipeg, MB, Canada, the study takes a program evaluation approach (i.e. goals, actions, expected outcomes, and observed impacts) to explore the HEI-community interactions of different relevant population groups around localized sustainable development goals (i.e. Winnipeg development goals). Data is used to inform and refine the methodological frameworks derived from theory, which become the assessment framework for understanding this institution's impact in its local community.

Figure 1

Methodological Process Road Map



Chapter 2: Methods

This study uses a mixed methods approach to gather perspectives from both HEI and community sources to determine the actions and interactions between the HEI and the community that lead to local sustainable development goal achievement. Using multiple methodological perspectives provides data to develop both a broad and deep understanding of the complex factors relevant to higher education engagement in the community. Each data collection method offers a unique contribution to building well-rounded insights into each case being explored (Flyvbjerg, 2006).

Among the benefits of using mixed methods in a single study, is that a qualitative study set within the context of broad quantitative evidence can help explore to greater depth an established relationship between factors (Mason, 2006). Different methodological approaches can also produce results from diverse perspectives that help to achieve a holistic picture of a complex topic. Finally, the different methodologies provide a way to triangulate the evidence by testing the results of one approach against the other (Mason, 2006; Newby, 2014). These benefits are the aim of this study, which utilizes a survey in the context of a case study approach along with qualitative document and semi-structured interview analysis.

Pragmatist Position

Positionally, this study is rooted in the pragmatist paradigm, a school of thought that views knowledge as an inextricable link between human thoughts, actions, and their experiential context (Kaushik & Walsh, 2019). As such, reality is socially constructed, and truth is meaningful as it relates to human experience and utility. The process of acquiring knowledge is an iterative process of reflexive inquiry between objective and subjective knowledge bases. The pragmatist paradigm is, according to Kaushik and Walsh (2019), particularly well-suited to examining problems of

social injustice as it does not assume any one particular theoretical lens, but rather starts with “an ethics-based pursuit of democracy, equality, justice, and freedom for everyone” (p. 12). The pursuit of pragmatism is to arrive at knowledge that has purposeful and positive utility for individuals and society.

While not necessarily linked, the mixed methods approach to research inquiry is an oft-preferred methodology for pragmatists (Weaver, 2018). Pragmatism emphasizes the research question and prioritizes the best methods for answering this question, rather than remaining within the philosophical bounds of a particular methodology. In designing research methodology from a pragmatist perspective, the social problem at the centre of the research question is informed and shaped by the researcher’s reflection at each step of the process, considering and reconsidering potential actions and solutions that may further shape the research question itself (Kaushik & Walsh, 2019). This process, known as “abduction”, provides conditional interpretations of data outcomes based on situational and experiential inferences (D. L. Morgan, 2014). Consequently, the methodologies used in this study build upon each other, each answering different aspects of the research question while also contributing towards and shaping the other methodologies.

Developing the Methodological Framework

The object of this study is to develop a methodological framework that can be used by HEIs and communities to answer the question, ‘what is the impact of higher education – community partnership on the achievement of community-level sustainable development goals?’, for their institution. While literature regarding the definition and process for developing a ‘methodological framework’ is scarce, McMeekin et al. (2020) suggest that it is generally understood to “provide structured practical guidance or a tool to guide the user through a process, using stages or a step-by-step approach” (p. 2). They further propose a three-step approach to

developing a methodological framework that involves (i) gathering primary data to inform the methodological framework through literature review, surveys, interviews, etc., (ii) synthesizing data in an iterative process to develop the framework, and (iii) evaluating and refining the framework through case studies (McMeekin et al., 2020).

In this study, two methodological frameworks are formed through the literature review above, i.e. the Integrative HEI-Community Relationship Framework (the "Relationship Framework") and the Integrative HEI-Community Development Framework (the "Development Framework"). To evaluate and refine these frameworks, one university located in Winnipeg, Canada, presents the case context for the primary research conducted. Primary data is gathered and synthesized according to the conceptual frameworks derived from literature and applied to the relevant case to both gain understanding of the case itself and to refine the methodological framework. The selected case is examined through different internal and external stakeholder groups, providing varying perspectives on the nature of the university's influence in the local community. While the selected case has unique internal and external contexts that preclude the possibility to generalize the specific institutional findings elsewhere, the creation of a methodological framework creates a generalizable guide for institutions in different contexts.

Yin (2013) suggests that case study methods are strengthened by observing several research practices. First, employing a triangulation of data sources, methodologies, and theoretical perspectives will strengthen the study's internal validity by offering different points of view on the same research questions. Each perspective builds upon and informs the other, while providing unique contributions to the whole. Second, the use of logic models developed through a review of current literature will enhance the validity of the research tool by aligning it with current theoretical thought processes. By extracting abstracted themes from case-specific data, synthesizing, and categorizing these according to the theoretical logic framework, the

methodological framework evolves through a process of comparing case specific findings against theoretical categories. The aim is for this process to be replicated with the framework among institutions in various communities without geographic limitation.

Selected Case Study

According to Creswell (2013), "case study research involves the study of an issue explored through one or more cases within a bounded system (i.e. a setting, a context)" (p. 73). Case studies typically involve gathering data from multiple sources of information, using different perspectives to develop a fulsome understanding of the phenomena as experienced by various participants within the context of the case-specific bounded information set. The University of Manitoba is the selected case for this study, the only medical-doctoral research university within the province, with its main campuses located in the city of Winnipeg, Manitoba, Canada (UM, 2023).

Two university stakeholder groups are included in the study through surveys and interviews: faculty members and senior institutional administrators. These two groups represent differing levels of authority and proximity to community engagement activity, with faculty members being the individuals most likely to be directly involved in community partnerships and senior administrators being the ones with positional authority for resource allocation and policy formation. Document analysis further informs the case analysis by providing general contextual information regarding the case study institution.

Two community stakeholder groups provide important environmental perspectives with regard to both the selected case institution and the local post-secondary sector generally. The first community group, Councillors for the City of Winnipeg, represents the interests of various city wards and holds policy and resource allocation responsibilities. Like the university administrators, City Councillors are less likely to be personally involved in partnership activities with the

university, though some direct partner engagement may be anticipated. The second community stakeholder group consists of community organizations partnering with university faculty members to complete local community development projects. The inclusion of these external stakeholder groups provides a unique opportunity to examine the impact of higher education in the local community, as well as the direct influence of the selected case institution.

A holistic analysis of data for the case study includes the historical context of the issue, a chronology of its development, and its resulting activities and outcomes (Creswell, 2013). Historical data is acquired through document analysis, while current activity is gathered through documents, as well as stakeholder surveys and interviews. Collected data from stakeholder groups is gathered and categorized according to the six City priority areas articulated in the City's current development plan, which is organized around UN SDGs that have been synthesized and reworked to identify local Winnipeg goals.

In exploring the influence of HEI-community partner relationships, the themes of shared values, responsibility, capability, and commitment have been built into both surveys and interviews. The influence of organizational orientation towards systemic structural change is captured in relation to partners' knowledge/awareness of systemic barriers and their power/agency to effect positive structural change by reducing these barriers. The partnership's expected outcomes and observed impacts are sorted into themes aligned with the community's localized SDG framework to assess the overall impact towards community sustainable development goals. The final interpretation of these themes compares the HEI orientations towards community interdependence and wellbeing, as well as the community's orientation to higher education's social purpose, with perceived outcomes and impact to understand how these orientations serve as an indicator for SDG achievement in the local context.

In summary, the HEI social impact framework being developed through this study is generated in the context of a case study methodology in which three data collection sources are used: document analysis, surveys, and semi-structured interviews. Each provides a unique perspective of HEI-community partnership for achieving sustainable development goals. A further description of each method follows.

Document Analysis

The qualitative methodology of analyzing publicly available documents is frequently used in combination with other methods as a way to synthesize data that would otherwise be onerous to collect, obtain data in an unobtrusive way, and provide an alternate source of information for triangulation purposes (H. Morgan, 2022). For this study, document analysis serves as a first step towards understanding the policy and commitment context for the case involved in this study. Documents provide the primary case description of the University of Manitoba, its history, current state, and future aspirations. Documents also provide an initial description of the University's relationship with the local community, noted in its planning, key reports, and promotional materials.

The document analysis relates to the research sub-questions, i.e. which sustainable development goals (if any) HEIs and local communities are prioritizing (sub-question #1a and b), whether these are being achieved in partnership or alone (sub-question #1c), what actions and activities are involved in addressing these SDGs (question #2), the perceived or anticipated value of these actions for the community (sub-question #2a), any barriers expected (sub-question #2b), and any notable outcomes, and impacts of these actions (sub-questions #3a and #4a). Document analysis may also provide a base layer of understanding concerning organizational orientation to community wellbeing (sub-question #2c) and its orientation towards addressing systemic structural

change (sub-question #3c and #4c), although these areas of inquiry are not expected to yield fulsome results. Consequently, these latter concepts are explored in greater depth through subsequent survey and interview questions.

Fifteen publicly available documents have been selected for analysis from the case institution's website. Selected documents are from the following document type categories: (i) historic accounts of the University of Manitoba's development in relation to the local community; (ii) planning documents: strategic plans, research plans, organizational plans, and economic development plans to understand the University's trajectory into the future in relation to its local community; (iii) documents that publish outcomes and achievements of organizational actions: institutional reports, data sharing publications, results statements, etc. to understand the past effectiveness of the University in its community engagement efforts; and, (iv) noteworthy achievements of the University's actions in relation to the local community: press releases, news articles, etc. to understand the points of community engagement impact in current time.

Selected documents have been searched for words and phrases that mention the local community, outside the University campus, i.e. "Winnipeg", "community". These text excerpts are further broken down into meaning units and organized according to the community's local sustainable development goals as identified in the city's current development plan. Meaning units, according to Creswell (2013) distill larger sections of text into words or phrases that capture the essence of meaning being conveyed. The compilation of meaning units under each community development goal has been used to identify institutional activity and orientation within each development goal area. Particular attention has been paid to mentions of university-community partnerships and any description of the purpose, intent and outcomes of these partnerships.

Documents were also reviewed for indications of relationship qualities with community partners (sub-question #2c), as well as evidence of the University's knowledge and agency towards

systemic barriers in the community (sub-question #3c). Word searches for “partnership” and “relationship” were conducted, with results read in context to understand the essential meaning. Only references to partnerships and relationships between the University and the community of Winnipeg were deemed relevant to the study and kept for further analysis according to the Relationship Framework. A search for the word “systemic” revealed institutional awareness and intentions towards systemic barriers, both on campus and in the wider community, with references being captured according to their central meaning for analysis through the Development Framework.

Document analysis provides a largely aspirational picture of the University of Manitoba’s community partnership actions toward SDG attainment. While document analysis benefits this study in the ways noted above, it is not without limitations and challenges. Perhaps one of the primary limitations is the inherent bias of publicized documents, which tend to be written for a particular purpose, and which may use the data to convey a particular message not relevant to this study. Additionally, these documents may not include all available data relevant to the study question. Finally, it is a challenge to find documents that truly represent the work of actors within these HEI-community partnerships in an authentic and representative way (H. Morgan, 2022). These challenges have been addressed through the remaining methodologies that seek out direct response from participants in the community interactive field.

Surveys

This study anticipates that HEIs and their local communities are engaged in a wide array of activities that contribute towards the achievement of localized sustainable development goals. These activities are likely spread across different disciplines, sectors, and organizational units, further complicating the process of identifying the interactions that will determine the HEI’s

impact on goal attainment. As House (2018) points out, obtaining a broad, systematic, and generalizable understanding of a complex issue requires quantitative analysis, but at the same time it is necessary to account for the specific idiosyncrasies of human interaction that requires in-depth, context-specific qualitative analysis. This study uses survey methodology to capture multiple perspectives and opinions that may be considered in terms of attitudes, actions, and behaviours, to reach a holistic understanding of the University of Manitoba as a single case.

The survey (see Appendices C, D, E, and F) has gathered information relevant to each of the research sub-questions being asked. Initial questions focus on identifying the HEI-community partnerships working towards local SDG achievement (sub-questions #1a, #1b, and #1c). The next section makes inquiries about the actions being taken to achieve the localized SDGs (sub-question #2). These actions are identified through themes derived from the Global Impact Rankings published by the Times Higher Education Impact Rankings (Times Higher Education (THE), 2023), separated into categories of research, teaching, service, and university practice. Additional questions concerning the perceived value of academic work in the community (sub-question #2a), barriers to HEI-community partnerships (sub-question #2b), and influencing factors related to partnership relationship qualities described in the conceptual framework (sub-question #2c) gather responses that help to indicate orientation towards community interdependence and collective wellbeing.

Survey respondents have been asked for perspectives on the expected outcomes of their work in the community (sub-question #3a). For this section, identified university activity has been compared to the City's articulated objectives for reaching the sustainable development goals stated in their current development plan. Respondents have also been invited to indicate if any unintended outcomes have been observed through the course of their community work (sub-question #3b). Additionally, participants have been asked for their opinions about potential

systemic barriers encountered while working towards community development objectives and strategies for how they propose to address these barriers. Responses thus point to participant awareness of the need for structural change and their sense of agency in reducing barriers in the community (sub-question # 3c).

Finally, the survey has collected observed and recorded impact towards sustainable community development, that can be attributed to the partnership to date according to each area of university activity, i.e. research, teaching, service, and practice (sub-question #4a). Respondents have had opportunity to indicate whether relationship qualities have influenced the impacts they have observed (sub-question #4b). Changes to systemic barriers were also noted, indicating long-term systemic change (sub-question #4c). The survey ended with a summary question of whether the respondent see the University as interdependent with its community or independent from it.

Section 1: Goals

This survey section explored the research sub-questions pertaining to "Goals". Two different perspectives were captured for both the case study institution and the city community by altering questions to suit the participant's level of decision-making authority and proximity to direct community engagement. For example, for the research sub-question 1a "Which localized SDGs are HEIs acting upon?" HEI administrators were asked "For each Winnipeg Development Goal below, please indicate its level of priority for your area of responsibility. Please also indicate whether this work is being done in partnership with one or more Winnipeg community organizations (e.g. businesses, associations, social service agencies, not-for-profit organizations, etc.)" while faculty members were asked, "For each Winnipeg Development Goal below, indicate its level of priority in relation to your academic work. Please also indicate whether this work is

being done in partnership with a Winnipeg community organization (e.g. businesses, associations, social service agencies, not-for-profit organizations, etc.)."

For question 1c, the community survey included a question, "To the best of your knowledge, does work being done to achieve these Winnipeg Development Goals involve cooperation with one or more Winnipeg post-secondary institutions (PSI)? Does this work involve cooperation with the University of Manitoba?". This helped to capture information about the general willingness to work with HEIs in the community as well as the specific cooperation taking place with the case study institution.

Section 2: Actions

Partnership actions are commonly articulated through measurable objectives that form the priorities for each project partner. The City of Winnipeg Development Plan (City of Winnipeg, 2022b) has identified several actionable objectives for each of six localized goals. This section of the survey explores partnership actions undertaken between University of Manitoba members and Winnipeg community members to achieve Winnipeg development goals.

This survey section begins with the survey question "What are the most valuable ways that your academic work, or that of your academic team, contributes towards Winnipeg sustainable development priorities?" addressing research question 2a. Survey respondents are asked to indicate any barriers to partnership work to help gain clarity on practical limitations that may be standing in the way of HEI-community partnership work, addressing research question 2b.

Follow-up questions gather information related to relationship qualities addressed in question 2c. This includes: (i) alignment of goals and values, "How well do [the University of Manitoba's] priorities align with the sustainable development objectives of the *OurWinnipeg 2045 Development Plan* summarized above?"; (ii) shared responsibility, "In your view, how is

responsibility for local sustainable development divided between postsecondary institutions and the Winnipeg community?", and "With respect to the work that you or your academic team is doing in partnership with local community organizations, how is responsibility generally divided to carry the work to completion?"; (iii) mutual capability, "In your opinion, how much of the knowledge and expertise needed for achieving local sustainable development is contributed by the City of Winnipeg, Winnipeg community organizations, Winnipeg post-secondary institutions (generally) and the University of Manitoba (specifically)?", and "With respect to work you and/or your academic team conducts in partnership with local community organizations in Winnipeg, who contributes the knowledge and expertise required to bring your project to completion?"; and "When considering organizational commitment in terms of allocated resources, internal and external communication, and levels of organizational engagement, how committed is the University of Manitoba to Winnipeg's sustainable development?"

A summary question completes this section, inquiring into the respondent's perception of the level to which these relationship qualities influence the effectiveness of the partnership's work. Through these observed relationship qualities, the survey data helps to identify the University's orientation towards community interdependence and wellbeing, providing additional understanding of the effectiveness of organizational partners in achieving their SDG goals.

Section 3: Expected Outcomes

This section explores each of the research sub-questions related to "Expected Outcomes". Using the development goal objectives outlined in the *OurWinnipeg 2045* development plan, survey respondents will be asked to identify "For which of the following sets of City of Winnipeg development goal objectives do you believe that your work, or that of your academic team, will have the most significant outcomes?", addressing research question 3a.

As noted in the literature, long-term sustainable goal attainment can only be achieved through removing systemic barriers and addressing structural change (Bessant, 2018b; Wilkinson, 1972). Consequently, the survey asks participants questions related to their knowledge of systemic barriers and whether partners have taken measure to address social structure change as part of the project's expected outcomes. An example from the faculty member survey is "In your view, to what degree do the systemic barriers listed below prevent or limit your team's achievement of the Winnipeg Development Goals stated above?" A list of ten common systemic barriers related to each development goal are given with a scale of the significance of its influence on project work.

Following this, a list of possible strategies for addressing systemic barriers in the community is provided for respondents to indicate which strategies they perceive to be most effective and which strategies they/their team are using. An "other" field is provided for respondents to contribute their own ideas and suggestions in this area. The section offers a final question for the respondent to indicate how much influence they believe their work has in changing systemic barriers in the community.

Section 4: Observed Impacts

This survey section explores each of the research sub-questions related to "Observed Impacts". The construction of survey questions for this section separates the main areas of university activity as described by THE Global Rankings, i.e. research, teaching, service, and university practice, and asks respondents to provide a level of impact for each of the six Winnipeg development goals. This helps to identify which area of university activity is having the most significant impact, related to research question 4a.

Survey respondents are asked to rate the significance of the relationship influences between the University of Manitoba and the Winnipeg community on the overall achievement of

development goals in the Winnipeg community, addressing research question 4b. They are also invited to share their opinion of the significance their academic work is having on addressing the systemic barriers identified in the previous section, which responds to question 4c. A summary question of the overall influence of the University of Manitoba is asked in relation to all post-secondary institutions generally.

The survey respondents are asked a final capstone question to provide their opinion of where the University of Manitoba sits on the continuum between interdependence and independence with the Winnipeg community, contributing direct input towards establishing the University's orientation to community collective wellbeing according to Thomas and Cross' (2007) place building theory.

Section 5: Demographic Survey Questions

In the final section of the survey, several demographic questions are asked to capture data specific to different groups within the survey for comparison purposes. This section provides opportunity to compare responses between disciplines and sectors by asking respondents "In which field/ sector/ discipline does this work mainly take place?" Asking participants, "What position best describes your role within your current or most recent community partnership?" and "How many years (total) have you been involved in Winnipeg community development work, including your current project(s)?" gathers information regarding the effect of partnership experience on SDG achievement. Years of experience in higher education and at the University of Manitoba are collected to determine whether partnerships are happening with early-career or late career academics. Although personal identifiers are not collected in the survey, descriptions of project work may limit the ability of the study to ensure full participant anonymity. Survey participants are invited to self-identify if they are willing to participate in the interview portion of the study.

Participants: HEI Members

Two different but corresponding surveys (see Appendix C and D) were sent to the two groups at the University of Manitoba to represent the populations of university faculty members, and university administrators.

University of Manitoba Faculty Members. Faculty member participants were identified according to the following criteria: (i) faculty members with full-time teaching and research positions; (ii) full-time instructors; and (iii) individuals included in the University's "all faculty" distribution list.

Participants were invited by e-mail to respond to an on-line survey with an embedded survey link. University distribution lists were used for both groups. For the University's faculty members, the Office of Institutional Analysis distributed the surveys using a list compiled by the University's Human Resources Department, a distribution to approximately 1400 individuals. A total of 82 responses were received, or a 6% response rate. Participant recruitment was conducted by e-mail using the University's all-faculty distribution list, which included full-time academic faculty members and full-time instructors. Two follow-up reminder e-mails were sent using the same distribution list.

Nearly half of respondents (46%) indicate their academic disciplines are in professional programs (i.e. leading to a career profession, such as architecture, business, education, engineering, medicine, nursing, public administration, or social work). The next largest disciplinary group of respondents (22%) are in natural science programs (i.e. empirical study of the living and physical world, such as agricultural sciences, astronomy, biology, chemistry, earth science, health science, physics). The next largest disciplinary group (16%) are in humanities (i.e. the study of the human condition, such as art, language, literature, history, philosophy). The final group (11%) are in the

social sciences (i.e. study of human interaction, such as anthropology, economics, political science, or sociology).

In terms of their roles in relation to local community partnerships, 38% of faculty respondents are project managers/principal investigators; 15% are in organizational leadership; 15% are in organizational support; 6% are a project partner or secondary investigator; and 3% are a manager or supervisor. Different faculty members have worked in the community between 0-35 years; with an average of just over 10 years. Faculty respondents have worked in higher education between 2-35 years, with an average of 16.5 years. Respondents have worked at the University of Manitoba between .5 and 35 years, with an average of 14.7 years.

University of Manitoba Administrators. Academic administrator participants were identified according to the following criteria: (i) administrators with leadership positions to guide the strategic direction of the institution, i.e. senior administration (president, vice-presidents, associate vice-presidents); (ii) administrators with oversight of academic units within the institution, i.e. deans, associate deans, and school directors; and (iii) administrators included on the Provost's list of senior administrators.

Distribution was managed through the Vice-President (Academic) Office, which sent surveys to heads of the University's academic units and direct reports, a distribution to 30 individuals. Two follow-up reminder e-mails were sent. Eleven responses were received from University administrators, or a 37% response rate. Required permissions for both the faculty survey and the administrator survey were obtained from the University's Survey Review Committee and respective units managing the distribution process.

The higher education institution survey contained 27-28 multiple choice questions (depending on stakeholder group) plus five demographic questions. It took an average of 25 minutes to complete, depending on time spent with optional comments or examples. Participants

were invited to contribute to the study in additional ways by sending a separate e-mail to the researcher indicating their interest in (i) participating in a follow-up interview, (ii) recommending that a corresponding survey be sent to a community partner organization, or (iii) suggesting a specific document to be included in the document analysis. Participants were informed they may request a copy of the study's executive summary once completed.

Administrator respondents identified with the following academic disciplines: humanities (37.5%), social sciences (37.5%), natural science (12.5%), and professional programs (12.5%). Their roles related to university-community engagement were given as: organizational leadership (50%), organizational support (25%), supervisor/manager (12.5%), and project partner/ secondary investigator (12.5%).

Administrator respondents indicate a wide range of experience in terms of years of involvement with community development work, from 0- 35 years, with an average of 11.5 years of experience. Most respondents have been working in higher education for more than two decades, with a range between 11 and 33 years of experience, and an average of 23 years. In terms of their tenure at the University of Manitoba, respondents indicated a range between 2 and 36 years, with an average of 16.5 years.

Participants: Community Members

Two different but corresponding surveys were sent to Winnipeg City Council (Appendix E) and Winnipeg community organizations (Appendix F) as representatives of the Winnipeg community population. Participants were contacted by e-mail and invited to voluntarily respond to an on-line survey with an embedded survey link. Participant contact information was pulled from City and organizational web sites.

City Councillors. Winnipeg City Council members were identified from the City's website and included only elected City Council members. A survey invitation, plus two reminders, were sent to all 15 current City Council members, including the mayor. A total of 3 survey responses were received, or a 20% response rate. The City Council survey contained 28 multiple-choice questions and took approximately 25 minutes to complete, depending on time spent providing optional comments or examples. No demographic questions were asked of City Councillors due to the small sample size and intent to ensure anonymity.

Community Organization Members. Community organizations were identified from organizational membership lists from the following associations: (1) United Way Winnipeg; (2) Social Planning Council of Winnipeg; (3) The Winnipeg Foundation; and (4) Winnipeg Chamber of Commerce. In terms of organizations identified from the Chamber of Commerce, only those within selected categories related to education, information communication technology, research and innovation, and social services were e-mailed. An e-mail invitation with the on-line survey link was sent to the general organizational e-mail address listed on websites, or the executive team if available. E-mails were sent to a total of 472 individual e-mail addresses at 262 different community organizations. A total of 23 responses were received, or a 5% response rate.

The Community organization survey also contained 28 multiple choice questions, plus three demographic questions. Participants were invited to contribute to the study in additional ways by sending a separate e-mail to the researcher indicating their interest in (i) participating in a follow-up interview, (ii) recommending that a corresponding survey be sent to a specific community organization or academic partner at the case study institution, or (iii) suggesting a specific document to be included in the document analysis.

Respondents identified the following sectors as related to their organization's work in the community: art & culture (22%); economic development (11%); environmental services (11%);

newcomer settlement services (11%); not-for-profit (33%); and social services 11%). Respondents' roles covered a variety of positions within their organizations: project manager (11%); project partner (11%); supervisor/ manager (33%); organizational support (33%); organizational leadership (11%). Years of experience in Winnipeg community development work ranged from 2 years to 30+ years of experience.

The survey has contributed valuable data for this study in several ways. While a base level of knowledge concerning existing HEI-community partnerships was gathered from published documents reviewed in the document analysis, the survey captured a personal perspective toward HEI-community partnerships that was not included in published reports. Emergent partnerships for which results are not yet known, smaller projects involving relatively few people and resources, and activities not yet recognized as a community partnership (e.g. consulting work or board representation) were included in survey findings. Additionally, while the link between community partnership work and SDG achievement may not be clearly documented in published reports, individual survey respondents could identify their contributions to specific SDG target areas. Finally, since this study is concerned not only with the outcomes and impacts of specific actions, but also with the relationships formed within HEI-community interactions to achieve these outcomes and their influence on social structures, it was necessary to gather data directly from individuals involved in these partnerships.

By including four participant groups in the survey data collection, different perspectives of key actors in HEI-community partnerships have provided data from their various organizational and sectoral standpoints. The primary actors in these relationships are often faculty members who work with members of a community organization. Secondary actors, responsible for organizational oversight and policy, are also important for partnership success. The four groups who received the survey, i.e. university faculty members, university administrators, community

organization members, and City Council members, have consequently received surveys with slight variation in terminology relevant to their context. The essence of the survey questions, however, are the same.

Surveys have provided a broad base of understanding regarding the achievement of local SDGs through HEI-community partnerships. With the provision of optional open-ended questions at the end of each survey section, additional detailed data contributes nuanced information related to specific partnerships. Responses demonstrate various activities in different disciplines, and in relation to each identified Winnipeg development goal. Additionally, survey responses help to develop a better understanding of HEI-community partnership relationships, enabling further analysis regarding institutional orientation to community interdependence and wellbeing as suggested by the Integrative Framework of HEI-Community Relationships. Finally, survey responses provide a basis for examining the potential short-term outcomes and long-term impacts of HEI-community partnerships. These are discussed in detail in the Discussion section below.

Semi-Structured Interviews

The final data collection method used in this study is semi-structured interviews. Generally, interviews can be conducted in several ways: structured, semi-structured, and unstructured interviews (Wilson, 2012). Structured interviews hold strictly to a set of questions asked in the same way to all research participants. The inability to deviate from a set script in this type of interview fit the purpose for researchers who select a questionnaire style of interview where the objective is to generalize responses among a select population (Valentine, 1997). Unstructured interviews use a set of guiding principles or ideas that the researcher wishes to explore but are conducted more like a conversation and can go in various directions as the conversation leads into different areas. The aim of the researcher using unstructured interviews is to capture unique and

personal perspectives and experiences from the research participants without comparing between them (Valentine, 1997; Wilson, 2012).

The purpose of the interviews in this study is not to generalize the answers but rather to compare the experiences of those participants engaged in HEI-community partnerships to extract new ideas from the patterns of responses obtained. The use of semi-structured interviews is selected as the best method for this purpose. This approach uses a common set of questions for each interview participant but also allows the flexibility to explore additional topics as these arise through the interview process (Wilson, 2012).

Topic 1: Description of Partnership Activity and Outcomes

Contributing to the case study contextual narrative, interview participants were initially asked to describe their HEI-community partnership work, providing details of partnership goals and actions, and speculating on expected outcomes of this work. Questions anticipated a variety of activities spanning the different areas of academic work, i.e. teaching, research, and service, and community needs, i.e. capacity building and filling gaps for specific research or service assistance. Particular attention has been paid to how activities align with and contribute to Winnipeg development goals.

Topic 2: Perceived Value and Barriers to Partnership Work

Participants were invited to describe their objectives for working with the community/ university and what perceived value motivated the partnership. Understanding the respective motivations in the partnership helped to guide interpretation of the results in the study and provided additional perspective for understanding participant responses. Perception of barriers, both within the university and within the broader community, helped to shape an understanding of the respondent's attitudes and awareness of systemic barriers in later analysis.

Topic 3: Partnership Relationship Influences

Participants with first-hand knowledge of HEI-community partnership have first-hand knowledge and personal experience of the relationship dynamics within the partnership. Using the Integrative Framework of HEI-Community Relationships, the interviews explore the qualities noted from literature that influence the effectiveness of partnership actions and outcomes. Responses help to clarify the concepts and categories of the Relationship Framework through grounded participant experience.

It is important to acknowledge that detailed perceptions of relationship qualities collected in the interview process introduce a potential for personal challenges and conflicts of a sensitive nature to surface. To ensure an accurate representation of their thoughts and opinion has been recorded in the data, participants are given a period of two weeks to review the conversation transcripts. Each participant has been afforded the opportunity to retract, edit, or restate comments following the interview to ensure a representation in the study that will not undermine their work in the community. One participant has requested a retraction of a single comment, which has been deleted from the transcript and has not been used in the study. Other participants have responded with their affirmation of the transcript content.

Topic 4: Lasting Impacts on Social Structures

Achieving structural change for long-term sustainable development impact is difficult. Many collective action projects will make contributions that would be difficult to assess in terms of structural change impacts in the short-term. However, as noted earlier, actions conducted with knowledge and intentionality of addressing systemic barriers that need to be changed, along with the power to make incremental changes within the organization's area of authority, are more likely to affect long-term systemic change in the future.

Interview participants have been invited to share their insights and understanding of the systemic barriers their work is designed to address and how they perceive this to impact the partnership outcomes. Both intended and unintended outcomes have been explored as well as resulting changes to existing systemic barriers.

Topic 5: Interdependence or Independence with Local Community

Where time permitted, interview participants were asked a capstone question of whether they saw the University of Manitoba as being interdependent with its local community or independent from it. No explanation of the concept was offered and none was requested. Participants demonstrated an intuitive understanding of the question and arrived quickly at a response, although several indicated that they would respond differently when applied to different organizational levels of the institution, i.e. department, faculty/school, or whole of institution.

Participants

A total of 13 interviews were conducted with individuals from four population groups (university faculty, university administrators, City Council members, and community organization members), with two university administrators being interviewed in one session, for a total of 14 participants. Seven interview participants were female; seven were male. Among the University participants were four administrators and three faculty members. These participants represented a range of disciplinary backgrounds: humanities, social sciences, and professional programs. Among the community participants were four City Councillors and three community organization members. These participants represented a range of sectoral backgrounds in community based health care, Indigenous social services, and newcomer settlement services. No sectoral or position descriptions were collected for City Council participants to ensure privacy within a relatively small participant group.

Interview participants were recruited in several ways. First, an invitation was extended through the survey for respondents to indicate interest in a follow-up interview. This yielded two recommendations, one, an individual who proved not to be available during the time period required, and one who agreed to participate. The survey also led to two self-identified participants who were interviewed for this study. Second, one individual identified in the document analysis with relevant involvement in HEI-community partnership activity was invited to the interview process but proved to not be available during the time period required. Third, interview participants were invited to provide names of other individuals who would have relevant knowledge and who could then be invited to be interviewed. This snowball sampling method proved to be more successful and led to six interview participants with particular knowledge or experience relevant to the topic being included in the study (Parker et al., 2019). Finally, five individuals were identified according to their organizational position and invited to be interviewed from the perspective of their positional authority. Participants were intentionally recruited from each of the four population groups included in the study: (i) university faculty; (ii) university administrators; (iii) City Council; and (iv) community organization members, and from different disciplinary areas.

Interview questions covered five topic areas: (i) description of the University of Manitoba's partnership activity in Winnipeg and its expected outcomes; (ii) perceived value of partnership activity and any institutional barriers experienced; (iii) relationship qualities evident between University of Manitoba and the local Winnipeg community; (iv) lasting impacts observed, knowledge of community systemic barriers addressed, unintended outcomes noticed; and, (v) opinion of whether the University of Manitoba is more interdependent or independent with respect to its local community. Each topic had between two and four follow-up questions that explored

the theme in depth. Interviews ranged from 30-60 minutes depending on the participant's availability and length of answers provided.

To maximize participation rates, interviewees were offered several different options in terms of interview medium, including in-person, Microsoft Teams video conferencing, or phone. Interviews were audio recorded and transcribed using Plaud.ai auto transcription. Once the transcripts were reviewed and transcription errors edited, they were sent by e-mail to the respective participants to ensure clarity and accuracy of the comments made. One interview participant requested one edit, which was done as requested.

With member checking completed, transcripts were then analyzed according to qualitative research methodology, as was done with the document analysis (Creswell, 2013; Merriam, 2016). Transcripts were searched for themes relevant to localized SDG themes, which were then organized into the program evaluation framework of goals, actions, outcomes, and impacts. Partnership relationship qualities and references to impacts on systemic barriers were noted separately. Collected phrases were condensed into meaning units and then categorized according to the Integrative Framework of HEI-Community Relationship and the Integrative Framework for HEI Community Development Impact, which guided data analysis guidance as described in the results and discussion chapters below. The semi-structured interview questions for each population group have been included in Appendix F.

Chapter 3: Case Study Description

University of Manitoba History and Context

The University of Manitoba, as the selected "case" or "bounded system" (Merriam, 2016) of this study, is the province's premier research-based publicly funded post-secondary institution. Its roots date back to February 1877, when the provincial government passed an "Act to Establish a Provincial University" (Bumstead, 2001, p. 11) thereby creating the institution through which Manitoba's men, and ultimately women, could attain higher education degrees. It is notable that the University's founding is just three years after Winnipeg's founding when the province passed the "Act to Incorporate the City of Winnipeg" and a City Council was elected in January 1874 (City of Winnipeg, 2025c). The University of Manitoba and the City of Winnipeg have both grown, developed, and evolved over the same 150-year period.

It was the provincial lieutenant governor, Alexander Morris, who pressed government to establish the first university west of Ontario by joining three denominational colleges, Manitoba College (Presbyterian), Saint Boniface College (Catholic), and Saint John's College (Anglican) under a single degree-granting university (Bumstead, 2001). Since curriculum was written by the colleges, early degrees were designed to prepare students for service in the church, rather than in the skills needed within the growing community of Winnipeg. Pressure to create professional programs began almost immediately, however, with the professional colleges of medicine and law becoming affiliated within seven years of the University's establishment (Bumstead, 2001).

With the denominational colleges being located in different parts of the city, the geographic spread of the new University was becoming problematic. Twenty years after its establishment, the government granted land to the University of Manitoba in downtown Winnipeg near to the current location of the provincial legislature. Expansion at this site, however, was limited and it would

take many decades before the University would resolve the problem its main campus location (Bumstead, 2001).

At the turn of the 20th century, the city of Winnipeg was undergoing its own transformation. Located in the area surrounding the junction of the Red and Assiniboine rivers, Winnipeg had served as a meeting place for business and trade for centuries. As the area became inhabited by French and then English settlers, the area became a natural place to establish trading and commerce. Later, other immigrants were drawn to the fertility of its land and the growing position it held as the "gateway to the West" of Canada (City of Winnipeg, 2025c). According to Bumstead (2001, p. 18), "massive immigration" from populations across Europe turned Winnipeg into a prosperous merchant city, often referred to as the "Chicago of the North". Few cities in Canada could boast such strong growth in population and fewer still could match its diversity, commerce, opportunity, or cultural vibrancy (Blanchard, 2005).

These early years were ones of growth, not just for the City of Winnipeg, but for the University of Manitoba as well. New faculties arose in the University over the next several decades, responding to pressure from the provincial government to train men and women for working professions (Morton, 1957). Affiliations with Manitoba's professional colleges, including the Agricultural College, College of Law, College of Medicine, College of Pharmacy, and the Normal School or Teacher's College paved the way for future Faculties to be established in these disciplines (Morton, 1957).

In 1913 a tract of farmland 10 kilometers south of Winnipeg in the municipality of Fort Garry was selected as the site of the Manitoba Agricultural College, and the government offered the adjacent land to the University (Government of Manitoba, 2025; Hubner, 2025). After deliberating several options to keep the new University close to Winnipeg's downtown area while

accommodating growing demands for space, the University accepted the government's offer for land south of the city.

Plans to move from the downtown location to the rural location of the Agricultural College did not proceed smoothly. This was primarily due to financial setbacks for the University resulting from the depressed economy of the 1920s, the tolls of the war effort in Europe, and—perhaps most significantly—the embezzlement of a sizeable amount of funds from its own bursar (Bumstead, 2001). Several of the denominational colleges also resisted the relocation, with St Boniface College remaining rooted in the francophone community south of Provencher Ave. and Manitoba College remaining in the downtown area north of Portage Ave. St John's College did not leave its principle campus on north Main Street to relocate to the University's Fort Garry campus until 1945 (Morton, 1957).

The advent of the First World War had a sobering effect on Winnipeg, with an economic downturn and stagnating growth. Social service agencies arose to help struggling families cope with loss (Blanchard, 2010). Public tensions and demands for higher wages and better working conditions led to the Winnipeg General Strike of 1919 (Blanchard, 2019). In this climate, a reticence to spending public funds for university development, leading to a period of uncertainty and limited growth for the University as well. Debates about the use of public funds to support the development of post-secondary education at the expense of much-needed public funding for secondary schools arose in parliamentary discussions (Morton, 1957). Denominational colleges questioned the growing influence of secularist education and administration of the University's programs. Demonstrations and protests arose around the controversial decision to move the main campus outside the city to the Fort Garry site of the Agricultural College, many preferring options to keep the University close to the downtown (Morton, 1957).

In the midst of these tensions, the divided University of Manitoba campus, in which the first two years were taught in the downtown location and senior years were taught at the Fort Garry site, became increasingly difficult to manage (Morton, 1957). Faced with significant pressure from students, government, and the local community the University Board chose the Fort Garry site as the location of the University's main campus in 1930 (Hubner, 2025). Despite efforts to consolidate campus facilities in one area, the effort would never be fully completed. The Medical College, built next to the Winnipeg General Hospital, would eventually become the University's downtown Bannatyne campus. In 1938, Manitoba College merged with Wesley College to form United College, later receiving its charter to become the University of Winnipeg in 1967 (The University of Winnipeg, 2025). Saint Boniface College would continue its affiliation with the University of Manitoba until 2011 when it gained university status under its own charter as the province's only French language university (Université de Saint-Boniface, 2023). Even then, its affiliation with the University of Manitoba has remained until present time.

Post-war growth in Manitoba signaled a new era for both Winnipeg and the University of Manitoba in the 1950s and 60s. Immigration was once again on the rise and the economy leaped forward. With a surge in student enrolment from returned veterans and prospering baby boomers, the University's vision to expand finally became reality (Bumstead, 2001). New building construction added disciplinary homes to faculties around campus. Government grants also helped to develop athletic facilities and a Student Union building on campus (Hubner, 2025). Newly affiliated colleges of St. Paul's (Catholic) and St. Andrew's (Ukrainian) built facilities near to St. John's College on the Fort Garry campus. Campus residential housing remained limited, however, creating difficulties for students attending from outside the city, particularly women (Bumstead, 2001). With more than two thirds of the student population living at home in Winnipeg and

surrounding area, the University struggled to develop a sense of community collegiality within its campus community (Bumstead, 2001).

During this time, the University of Manitoba added a significant number of academic faculties to the existing faculties of Arts and Science, Agriculture, Education, Engineering, Law, Medicine, and Social Work (Hubner, 2025). Between 1950-1970 new faculties grew out of departments within the existing faculties, including Architecture, Business, Home Economics, Kinesiology & Recreation Management, Medical Rehabilitation, and Music. Several new disciplinary and administrative Faculties also formed during this time, including Dentistry, Dental Hygiene, Extended Education, Nursing, and Graduate Studies. These programs arose out of public demand for skilled professionals and access to education at post-graduate levels (Morton, 1957).

In the particularly devastating year of 1950 much of Winnipeg and the surrounding area, including the University's Fort Garry campus, was flooded, known locally as the "flood of the century". Realizing the need for protection, as well as coordination of services and planning, local government and the municipalities adjacent to the city led an initiative to amalgamate with the City of Winnipeg in the 1960s (City of Winnipeg, 2025c). This included the Rural Municipality of Fort Garry, where the University of Manitoba's main campus was situated. While still located on the outskirts of Winnipeg, the University was now, once again, entirely included within city limits.

The 1960s and 70s also saw marked increases in economic disparity within the City. Growing suburbs left the urban core in stagnation and disrepair. Social fractions increased during this time with a growing divide between poor and affluent neighbourhoods (Blanchard, 2021). Government policy continued to mistreat Indigenous people, removing many children from their homes in what has become known as the "Sixties Scoop", while a significant migration of Indigenous people left government appointed reservations to take up residence in Winnipeg (Blanchard, 2021). As the city grappled with its changing identity and social tensions, efforts to

celebrate its diversity arose in the form of new festivals and community events. Two of the most significant and lasting festivals were Folklorama (est. 1970) and the Winnipeg Folk Festival (est. 1974) (“About Us,” 2025; Harris, 2015).

On the University campus, social movements were gathering traction as well. Unions were established for both faculty members and administrative support staff in the 1970s. Various ancillary services on campus were being privatized, and fiscal restraint policies were introduced in the face of economic downturn. Despite the social tension on campus, the University’s research efforts continued to grow and achieve national and international acclaim in areas such as plant science, medicine, and physiology (Bumstead, 2001). The University celebrated its centennial anniversary by launching a funding campaign and a new office of private funding (Hubner, 2025).

With growing global interconnectedness in the 1980s, 1990s, and early 2000s, Winnipeg’s place internationally has been marked by growing friendship agreements with cities around the world through the Sister City initiative (City of Winnipeg, 2025a). Winnipeg has hosted several national and international sports events, such as the Pan Am Games in 1967 and 1998, Canadian Curling Championships, the Grey Cup, and multiple other events. Several “firsts” have marked cultural changes in City Council during these decades, including Winnipeg’s first female mayor, Susan Thompson, in 1992, and its first openly gay mayor, Glen Murray, in 1998 (City of Winnipeg, 2025c).

Like its home city, the University began establishing partnerships during this era with communities and institutions locally and abroad for the purposes of research, teaching, and service (Hubner, 2025). Its programs to support student athleticism and artistic talent flourished, winning widespread acclaim and recognition (Hubner, 2025). Direct outreach into the community to host children on campus through its unique Mini-U program (established in 1985), or to support innovative start-up businesses through its of SmartPark initiative (established in 2002)

demonstrated its continued interconnection with the community (University of Manitoba, 2025h) and continue to have impact in the community to the present time. Both the University and its community have grown together into mature, diverse, and complex institutions over the past one and a half centuries.

The University of Manitoba and the City of Winnipeg Today

Today the City of Winnipeg has a population of approximately 940,000, according to census projections for 2024, and is on a steady trajectory of incremental growth (City of Winnipeg, 2024). Immigration from non-European countries in recent decades is largely responsible for the city's growth, which had stagnated in the 1990s. Racialized groups currently make up 31.5% of the total population, with the primary groups representing origins from the Philippines, South Asia, Africa, and China (City of Winnipeg, 2023). People of Indigenous origin currently comprise 12.4% of Winnipeg's population, primarily made of Métis and First Nations populations (City of Winnipeg, 2023). In 2015, Winnipeg City Council adopted the Winnipeg Indigenous Accord as a way for Winnipeg organizations to track and record their commitments towards the Truth and Reconciliation Commission's 94 Calls to Action (City of Winnipeg, 2025b). This initiative has been a significant catalyst for bringing institutions and other organizations together around common goals to recognize the place of Indigenous peoples in the city and their future as part of this community.

Winnipeg's municipal revenue has doubled in the past 25 years to just under $2 billion, but calculating for population growth and the local Consumer Price Index, real per capita revenue has decreased slightly over the same period (City of Winnipeg, 2023). The top employment sectors in Winnipeg are healthcare and social assistance, retail trade, manufacturing, educational services, and construction (Economic Development Winnipeg, 2025). In May 2022, the City adopted the

OurWinnipeg 2045 Development Plan. This plan articulates high level goals for the City to accomplish over the next twenty years, following the themes of the UN SDGs (City of Winnipeg, 2022b). The *OurWinnipeg 20245 Development Plan* is accompanied by the *Complete Communities 2.0* planning document that provides a more tactical look at how the city will achieve its goals. This secondary document gives practical guidance for land use according to the different types of communities or neighborhoods within the City of Winnipeg. Ultimately, the City is striving to foster a vibrant and healthy environment that improves the quality of life for all citizens in all aspects of their lived experience within the City (City of Winnipeg, 2022a).

The University of Manitoba's main campus today is surrounded by the City of Winnipeg's southern suburbs of St. Vital, Fort Richmond, and Fort Garry. It is home to the bulk of academic faculties, research centres, ancillary services, student residences, and affiliated colleges. The downtown Bannatyne campus accommodates the University's programs in the health professions (with the exception of the College of Nursing which remains on the Fort Garry campus) and basic medical sciences. Several satellites sites house agricultural research and a northern Social Work program. The University's website boasts over 100 Rhodes Scholars among its students, a $7.3 billion economic impact in Manitoba, and 400 patents that have sprung from over 300 UM-developed technologies (University of Manitoba, 2025h). With annual revenues of over $900 million, the University of Manitoba has become the largest post-secondary institution in the province, functioning as a "city within a city" (University of Manitoba, 2025h).

Just over 31,000 students attend the University of Manitoba, about 3,900 of whom are enrolled in graduate programs. Close to 3,000 Indigenous students attend the school and a little over 21% of the student body are international students. The University employs approximately 1,400 full-time faculty (including instructors), and approximately 3,000 full-time support staff (University of Manitoba, 2025c). Students may enroll in over 100 programs within 22 different

academic faculties, schools, and colleges. Four affiliated colleges are located on the University's Fort Garry campus. The University of Manitoba is the province's largest post-secondary institution, generating most of the region's academic research (approximately $200 million per year), and training the greatest number of working professionals (University of Manitoba, 2025h).

Among its many strengths, the University of Manitoba points to its foundational research in many disciplines, its defense of social justice and human rights, its commitment to Indigenous peoples, its understanding of water and food security, its life-saving innovations in health and wellbeing, its climate action and sustainability initiatives, and its research in the Arctic (University of Manitoba, 2024c). In support of these efforts, the University is home to the National Centre for Truth and Reconciliation and the archives of all stories collected during the Truth and Reconciliation Commission's work. The University serves as the UN Academic Impact Hub for Clean Water and Sanitation (SDG 6). The Manitoba Centre for Health Policy is a population-based research and teaching centre of excellence with the University that examines the social determinants of health. In total, the University supports 20 centres and institutes that focus research attention on critical areas of community need and policy formation (University of Manitoba, 2024c).

Case Synopsis

The University of Manitoba and the City of Winnipeg have grown up together, each having its origin in the province-building mandate of the new Manitoba government in the 1870s, each laying claim to lands expropriated from the Indigenous peoples of the region that were granted by the Canadian government. Both the University and the City have prospered and suffered together through cycles of economic boom and downturn, waves of immigration, social unrest, global events, and local realities. The question asked in this study is whether the University, through

either intentional or unintentional actions, has a direct impact on the City, and if so, what is the nature of this impact? The theoretical framework assumes that relational qualities influence the level and nature of this impact and this understanding can guide the University's actions in new directions.

The relationship between the City of Winnipeg, including its resident community organizations, and the University of Manitoba is under no contractual obligations aside from a few grants and project contracts awarded by the City for project initiatives. Funding for University operations is provided by the provincial government (43% of total revenues in 2024 (University of Manitoba, 2024d)). Consequently, the University's outlook is, understandably, focused on the needs of the province rather than the city. And yet, its facilities occupy space within the city; its students, faculty, and staff primarily live within the city; and its services draw upon the city's infrastructure. Even if not explicitly present in statements that define the University's identity and purpose, the University of Manitoba does indeed have an impact on the City of Winnipeg.

The data collected for this study, as described earlier, captures a representation of the University of Manitoba's impact in the City of Winnipeg. It does this by examining University documents; by collecting the surveyed opinions and feedback of a wide range of individuals within the University and within the community; and by gathering perspectives from individuals within and outside the University through interviews. As distinct ideas are gathered through each of these mediums, meaning units are created and compared to the theoretical frameworks outlined above. The results of this data analysis are described below.

Chapter 4: Results

Study results are presented in an order prescribed by the organizing frameworks used within this study. The first order of organization is determined by the type of data collection method used: document analysis, surveys, and interviews. The second order of organization is set by the research questions and sub-questions that have been constructed around the program evaluation framework: goals, actions, expected outcomes, and observed impacts. The third organizing level follows the four stakeholder groups included in the study: university faculty members, university administrators, city councillors, and community organization members. The fourth organizing level is that of local sustainable development goals identified by the City of Winnipeg: leadership and good governance, environmental resilience, economic prosperity, good health and wellbeing, social equity, and city building.

Data results relating to the two theoretical frameworks that will help to assess community development impact, i.e. the Relationship Framework and the Community Development Framework, are also presented in this section. Since relationship qualities (i.e. values, responsibility, capability, and commitment), are observed primarily in the "goals" and "actions" part of the program evaluation framework, they are presented within or just after this section. Since results relating to the knowledge of systemic barriers and power to exert change to reduce them are embedded in the outcomes and impacts sections of the program evaluation framework, these results are recorded in these sections.

Document Analysis

Selected Documents

In total, 15 documents were selected for analysis in this case study. Selected documents represent four different institutional perspectives: (i) Three historic documents: two books,

(Bumstead, 2001; Morton, 1957) and one historic chronology (Hubner, 2025) on the University of Manitoba's library site; (ii) Six planning documents: *MomentUM: Leading Change Together: University of Manitoba Strategic Plan 2024-2029* (University of Manitoba, 2024e); *Change Through Research: University of Manitoba Strategic Research Plan 2024-2029* (University of Manitoba, 2024c); *Time for Action: University of Manitoba Truth and Reconciliation Framework* (University of Manitoba, 2025l); *Sustainability Strategy 2019-2023* (The University of Manitoba, 2023); *Equity, Diversity, and Inclusion Plan* (University of Manitoba, 2025a)*;* and *Climate Action Plan* (University of Manitoba, 2025e); (iii) Four reports: *Where We are Today: UM Strategic Plan: What we heard in community consultations* (University of Manitoba, 2023f)*; University of Manitoba Economic Impact Study Report* (University of Manitoba, 2023d); *Walking Together: Final Report on University of Manitoba Indigenous Senior Leadership Projects* (University of Manitoba, 2023e)*; STARS: Sustainability Tracking Assessment & Rating System University of Manitoba Report Card* (STARS, 2025); and (iv) Two news websites: *UM News* (21 articles); *Winnipeg Free Press* (3 articles).

Word searches for "Winnipeg" and "community" identified references to the University's local community. In the case of "community" word searches, care was taken to discern the distinction between references to the campus community vs. the external local community vs. the broader societal or global community. A secondary search was conducted for document references to community partnerships using the words "partnership" and "relationship". The word "systemic" was also searched to uncover document references to systemic barriers that the University was working to reduce or eliminate.

Each reference was then represented by a single concept or essential idea corresponding to one or more of the local community development priorities represented in the *OurWinnipeg 2045 Community Development Plan*: (i) leadership and good governance; (ii) environmental resilience;

(iii) economic prosperity; (iv) good health and wellbeing; (v) social equity; (vi) city building (City of Winnipeg, 2022b). Common concepts and ideas were grouped to be represented by a single meaning unit shown in Table 3 below. Meaning units were further categorized according to the main research questions of institutional goals, actions, outcomes, and impacts.

Table 3

Document Analysis Meaning Unit Description and Categorization

Category	***Meaning Unit***	**Description**
Goals		Stated or communicated institutional goals
	Profile	Ways that the institution wants to be perceived by community
	Character	Values that define the institution
	Expertise	Particular knowledge found within the institution
	Relationship	Ways the institution is viewed in relation to the community
SDG Priority		Identified UN SDGs that the institution sees as a priority
Institution Actions		Actions taken by the institution that influences the community (either aspirational or factual)
	Research	Through the course of knowledge creation, faculty members create benefits for Winnipeg community members
	Teaching	Faculty members communicate knowledge to students who become community leaders
	Service	Institution members enhance community efforts through personal acts of service
	Access	The institution takes action to make its education available to any qualified student, regardless of background or finances
	Space & Systems	The institution creates benefits for community members through its physical space and operational systems
	Direct support	The institution invests in specific initiatives in the community
	Indirect support	The institution influences the community without making a direct investment or taking targeted action
Independent Action		The institution acts towards sustainable development independent from the community
Community Actions		Actions taken by community members that influence the institution
	Consultation	Community members provide advice and input to the institution on a consulting basis
	Representation	Community members provide ongoing feedback to the institution as members of institutional decision-making bodies
	Investments	The community invests in services and infrastructure that directly benefits the institution
	Attitudes	Pervading public attitudes in the community influence the institution
Opposition		Occasions when the institution and the community stand in opposition to one another

Category	*Meaning Unit*	Description
Relationship qualities	*Values*	Degree to which the University aligns its values with those of the community
	Responsibility	Degree to which the University share responsibility for societal concerns with the community
	Capability	Degree to which the University's expertise is shared with the community
	Commitment	Degree to which the University is committed to community wellbeing
Development qualities	*Knowledge of systemic barriers*	Level of knowledge the University demonstrates concerning systemic barriers in the community, including in its own systems
	Power to remove barriers	Level of power the University demonstrates to reduce systemic barriers in the community, including in its own systems

With document texts broken down into the meaning units described in Table 3, the meaning units were further categorized according to the main research questions of institutional goals, actions, outcomes, and impacts. With meaning units thus described for each community development goal, the document analysis provides a description of the University of Manitoba's orientation towards the local Winnipeg community as follows.

Goals

Leadership and Good Governance: The University of Manitoba was established in 1877 as a degree-granting institution to meet the provincial population's need for higher education. It was the first university west of Ontario and had a mandate to support the newly founded provincial government (est. 1870) as well as the fledgling City of Winnipeg (est. 1873) (Bumstead, 2001). In essence, the University's development and the city's development have progressed in tandem for nearly 150 years. Whether explicit or implicit, the community's expectations for the institution to develop the knowledge and skills required for community growth and development has existed from inception (Morton, 1957). While at times the effort to organize and create suitable structures for both professional and foundational academic programs absorbed the full attention of University administration, there were also leaders within the institution that recognized the necessity of

reaching out to the community to ensure the needs of this critical stakeholder group were met (Bumstead, 2001; Hubner, 2025).

It stands to reason, therefore, that the University of Manitoba continues to view itself as a leader in the Winnipeg community, with responsibility to initiate and guide the changes needed for the community to participate in the current knowledge-based economy (University of Manitoba, 2024e). Current school administration encourages a bold, forward-thinking strategy that suggests "the future of the province is in the University's hands" (University of Manitoba, 2024e, p. 2). Without explicitly referencing the City of Winnipeg's development plan, the University claims both existing and aspirational leadership in each of the City's development goals. In some areas, such as reconciliation with Indigenous peoples, the University sees itself as a national leader capable of offering guidance across provincial and First Nations territorial boundaries (University of Manitoba, 2025l).

In addition to its goal to be a significant leader in its community, the University of Manitoba has demonstrated the value of "partnership" within its own evolution, having been created as an initial partnership between three church funded denominational colleges: St. John's College (Anglican), St. Boniface College (Catholic), and Manitoba College (Presbyterian) (Bumstead, 2001). It recognizes the diversity of its community, and the need to work in collaboration with multiple stakeholders in "industry, government, clinical, and community partners" who are essential to the research and innovation enterprise of the University (University of Manitoba, 2024c, p. 3) These partnership values are shared within the Winnipeg community. Brian Bowman, a former City Mayor has remarked that new projects, such as the Municipal Infrastructure Chair, "build on many years of research partnerships [between the City and] the University of Manitoba" (University of Manitoba, 2016).

From the available documents, the University of Manitoba expresses goals that distinguish it as a leader within the community, providing both expertise and the local relationships to guide the changes necessary for good governance at the local and national levels in critical development areas. The University has stated that one of its sustainable development goal priorities is "peace, justice, and strong institutions" (University of Manitoba, 2024c, p. 10), which it supports through academic programs and centres such as the Mauro Centre for Peace and Justice, the National Centre for Truth and Reconciliation, and the joint Masters in Public Administration. Partnering with the community to achieve these goals is presented as a high value in the University documents, as is fostering reciprocal exchanges of knowledge, responsibility, respect, and compassion for and with community partners (University of Manitoba, 2024e).

Environmental Resilience: The University of Manitoba' goals in terms of environmental resilience are to lead innovation in climate action (University of Manitoba, 2024e), lead research in arctic and northern region science and climate change (University of Manitoba, 2024c), and to ensure that its research is relevant to climate impact mitigation (University of Manitoba, 2023f). It has identified the UN SDG of "clean water and sanitation" as an institutional priority and has been recognized as the United Nations Academic Impact Hub for Clean Water and Sanitation (University of Manitoba, 2024c). Targeting its own environmental footprint, the University has a goal to cut greenhouse gas emissions in half by 2030, and to eliminate them completely by 2050 (University of Manitoba, 2025e). Finally, it strives to achieve recognition through the Sustainability Tracking Assessment & Rating System (STARS) designed by the Association for the Advancement of Sustainability in Higher Education (AASHE). While it currently has a "gold" rating, it is striving for a "platinum" rating (The University of Manitoba, 2023).

Economic Prosperity: Since the UN SDG of "quality education" falls under the auspices of the "economic prosperity" goal for the City of Winnipeg, it may be presumed that the entirety of

the University of Manitoba's activities and outcomes are accountable within this one community development pillar. Herein lies the purpose of this study, to examine this presumption and to shed light on ways that higher education institutions contribute in many more ways to community development objectives. The coupling of education with economic prosperity, however, is a pervasive attitude in this region, not only within the municipal government but also within the provincial government, under whose authority education institutions are accountable.

Regardless of these underlying assumptions, the University of Manitoba is clear about its position as an economic contributor in the province. Beyond its original mandate to educate Manitoba's growing population (Bumstead, 2001), University leadership asserts that "everything Manitoba needs to develop and grow in the knowledge-based society of the future happens here first" (University of Manitoba, 2024e, p. 2). Other units within the University support this position, indicating their goal alignment to be a "sought-after partner in advancing societal and economic growth" (University of Manitoba, 2023f, p. 11) and a partner with the community to find solutions for economic concerns (The University of Manitoba, 2023).

The University of Manitoba has signaled that the UN SDG of "no poverty" is a priority for the institution (University of Manitoba, 2024c). In terms of the institution's influence through academic work, University members have expressed the intent to ensure their education has a clear connection to the world and that research be relevant to poverty alleviation broadly (University of Manitoba, 2023f).

Good Health and Wellbeing: As the only university in the province with professional medical doctoral degree programs, the University of Manitoba sees itself as a leader in health innovation and research (University of Manitoba, 2024e). In this field, the University targets the UN SDGs of "zero hunger" and "good health and wellbeing" (University of Manitoba, 2024c). The first, "zero hunger", rests on the shoulders of the University's agricultural and food science

programs, which support the region's extensive agriculture industry. The city of Winnipeg is home to industry offices and oversight agencies, but much of the direct impact for these programs is realized outside the city. The second, "health and wellbeing", is spread across the city and province but is concentrated within the University's Faculty of Medicine and its co-location with the city's largest hospital at the Health Sciences Centre. University members have articulated the goal of the University becoming "a national leader in specific fields that support better lives and longer lives for Manitobans" (University of Manitoba, 2023f, p. 11).

Social Equity: According to University of Manitoba senior leaders, "by being bold and ambitious we can bring about a 'socially just' future for Manitoba" (University of Manitoba, 2024e, p. 2). This vision leads the institution's goals in becoming a leader in reconciliation with Indigenous people, a dedicated promoter of advancing decolonization, and at the forefront of social justice research and innovation (University of Manitoba, 2024e). Among its top commitments, the University aims to reduce systemic inequities, ensure its programs are accessible to all, increase the representation of Indigenous and underrepresented populations among its students, staff, and faculty, and focus institutional attention on equity, diversity, accessibility, and inclusion (University of Manitoba, 2024e). "Gender equality" is a top priority UN SDG (University of Manitoba, 2024c).

City Building: A top commitment for the University of Manitoba is to "build a sustainable future" (University of Manitoba, 2024e, p. 10). Part of this goal is to reimagine its space, exploring ways to foster interdisciplinary and community-connected learning and research. One of its goals in this area is to establish what it calls "living laboratories" that are co-located between disciplines and the community (University of Manitoba, 2024e, 2024c). These are places that facilitate knowledge exchange and innovative solutions derived through authentic relationships with the community (University of Manitoba, 2024e). Members of the University value

community relationships that are truly reciprocal, mutually beneficial, and in which academic work is compelling and relevant to the wider community (University of Manitoba, 2023f). The University has identified the UN SDG "sustainable cities and communities" as a priority institutional goal (University of Manitoba, 2024c).

Actions

Leadership and Good Governance: The University of Manitoba's actions align well with City development goals of leadership and good governance. According to its current strategic plan, the University is focused on "creating knowledge that matters" to the community and is taking steps to increase community-based research and relationships (University of Manitoba, 2024e, p. 11). A second focus, to "empower learning" is being actioned through increased opportunities for experiential learning with students using community placements to better understand the application of knowledge they are gaining at the University (University of Manitoba, 2024e, p. 12). Finally, the University's focus to "reimagine engagement" espouses the importance of reciprocity in community relationships, and to take steps to welcome community members on campus through different programs, forums, and events. It commits to increasing the University's partnerships in external communities (University of Manitoba, 2024e, p. 13).

Historically, some members of the University community have demonstrated very specific leadership and sacrifice during periods of global war (Bumstead, 2001). University members have supported their community and country by enlisting for combat in various global conflicts, including World War I and II. The University actively participated in providing campus space for temporary barracks, and offering enrollment to returned veterans at the conclusion of fighting (Bumstead, 2001). To commemorate the sacrifices made by the 120 University members who fought and died in the war, the University planted the "avenue of elms" facing west from the front

doors of the administration building (Bumstead, 2001; Morton, 1957). The trees are a lasting reminder of the lives given for the significant cause of peace for Winnipeg, and all Manitoba's communities. The University continues to be one of the few universities in Canada to offer supports to military employees of the Department of National Defense and the only Canadian university to host national Military Support Office (University of Manitoba, 2025i).

An example of current ways that the University directly contributes to the community of Winnipeg in leadership and governance is through resources and support provided to Indigenous leaders in the community. Within the University, calls have been made to develop a new framework and resources to establish a community-faculty partnerships office for the purpose of furthering research and development with local partners (University of Manitoba, 2023e).

The University Library is also a repository of various community documents, including an archived a copy of Winnipeg's "theme song" from the 1920s called "All Trails Lead to Winnipeg" which was resurrected for the city's 150th anniversary in 2023 (University of Manitoba, 2023g). Another example is when the Winnipeg Tribune newspaper closed its doors, the University Library acquired its archives, maintaining a digital collection for public access (Hubner, 2025).

Other ways that the University supports leadership and governance in Winnipeg are by holding various events and forums. In 2011 the University launched a series of public forums called "Visionary Conversations" that featured guest speakers with various perspectives on a topic of particular interest to the Winnipeg community, such as drug addictions, environmental justice, gender inclusivity, and more (University of Manitoba, 2020d). The current president, Dr. Michael Benarroch, has introduced a new podcast series called "What's the Big Idea?" featuring University faculty and alumni who speak into current social interests and concerns (University of Manitoba, 2025m). In spring of 2025, the University hosted a TEDx Winnipeg conference that showcased

upcoming dynamic Winnipeg leaders with compelling ideas to share (University of Manitoba, 2025f) to partially address the National Truth and Reconciliation process.

Leadership and governance within the University of Manitoba is also influenced by the local Winnipeg community. Community members have participated in the institution's Board of Governors since the early 1900s (Bumstead, 2001). The University has consulted with external community groups in its development of the current Strategic Plan (University of Manitoba, 2024e), and Indigenous community members provide ongoing advice and input for the Truth and Reconciliation Framework established at the University (University of Manitoba, 2025l).

The Winnipeg community also influences University of Manitoba students and staff directly through various programs. One example is the University's Virtual Community Centre, created during the pandemic, through which community organizations in different city neighbourhoods helped introduce international students to their area of the city and helped them feel welcome by offering ethnic cooking classes (University of Manitoba, 2021). Another example is the Winnipeg Chamber of Commerce, which provides professional development opportunities that enrich University staff and promote the values and attitudes common to both the community and the University (University of Manitoba, 2015a).

Environmental Resilience: To achieve its goals in environmental resilience, the University of Manitoba is undertaking several actions. It has committed to improving active transportation, decarbonizing heat energy and increasing energy efficiency on campus, reducing and diverting waste from landfill, improving forestry and vegetation on campus, and taking steps to conserve its riparian campus areas (STARS, 2025; University of Manitoba, 2025e). Sustainability is also becoming a cross-cutting theme in courses and academic programs, indicating that nearly one third (32%) of courses teach some aspect of sustainability and nearly 60% of academic departments offer courses with sustainability components (STARS, 2025).

Of all these activities, very few reference working together with the City of Winnipeg, aside from the service offered by various members and units. Such service activities include support provided by University engineers during the historic 1950 flood, which covered much of the city and the University campus (Bumstead, 2001). It also includes current activity such as, University faculty who sit on the Manitoba Environmental Industries Association board, University Administration who participate in Winnipeg's Landfill Advisory Committee, and University Administration who contribute to the Sustainable Procurement in Manitoba group (STARS, 2025). Additionally, the institution has done advocacy work to influence the city to invest in rapid transit routes that include bike lanes, and which improve connectivity between the University and the city (University of Manitoba, 2013b).

Economic Prosperity: To achieve the goals of providing quality education for Manitobans, particularly for those who have experienced systemic barriers to education previously, the University has consciously worked to improve accessibility for a diverse range of students. In its early days, the University broadened its admission policies to open opportunities to more Manitobans to receive an education close to their homes. This had an unintended consequence of higher failure rates, creating a backlash from parents in the community (Bumstead, 2001). More recently, the University has established several Access programs that provide students with additional supports suited to their needs to help ensure their success with obtaining a post-secondary degree in various disciplines (University of Manitoba, 2025j).

Beyond access to education, the University takes significant additional actions to bring economic prosperity to the City of Winnipeg and its region. Many of its academic programs include work placement as part of the learning experience, preparing students for employment after graduation (University of Manitoba, 2024c). Experiential learning programs and volunteerism

among the campus community also benefit community agency hosts with added hands to accomplish their work (STARS, 2025).

The University directly supports Winnipeg businesses by recognizing and encouraging business leaders through awards such as the Indigenous Business Education VIBE awards (Epp, 2024). The University brings the Winnipeg business community together to celebrate local Indigenous business leaders' achievements and raise funds for the next generation of Indigenous leaders (Epp, 2024). The University also supports start-up businesses through its funding for new entrepreneurs and its business incubators and Smartpark facilities (University of Manitoba, 2024c, 2025g, 2025b).

Members of the University's academic faculty provide services to the community that support Winnipeg economic development interests. Examples include University faculty who sit on the Fair Trade Winnipeg Steering Committee (University of Manitoba, 2025e), participate in community roundtables on the nature of work (University of Manitoba, 2017), and invite local businesses and economic development associations to collaborate on public lectures in the city (University of Manitoba, 2018).

The Winnipeg community provides a rich location for business development and economic opportunities through which the University can achieve its objectives. Being located in the heart of the North American continent and the centre of Canada, Winnipeg has been at the junction of transportation since long before either the city or the university were established (City of Winnipeg, 2025c). The location fuels University research interests such as the University's Transport Institute (University of Manitoba, 2024c).

The Winnipeg community has also influenced the development University programs, such as the domestic science program, later Human Ecology, which was created out of the advocacy efforts and funding from the Winnipeg Council of Women in 1900 (Bumstead, 2001). The local

Winnipeg economy has proven beneficial for University interests, enabling the University to survive financial cuts in the 1930s with the low cost of living in the city (Bumstead, 2001).

Good Health and Wellbeing: Over the years, the University has seen controversy step to the fore of its relationship with the Winnipeg community in health-related areas. In the 1960s, a parade display of oral contraceptives drew attention from not only local newspapers, but also City Council and the local Labour Council (Hubner, 2025). The recreational drug culture on campus was openly criticized within the Winnipeg community in the same era and led to an investigation by the Winnipeg police (Bumstead, 2001). Following years of financial constraint in the 1930s, and the mass arrival of students at the conclusion of World War II, University campus residence space was inadequate for housing needs, creating frustration and complaints in the wider community. These several examples demonstrate ways in which the University challenges the status quo of the wider community, bumping up against public opinion and existing cultural norms.

Examples also exist of the University stepping into advocacy roles to bring about positive change within the Winnipeg community. It was the University's medical faculty who lobbied for the creation of a new research arm of the Children's Hospital adjacent to the Winnipeg General Hospital and its merger with the Rehabilitation Hospital to become the Health Science Centre of today (Bumstead, 2001). These facilities have supported the University's growing research activities in population health, infectious diseases, and interdisciplinary innovations in rehabilitative health care.

The University has also championed healthy living within Winnipeg by promoting active transportation (The University of Manitoba, 2023), establishing a new Indigenous Health and Healing Institute (University of Manitoba, 2025), and setting aside University land for 300 families from Winnipeg's newcomer population to plant gardens to feed their families (STARS, 2025).

Social Equity: The sustainable development goal of gender equality has deep roots at the University of Manitoba. In 1886, the University was the first post-secondary institution west of Ontario to admit a female student, although the act garnered criticism among some faculty (Bumstead, 2001). Accessibility for students, particularly those for whom the cost of post-secondary education creates an insurmountable barrier, has also been an institutional concern since its earliest years. In 1883, the first scholarship was created through a donation from Alexander Isbister, a Métis lawyer in Winnipeg. Many more scholarships, awards, and bursaries were to follow. Today, the University distributes more than $40 million awards to deserving students to increase access to its education programs (University of Manitoba, 2024d).

The University of Manitoba has clearly made reconciliation with Indigenous peoples an institutional priority. As a targeted effort to achieve social equity for this specific population, the University has invested in senior leadership positions, developed a Truth and Reconciliation Framework with dedicated supports, and created facilities at both the Fort Garry and Bannatyne campuses to support Indigenous students (University of Manitoba, 2023e, 2025l). Perhaps most significant for the Winnipeg community is that the University is home to the National Centre for Truth and Reconciliation, a place where stories of residential school survivors are kept and honoured, where teaching the truth about Indigenous people in Canada and reconciliation with settler populations is open to all.

The University's Strategic Plan also recognizes that institutional systems need to change to ensure social equity on campus for Indigenous students and others impacted by racism and discrimination. This includes curriculum and research changes to ensure equity for Indigenous, racialized minority groups, and 2SLGBTQIA individuals. It means eliminating racism and discrimination from institutional processes and systems. It requires anti-racism terminology included in University policies, accountability structures, and training for staff, faculty, and

administrators. Social equity, according to University statements, aims to "dismantle all forms of oppression, narrow inequities to build an institution and community rooted in equity…" (University of Manitoba, 2025a, p. 1).

The list of actions above represents significant institutional change, but it does not envision wider change in the Winnipeg community. The University does contribute significantly to the City's goals for social cohesion (City of Winnipeg, 2022b) despite its lack of mention in current planning documents. Dramatic performances through the University's Black Hole Theatre (University of Manitoba, 2025d), art installations that document cultural identity and expression (University of Manitoba, 2023c), public forums that discuss common concerns (University of Manitoba, 2024b), or events such as the TEDx Winnipeg symposium (University of Manitoba, 2025f) are accessible ways for the Winnipeg public to engage on the University campus with social equity topics.

The University's support for city events, activities, and priorities have a long history at the University of Manitoba. Hosting sporting events and exhibition games have proved to be popular ways the University collaborates with the Winnipeg community to build cohesion, identity, and excitement. In 1950, the University basketball team played an exhibition game with the Harlem Globetrotters (Hubner, 2025). Both in 1967 and in 1999 the University helped the City host the Pan Am games, providing venues, volunteers, and participants (Bumstead, 2001). Currently, the University is home to the City's Winnipeg Blue Bomber Football Club, having partnered with municipal and provincial governments to build a new stadium in 2013 (University of Manitoba, 2013a). Collaboration continues between the professional club and the University's own Bison football team.

Despite these advances in city social cohesion, documents also show voices of opposition to the Winnipeg community, particularly among University students. Students organized in the

1930s to sponsor social justice advocates to come as speakers, despite local concerns about their controversial ideas (Bumstead, 2001). When an invited speaker with 'radical pacifist' ideals was denied entry to Canada in 1965, University students gathered at the Winnipeg airport in the hundreds to protest this government action (Hubner, 2025). When the City of Winnipeg cut the Winnipeg Transit UPass options for Universities in its 2020 budget, students organized protests that effectively overturned the City's decision (University of Manitoba, 2020c). More recently, the University campus was occupied in 2024 by protestors supporting Palestinians in the Israel war against Gaza (University of Manitoba, 2024a).

City Building: The University of Manitoba has developed and honed expertise that is specifically relevant to this region, including the City of Winnipeg. University engineering faculty members have assisted with flood mitigation strategies, including with the major floods of 1950, 1997, and others (Bumstead, 2001; University of Manitoba, 2012). Faculty and graduate students have studied urban building designs for the prairie winter climate (STARS, 2025) and have incorporated sustainability topics into a broad range of courses. The University's Transport Institute has generated globally recognized research on sustainable logistics that stems from Winnipeg's prominence as a transportation hub in North America (University of Manitoba, 2024c).

As University faculty and administration have engaged City Councillors concerning transportation and infrastructure needs in the city, Winnipeg has invested in projects led by University researchers. The City, together with the province and local industry contractors, has funded a Chair in Municipal Infrastructure at the University of Manitoba, to provide ongoing knowledge and advice for Winnipeg bridges and roads (University of Manitoba, 2016). A new rapid transit corridor now connects downtown Winnipeg with the University's Fort Garry campus thanks to City investments (University of Manitoba, 2013b). New facilities such as the football stadium and active living centre have been constructed with municipal funding with the intent to

serve the needs of the wider community as well as the University (University of Manitoba, 2013a, 2015b).

Relationship Qualities

University of Manitoba documents express many aspirational aspects of partnership with the external community context. References are implicit rather than explicit that these expressions pertain to or include the city of Winnipeg and are primarily found in university planning documents. In its current strategic plan, the University declares it "will be a partner of choice in the greater community" (University of Manitoba, 2024e, p. 13). Its mission statement indicates its relational focus is on community wellbeing, stating that it will work "in partnership with diverse communities to promote the cultural, social, and economic wellbeing and health of Manitoba, Canada, and the world" (University of Manitoba, 2024e, p. 3).

The relational values communicated in its documents indicate that the University of Manitoba seeks to have "authentic, respectful, and reciprocal" relationships with the community (University of Manitoba, 2024e, p. 8). Specifically, its goal is to build reciprocal relationships in the community to anticipate needs and identify solutions for emerging social, cultural, and economic concerns (University of Manitoba, 2024e, p. 11). In terms of research, the University desires partnerships that are "purposeful, fruitful, and cross-sector" (University of Manitoba, 2024c, p. 8).

Community relationships are at the centre of the University's strategy for increasing participation with Indigenous students and their communities, indicating in its Truth and Reconciliation Framework that the essence of reconciliation is the strong, respectful relationship and interconnection between all things (University of Manitoba, 2025l). These documents also acknowledge that the University has been in a wrong relationship with Indigenous communities

and its responsibility now is to dismantle the inequities for Indigenous people that it has helped to create, and to co-construct new societal structures that remove barriers (University of Manitoba, 2025l).

This effort will require mutual capability as the University seeks to exchange knowledge with the community to pursue solutions together (University of Manitoba, 2024c). The University commits to increase investments in community-based research, to narrow inequities for racialized groups of Indigenous and international students, and to address structural change that values diversity (University of Manitoba, 2024e).

Expected Outcomes

Leadership and Good Governance: Each of the activities in the area of leadership and good governance, as well as others not necessarily mentioned in the documents, seem to have led to positive and enriching results both in the University and in the community. Ideas are shared that improve performance and foster community values (e.g. professional development opportunities). Community engagement initiatives have helped to create a better sense of inclusion and alignment with cultural values and identity, such as external Indigenous elder involvement in campus initiatives that have led to new ongoing partnerships that have secured external funding (University of Manitoba, 2023e).

At times positive outcomes have been achieved, not through agreement but through controversy between the University and the community. Despite anti-Semitic policies on campus in the in 1930s and 1940s, which reflected prevailing public opinions at the time, a Jewish student rose to play a significant role in student governance on campus and the Jewish student association. Later this student found success in Hollywood as ‘Monty Hall’ (Bumstead, 2001). A national conference of students held at the University of Manitoba in 1937 protested social inequalities and found their

collective voice had lasting merit, organizing into the Canadian Student Assembly, a precursor to the Canadian Federation of Students (Bumstead, 2001). An alum of the University's law program, Justice Murray Sinclair rose into prominence in Canada to lead the national Truth and Reconciliation Commission in 2009, which has had long reach impacts for the city, province, and country (University of Manitoba, 2024f). The University remains at the forefront of cultural disruptions and social justice controversies as demonstrated by the pro-Palestinian encampment on the University campus in summer 2024 during Israel's war with Gaza (University of Manitoba, 2024a).

Environmental Resilience: As a result of the activities in the area of environmental resilience, half (50%) of students graduating from the University of Manitoba have developed a clear understanding of sustainability, its required investments and its benefits (STARS, 2025). A Winnipeg nongovernmental organization, Green Action Centre, has calculated that 36% of University of Manitoba students and staff use sustainable transportation to commute to campus. Targets are on track to be met for waste diversion and other sustainability initiatives on campus (STARS, 2025). As a result of the new rapid transit lines, coupled with the UPass system implemented by Winnipeg public transit that gives discounted rates to students, there has been a 25% increase in bus ridership and has taken 7000 cars off Winnipeg streets (University of Manitoba, 2020c).

Economic Prosperity: The University of Manitoba can point to several outcomes regarding the community's economic prosperity that impact Winnipeg and advance its economic development goal. First, the University attracts students and faculty from outside the province, who live in the city and invest in its economy daily. Second, the University's students contribute over 110,000 hours of community service in Winnipeg, furthering the good work of Winnipeg community organizations (STARS, 2025). Likely many other outcomes could be noted in more extensive reviews of the University's activities.

Good Health and Wellbeing: Immediate outcomes from the University's initiatives in the area of health include the facilities and state of the art medical equipment of the Health Sciences Centre, the medical research and innovation driven by the University's medical researchers such as the Rh immune serum (Bumstead, 2001), and the access to minimal cost services offered by the University's graduate programs in dentistry and psychology for members of the general public (Pindera, 2024; University of Manitoba, 2023b). Research in infectious disease has helped the University lead efforts to combat COVID-19, with direct health outcomes for many Winnipeggers (University of Manitoba, 2025n).

Social Equity: University of Manitoba programs and initiatives to raise awareness of the diversity on campus, to challenge accepted perspectives set within a colonial white dominant power structure, and to create opportunities for those on the margins to rise into levels of influence will no doubt change the University's campus culture. Events such as an anti-racism lecture series in education (University of Manitoba, 2020b), or an anti-oppression symposium for people of African descent (University of Manitoba, 2020a) build understanding of systemic inequalities that can begin to address the type of structural change needed to achieve social equity. Some of these programs may involve members of the Winnipeg community as intentional ways to engage with and build bridges between cultural groups within the city (University of Manitoba, 2021).

External Indigenous leaders within Winnipeg and beyond have influenced the University in a consulting capacity concerning the development of the institution's Truth and Reconciliation Framework (University of Manitoba, 2025l). The University has learned much <u>from</u> the community regarding Indigenous histories and discerning existing colonial structures within the University's systems (University of Manitoba, 2025l).

The City of Winnipeg has invested in structures and facilities on campus to enable the University to continue and enhance its role to help build social cohesion with and for the city. In

2013 the City and the University opened a new outdoor stadium to host football games for both the provincial and institutional teams (University of Manitoba, 2013a). In 2015, the City assisted with building a new Active Living Centre on campus for the benefit of both campus and broader community use (University of Manitoba, 2015b). Working with the Winnipeg Arts Council, the University also hosts the annual Jane's Walk to educate community members about sustainability and the measures the University is taking address this area (STARS, 2025).

City Building: Research conducted at the University of Manitoba provides tangible outcomes for improving the quality of Winnipeg's infrastructure and community sustainability. As noted at the funding announcement, "the Municipal Infrastructure Chair will accelerate research and development in the areas of design, construction, maintenance, and management of municipal transportation infrastructure including roads and active transportation facilities" (University of Manitoba, 2016). Likewise, research in climate action, sustainability, transportation, medical innovations, and other areas all contribute to knowledge that improves the function of city programs, services, equipment, facilities, and infrastructure (STARS, 2025; University of Manitoba, 2019, 2025e, 2018).

The City of Winnipeg's investment in public transportation routes to campus has demonstrably increased public connectivity with the University campus for events, concerts, gallery exhibits, theatre, and more (University of Manitoba, 2013b). These initiatives reflect outcomes towards City priorities of connectivity between neighbourhoods and city communities (City of Winnipeg, 2022a).

Observed Impacts

Leadership and Good Governance: According to the University's documents, the institution is, at least in part, responsible for shaping the province as it is now (University of

Manitoba, 2023f). Its influence in terms of developing leaders is one of the key points demonstrated by University of Manitoba graduates who have participated in all levels of government, including provincial premiers and city mayors. University of Manitoba graduates have also become National Chiefs in the Assembly of First Nations and have played important leadership roles in Winnipeg's Indigenous communities and beyond (Bumstead, 2001; University of Manitoba, 2023f). These impacts are significant, although a warning concerning the siloed nature of the University as an impediment to achieving the institution's most significant goals is also noted (University of Manitoba, 2023f).

Environmental Resilience: The tracking being done through the STARS evaluation tool demonstrates exceptional commitment to environmental resilience within the University of Manitoba campus. It is possible that results may be even more impressive if search tools used the full range of terminology encompassed by 'sustainability' as understood to address social, economic, and environmental terms. The search tools in this report used only terms related to environmental impacts and therefore did not incorporate courses and research that address societal sustainability or economic sustainability.

The other notable deficiency in the STARS document report (STARS, 2025) is that most of the activities are undertaken as independent measures within the University of Manitoba. Very few references are made about the University undertaking to address Winnipeg's environmental resilience goals. Whether this is an omission in the selected documents, or that the University's attention concerning environmental science is not directed within the city is not possible to determine from this document analysis.

Economic Prosperity: In considering some of the lasting and long-term economic impacts the University has had on the city of Winnipeg, several indirect influences can be noted. First, based on an externally conducted economic impact study conducted for the University of Manitoba

in 2023, the University states that it contributes $7.3 billion to Manitoba's economy each year (University of Manitoba, 2023d). Since this is largely the result of spending within Winnipeg, the bulk of benefits are realized in this community. While this economic impact is not a direct goal of the institution, it is nonetheless a significant indirect contribution to the city's economic prosperity.

The University also attracts talent to the city of Winnipeg, with its recruitment of faculty and students. These talented individuals contribute to the rich diversity of the city, enhancing all sectors and fields from creative arts to applied sciences. The University's influence both attracts talent and reduces "brain drain" of local individuals who chose to remain in Winnipeg rather than seeking better options for their interests in other localities (University of Manitoba, 2023f). The majority of the University's graduates remain in the city and in the province, contributing their acquired knowledge and skills to this community (University of Manitoba, 2024e). Such opportunities to contribute to the city's development, such as infrastructure improvement, help to retain talent and contributes to the local economy (University of Manitoba, 2016).

Good Health and Wellbeing: The research and innovation, such as the Rh immune serum or COVID-19 vaccines, conducted by the University's medical and health research will have lasting health impacts for people not only in Winnipeg, but globally. Healthier individuals and families will positively impact other areas of Winnipeg development goals with greater contributions and engagement.

Social Equity: Winnipeg's population is increasingly diverse, with growth being highly dependent on immigrants settling in Manitoba, many of whom arrived in Winnipeg as international students at the University (City of Winnipeg, 2024; University of Manitoba, 2024e). The infusion of culturally diverse, educated and skilled individuals to Winnipeg has assisted the city's development in many ways, including the growing imperative to address social equity practically and immediately to sustain social cohesion in the city (City of Winnipeg, 2023).

The City is also having a lasting impact on the University. With increasing spaces and places to gather that foster interaction, the mutual influence will assist with fostering greater cooperation and alignment for the future (University of Manitoba, 2023e).

City Building: As the University of Manitoba grows and increasingly becomes a destination for local community events and programs, as well as resident students attracted from remote locations, the city of Winnipeg is evolving and changing because of the University's presence and activities. New restaurants and services have grown up around the University to serve the needs of the University's students, staff, and faculty (Bumstead, 2001). Neighbourhoods around the University are experiencing pressure from international students who are taking up residence in poorly maintained multi-tenant housing units, creating tensions with neighbouring property owners. As a result, the City has supported development of multiple apartment complexes near the University (Lukes, 2015).

University knowledge and expertise also assists the City to better support the demands of its growing population. According to the City's mayor at the time, advancements in transportation and infrastructure enable Winnipeg to improve its competitiveness for attracting and retaining a population that is expected to reach one million in the next decade (University of Manitoba, 2013b). As the province's primary research institution, the University of Manitoba plays a critical role in the development of the province and the City of Winnipeg.

Document Analysis Summary

The documents selected for review related to this case study demonstrate that the University of Manitoba's goals, actions, outcomes and impacts align with each area of the City of Winnipeg's prioritized community development goals. Documents indicate that the University is a leader for change, future development, and reconciliation with Indigenous peoples in its province.

Its UN SDG priority related to leadership and governance is “peace, justice, and strong institutions.” Related to environmental resilience, it sees itself as a leader for climate action and innovation in norther climates, with the SDG priority of “clean water and sanitation.” In terms of economic prosperity, it claims to be a leader for preparing the region’s people for employment and an essential partner for economic growth. Its related UN SDG priority is “no poverty.” Being a leader in health care innovation enables the school to ensure good health and wellbeing for the surrounding population, as well as attending to the SDG priorities of “zero hunger” and “good health and wellbeing.” The University sees itself as a leader in social justice, reconciliation and decolonization, reducing systemic barriers, fostering equity-diversity-inclusion practices, and meeting its SDG in “gender equality.” Finally, this institution believes itself to be a leader in building a sustainable, interconnected community, contributing to its SDG priority of “sustainable cities and communities.” A summary of these results is provided in Appendix H.

Despite the powerfully stated intentions of this University’s sustainable development goals its alignment with Winnipeg’s development goals remains uncertain. The nature of the relationship between the University and its local community is also ambiguous. The documents indicate that the University prioritizes a strong commitment to the “community” though it is unclear whether this is specific to the city of Winnipeg, or the intent has a broader reach. Further clarity is sought through the next two forms of data collected: surveys and interviews of members of the University’s administration and faculty, as well as the City Council and Winnipeg community organizations.

Surveys

A summary of survey responses for each stakeholder group of university faculty (n=82), university administrators (n=11), City Council (n=3), and community organization members

(n=23), is provided below in terms of the goals, actions, outcomes, and impacts from the perspective of each group, which relate to the four research sub-questions. A section of perspectives regarding relational qualities observed or experienced with the partnerships between the University of Manitoba and the community of Winnipeg is documented separately after the Actions section. The section on 'observed impacts' includes both observations of the influence of different academic actions (research, teaching, service, and university practice), as well as the influence of work that addresses systemic barriers to community development.

Reporting survey responses is primarily done in one of two ways. Questions that asked for responses on a nominal variable are presented as group percentages that selected each category. Questions that asked for responses on an ordered range are presented as percentage means. For example, for Q1 in the Faculty Survey (see Appendix C), "For each Winnipeg Development Goal below, indicate its level of priority in relation to your academic work," responses reflect five levels that range from "Not a priority" to "Top priority", with assigned values 1 to 5 respectively. The mean value is then divided by 5 and multiplied by 100 to obtain a percentage. These percentages were used to enable clearer interpretations and comparisons. Responses for "not applicable" and "don't know" are not included in the total and are reported separately.

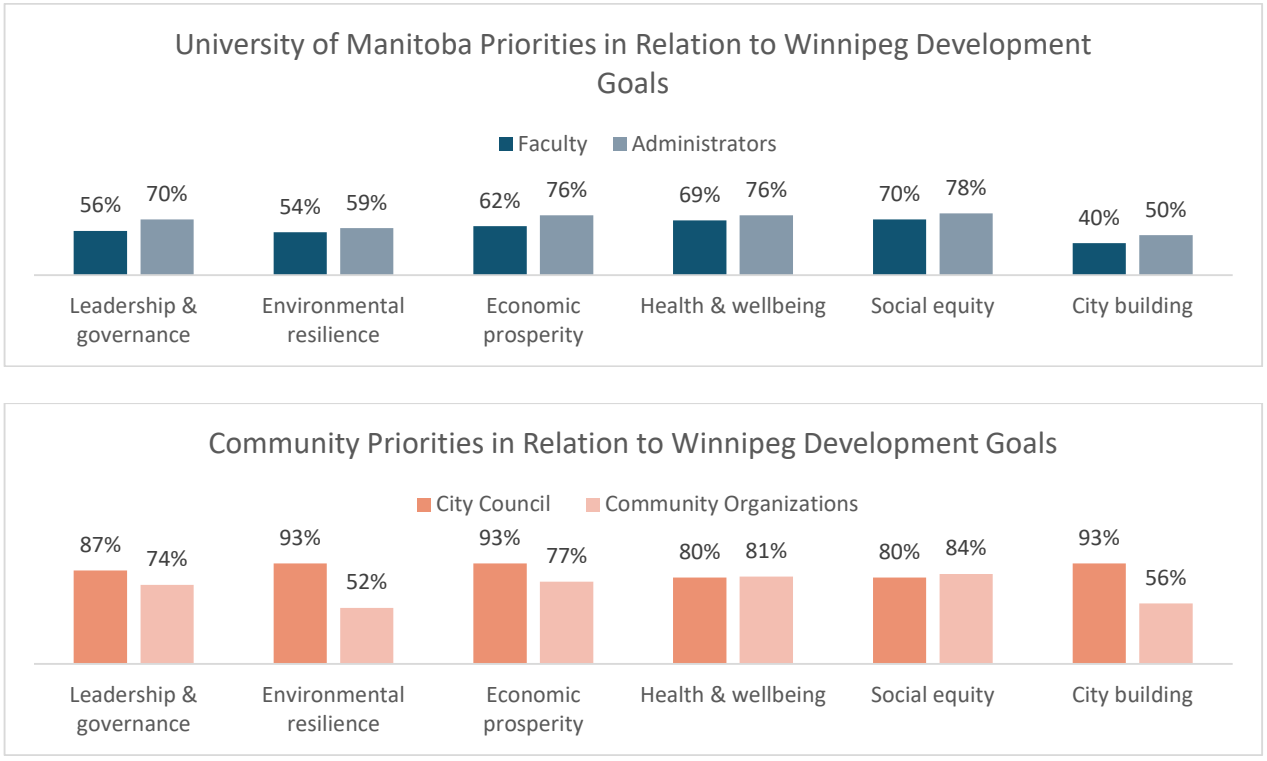
Unfortunately, given the relatively low number of respondents for most stakeholder groups, inferential statistical analysis could not be conducted while adhering to assumptions of normality as the validity and reliability are greatly reduced with such small samples. Additionally, comparison between groups is limited since questions have been altered slightly to address the different perspectives of the four groups.

Goals

Development Goal Priority Alignment. Survey respondents were asked to identify which, if any, of their priorities align with the Winnipeg development goals stated in the City's current development plan, *OurWinnipeg 2045* (Winnipeg, 2023). The Winnipeg development goals were listed in the survey with a five-point Likert-scale answer range: "top priority", "high priority", "moderate priority", "low priority", and "not a priority". Figure 2 below illustrates the responses for each of the four groups. Respondents could also select "not applicable" and "don't know", which are reported separately.

Figure 2

Priorities According to Winnipeg Development Goals



Both the University's faculty members and the University's administrators see each of the community development goals established by the City of Winnipeg as priorities for their academic work and the work of the institution. The two groups also indicate the same top three priorities

relevant to their work, however with different percentages of response. Faculty member top three responses are: (i) social equity (70%); (ii) good health and wellbeing (69%); and (iii) economic prosperity (62%). University administrator top three responses are: (i) social equity (78%); (ii) good health and wellbeing (76%); and (iii) economic prosperity (76%).

Faculty. The full range of faculty responses, according to percentage means of responses are: (i) social equity (70%); (ii) good health and wellbeing (69%); (iii) economic prosperity (62%); (iv) leadership and governance (56%); (v) environmental resilience (54%); and (vi) city building (40%). An average of 17% of respondents indicate that some goals are "not applicable" to their work, and an average of 4% indicate that they "don't know."

Administrators. The full range of administrator responses, according to percentage means are: (i) social equity (78%); (ii) good health and wellbeing (76%) and economic prosperity (76%), equally ranked; (iv) leadership and governance (70%); (v) environmental resilience (59%); and (vi) city building (50%). An average of 8% of administrator respondents indicate that some goals are "not applicable" to their work, and an average of 8% indicate that they "don't know."

City Council. City Council and community organizations show quite different priorities in terms of the Winnipeg development goals. City Council's top three responses are (i) environmental resilience (93%), economic prosperity (93%), and city building (93%), all equally ranked. The full range of City Council responses, by percentage mean are: (i) environmental resilience (93%), economic prosperity (93%), and city building (93%), all equally ranked; (ii) leadership and governance (87%); and (iii) health and wellbeing (80%) and social equity (80%), equally ranked. None of the respondents indicated the goals are "not applicable" and none indicated they "don't know."

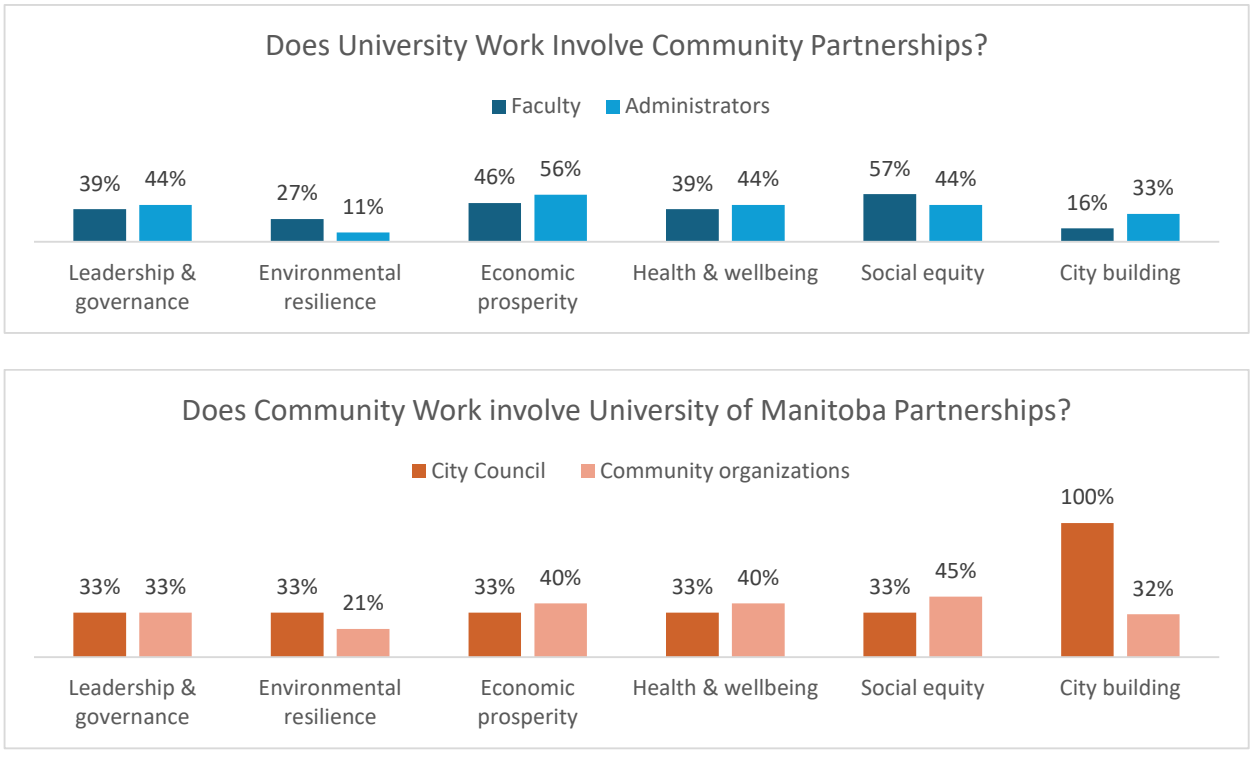
Community Organizations. The top three responses for community organizations are: (i) social equity (84%); (ii) health and wellbeing (81%); and (iii) economic prosperity (77%). The

full range of community organization responses, by percentage mean are: (i) social equity (84%); (ii) health and wellbeing (81%); (iii) economic prosperity (77%); (iv) leadership and governance (74%); (v) city building (56%) and (vi) environmental resilience (52%). No community organization respondents indicate that development goals are "not applicable" and an average of 2% indicate that they "don't know."

University-Community Partnerships. Survey respondents were also asked to indicate whether their work in the city involves university-community community partnerships, which is shown in Figure 3 below for all four stakeholder groups. Using nominal response options of "yes", "no", and "don't know", the question asked respondents to indicate in which Winnipeg development goal area the partnerships exist. Responses for each stakeholder group is shown in Figure 3 below.

Figure 3

Development Goals Involving University-Community Partnerships



Faculty. University faculty indicate the following percentages for development goals that have existing community partnerships: (i) social equity (57%); (ii) economic prosperity (46%); (iii) leadership and governance (39%) and health and wellbeing (39%), equally ranked; (iv) environmental resilience (27%); and (v) city building (16%). An average of 18% of respondents indicate they "don't know."

Administrators. University administrators indicate the following percentages for development goals that have existing community partnerships: (i) economic prosperity (56%); (ii) leadership and governance (44%), health and wellbeing (44%), and social equity (44%), all equally ranked; (iii) city building (33%); and (iv) environmental resilience (11%). An average of 28% of respondents indicate they "don't know.

City Council. City Councillors indicate the following percentages for development goals that have existing partnerships between the City and the University of Manitoba: (i) city building (100%); (ii) leadership and governance (67%); and (iii) environmental resilience (33%), economic prosperity (33%), health and wellbeing (33%), and social equity (33%), all being equally ranked. An average of 45% of responses indicate "don't know."

Community Organizations. Community organizations indicate the following percentages for development goals that have existing partnerships between their organization and the University of Manitoba: (i) social equity (45%); (ii) leadership and governance (40%) and health and wellbeing (40%), equally ranked; (iii) leadership and governance (33%); (iv) city building (32%); and (v) environmental resilience (21%). An average of 35% of responses indicate "don't know." The relatively high uncertainty among community organization respondents may be explained by one respondent's comment: "As community members, we may not focus on people's academic affiliations so I may not be aware of someone's influence being connected to the University of Manitoba."

Actions

Survey respondents are provided an optional open text field to provide examples of the work that is being done through university-community partnerships in Winnipeg. These examples are described for each stakeholder group below.

Faculty. When given an opportunity to provide examples of the work the University's faculty members are doing in the Winnipeg community, respondents listed a wide array of activities. Related to leadership and governance, faculty describe lobbying the provincial government, running their own non-profit organization, working with incarceration systems, and promoting ethical practice for professional financial associations. Faculty support Winnipeg's environmental resilience through assessing sustainable home heating systems and its financial implications for the average community member, inviting local guest lecturers, volunteering with local non-profit groups, and everyday conversations with co-workers and colleagues. One faculty member survey participant indicates that work is ongoing regarding "methane emission mitigation from municipal landfills" but the participant is unsure whether the City will agree to the cost of this effort. Another faculty survey participant suggests that affordable solutions are necessary for realistic and positive development to take place in the area of environmental resilience.

Economic prosperity is examined within classrooms and working with local community organizations, specifically Indigenous groups. Faculty have improved health and wellbeing in Winnipeg through personal efforts to obtain free contraceptive care in Manitoba, establishing programs and curriculum that intentionally work with the community to ensure healthcare needs are being met, and supporting housing needs for vulnerable populations. Social equity is a common theme among faculty who are promoting equality, diversity, and inclusivity in their work, supporting individuals who are incarcerated or otherwise marginalized, and are working in collaboration with Indigenous communities to advance reconciliation. City building work is less

frequently mentioned, although some mention their efforts to target wider circles at the national and international level, which draws attention to innovation in Winnipeg. Two individuals presented critical views, one claiming that the City of Winnipeg is not interested in their work, and the second indicating that they found it difficult to collaborate with the City.

Administrators. When invited to offer examples of the University's partnerships locally in Winnipeg, administrators list sectors in healthcare, education, sport and recreation, insurance, food services, and the municipal government. They also reference student practicums, internships, co-op, and collaborative research projects with industry. One mention is made of creative work, and one mention is made of community gardens on the University campus.

City Councillors. Examples of activity referenced by City Council respondents include a municipal chair in infrastructure and road construction analysis. One respondent talked of "innumerable examples" including the University's faculty members who are working on mobility justice, relationships with the department of city planning in the faculty of architecture, the faculty of law in the area of human rights, the Centre on Aging, and the volunteer work that both faculty and students are doing by participating in committee work and other activities.

Community Organizations. Community respondents provided a broad range of interesting examples of collaboration between their organization and local post-secondary institutions, including the University of Manitoba. Faculty researchers are studying aspects of the Indigenous socio-economic sector, the benefits of disability art, the impact of sexually transmitted and blood-borne infections (STBBIs) among people experiencing homelessness and are helping to build a data base of sustainable development indicators for the city of Winnipeg to track community development. Faculty members are bringing educational opportunities into the community through topical workshops and community lectures, field study sessions, and public forums and dialogue. Faculty also supervise students who are assigned placements in community organizations, such as

nursing students working with vaccine clinics or offering public health care, K-12 school programs, volunteering with older adults, city planning placements, and summer jobs in the community.

Several local post-secondary institutions were identified by community organization respondents as having meaningful involvement in the Winnipeg community. These can be summarized as follows: (1) Programs and initiatives: (a) University of Winnipeg: (i) Urban & Inner City Studies program and partnership with Merchant's Corner in the north end; (ii) Walls to Bridges program, which "brings incarcerated students and campus-enrolled students together to learn as peers, behind correctional facility walls" (University of Winnipeg, 2025); and (iii) the University of Winnipeg's Renewal Corporation, which is intentionally purposed to bring environmental, social, economic, and cultural renewal to Winnipeg's downtown. (b) Red River College Polytechnic's collaboration with Ka Ni Kanichihk Inc. to provide the 10-month Social Innovation and Community Development (SICD) program for credit (Ka Ni Kanichihk Inc., 2025). (2) Faculty members from different institutions, including the University of Manitoba, have been personally involved with Winnipeg organizations such as the Manitoba Research Alliance, PEG, Climate Action Team, etc. (3) Various faculty members at both the University of Manitoba and other institutions include community guest lecturers or bring students to tour various community organizations to raise awareness of community work. (4) Post-secondary collaboration with the United Way, the Canadian Community Economic Development (CED) Network, or other community capacity builders, to deliver informal training or professional development.

Perceived Value of University-Community Partnerships. Using the categories of academic work from the THE Global Impact Rankings, i.e. research, teaching, service, and university practice, survey participants were asked to indicate the perceived value of each category for the local Winnipeg community according to a 5-point Likert scale: "significant value", "considerable value",

"some value", "little value", and "no value". Responses for all four participant groups are noted in Figure 4 below. Respondents could also select "I don't know" for each category, which is reported separately.

University Faculty. Faculty member feedback is reported using a percent mean of ranked responses based on how they perceived the value of academic work in the community: (i) teaching (70%); (ii) research (61%); (iii) service (60%); and (iv) university practice (57%). As seen in Figure 4 below, faculty members do not distinguish greatly between the levels of value for each of these four categories of academic work. An average of 5% indicate they "don't know."

University Administrators. Administrators largely agree that teaching (80%) and research (75%) offer the most significant value for the Winnipeg community. This is followed by service (68%) in the community and university practices on campus (61%). None of the administrator respondents indicated they "don't know."

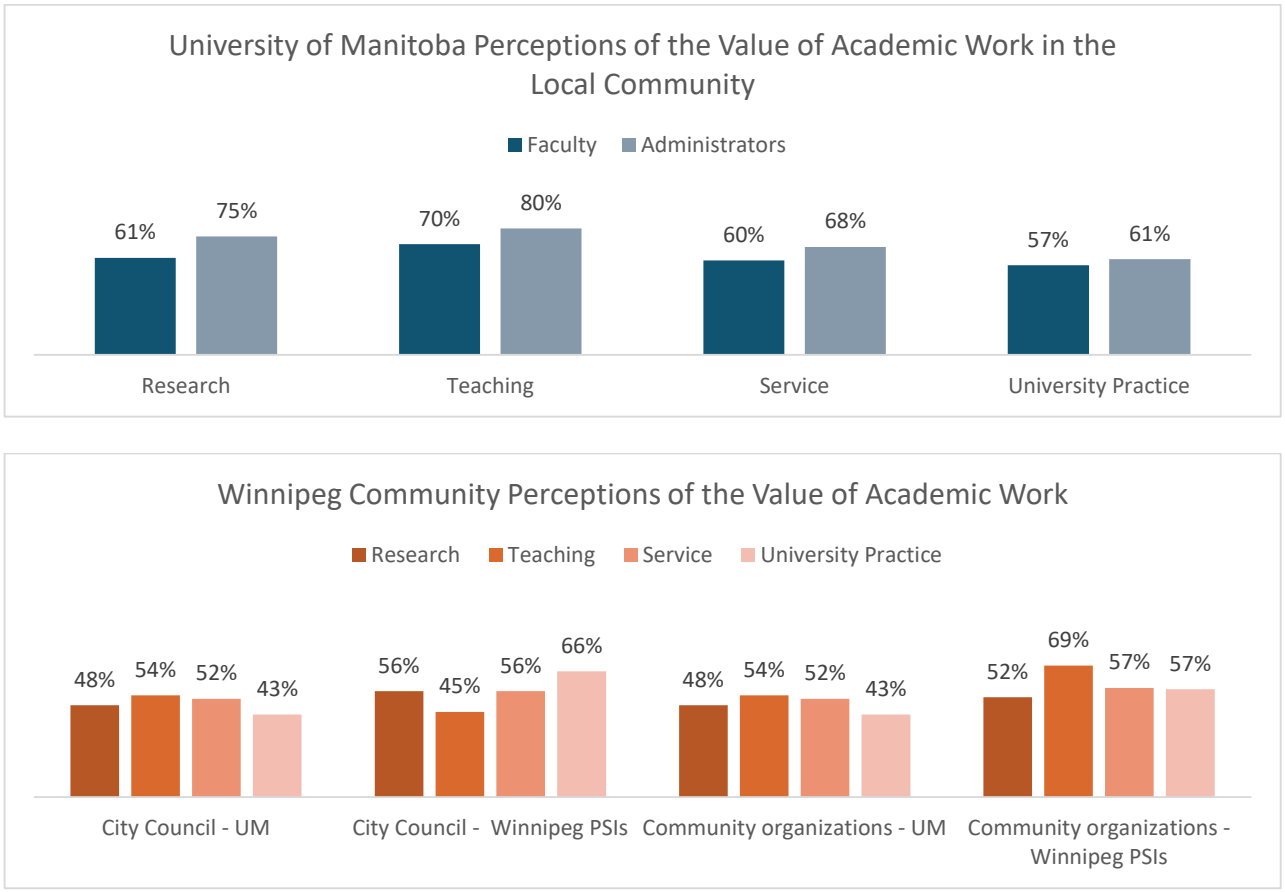
City Council. City Councillors provided answers concerning the value of academic work in the community both for local post-secondary institutions (PSIs) generally and the University of Manitoba specifically. City Council opinion indicates that the greatest value provided by the University of Manitoba is: (i) teaching (54%); (ii) service (52%); (iii) research (48%); and (iv) university practice (43%). City Council opinion also indicates that the greatest value provided by local PSIs generally is: (i) university practice (66%); (ii) equally ranked research (56%) and service (56%); and (iii) teaching (45%). It is notable that City Council responses show a greater value for other local PSIs than the University of Manitoba for each value except teaching.

City Councillors expressed the greatest uncertainty concerning the value of research being conducted by the University of Manitoba (33%), as well as its institutional practices (33%). Fewer responses indicated they were "unsure" of University of Manitoba teaching (25%) and service (25%) value to the community. For local PSIs generally, community organization respondents were the

most unsure about teaching (33%), with 0% uncertainty for all other categories. Respondents expressed greater uncertainty for the University of Manitoba than other local PSIs across all categories except teaching.

Figure 4

Perceived Value of Academic Work in the Local Community



Respondent comments provided additional feedback on City Council perspectives of the value of post-secondary institution collaboration in the local community. One comment was that while there are many opportunities for collaboration, they see little synergy between the University of Manitoba and the City. Another comment pointed to the National Centre for Truth and Reconciliation housed at the University of Manitoba as a significant resource not just for Winnipeg but for the entire country as a vehicle for healing and action. The final comment made was that the

University of Winnipeg, with a downtown campus and its Community Renewal Corporation, was a "wonderful contributor" to the City.

Community Organizations. Community organizations have also provided answers concerning the value of academic work in the community both for local post-secondary institutions (PSIs) generally and the University of Manitoba specifically. Community organization opinion indicates that the greatest value provided by the University of Manitoba, ranked highest to lowest value, is: (i) teaching (54%); (ii) service (52%); (iii) research (48%); and (iv) university practice (43%), which aligns with City Council opinions. Community organization opinion also indicates that the greatest value provided by local PSIs generally, ranked highest to lowest value, is: (i) teaching (69%); (ii) equally ranked service (57%) and university practice (57%); and (iii) research (52%). Community organization responses also show a greater value for other local PSIs than the University of Manitoba including the area of teaching.

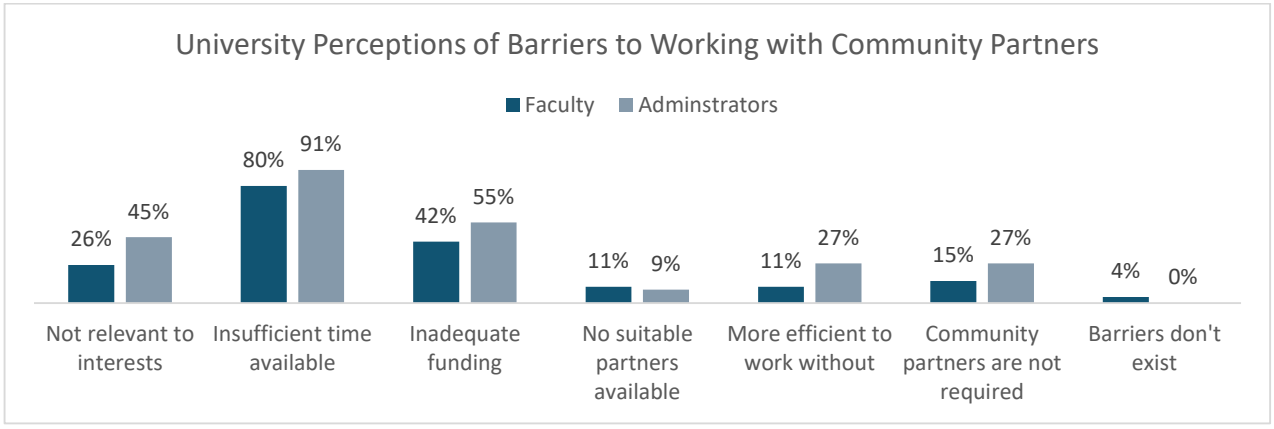
Community organizations expressed the greatest uncertainty concerning the value of research being conducted by the University of Manitoba (33%), as well as its institutional practices (33%). Fewer responses indicated they were "unsure" of University of Manitoba teaching (25%) and service (25%) value to the community. For local PSIs generally, community organization respondents were the most unsure about research (31%), then of service (15%) and university practice (15%), and finally of teaching (8%). Respondents expressed greater uncertainty for the University of Manitoba than other local PSIs across all categories.

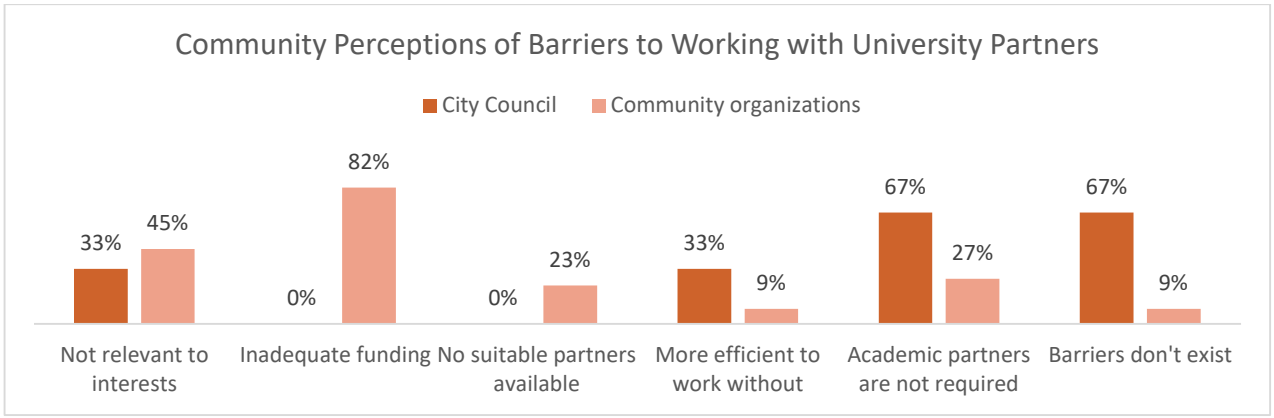
Perceived Barriers to University-Community Partnerships. Given the evident value of academic work in the local community, the survey asks respondents to give feedback on reasons why more university-community partnership work is not being done. Several options are provided for respondents to consider. For university members the options are: (i) not relevant to interests; (ii) insufficient time available; (iii) inadequate funding; (iv) no suitable partners available;

(v) more efficient to work without community partners; (vi) community partners are not required; (vii) no barriers exist. Community respondents are given similar options: (i) community interests are not relevant to academic interests; (ii) inadequate funding available; (iii) not suitable academic partners locally available; (iv) more effective/efficient to work without academic partners; (v) academic partners are not required; (vi) no barriers exist. The results for each group are shown in Figure 5 below.

Figure 5

Perceptions of Barriers to University-Community Partnerships





Faculty. Faculty members indicated that the most significant barrier to them working with local community organizations is insufficient time (80%). A distant second barrier is inadequate funding to support community work (42%), followed by community work being irrelevant to their

academic interests (26%). It is notable that over half (52%) of faculty survey respondents consider community partnerships to be either irrelevant to their academic interests (26%), not required for academic work (15%), or a burden on their work efficiency (11%). This suggests that even if time and funding were available, they would not seek out community partnership. Very few (4%) respondents suggested that no barriers exist for faculty to work with local community organizations.

Administrators. University administrators are conscious of barriers facing faculty and staff involvement in the local community. Similar to faculty responses, insufficient time to engage in the community is the most frequent concern (91%), followed by inadequate funding for academic faculty (55%), and lack of relevance to academic interests (45%). Even more than faculty members, administrators believe that community partnerships are irrelevant to academic work (45%), are an inefficient burden to academic work (27%) that is not required (27%) to meet academic objectives.

City Council. Two-thirds of City Councillors are of the opinion that (i) academic partners are not required for City Council work (67%), and no barriers exist to cooperating with post-secondary institutions (67%), both equally ranked. Other barriers indicated by responses are (ii) university partners are not relevant to City Council interests (33%), and it is more efficient for Council to work without university partners (33%), also equally ranked. Inadequate funding (0%) and lack of suitable partners (0%) did not appear to be barriers to City Council according to these respondents.

Community Organizations. Community organization respondents strongly indicated that (i) lack of funding is one of the main barriers to cooperation with post-secondary institutions (82%). Lesser barriers, listed in descending order from most important to least important are (ii) differing interests between community organizations and academic institutions (45%), (iii) academic partners are not required for the work the community organization is doing (27%),

(iv) no suitable academic partners are available (23%), and (v) community organizations find it more effective/efficient to work without academic partners (9%). Only 9% indicate there are no barriers to working with post-secondary institutions.

Relationship Qualities

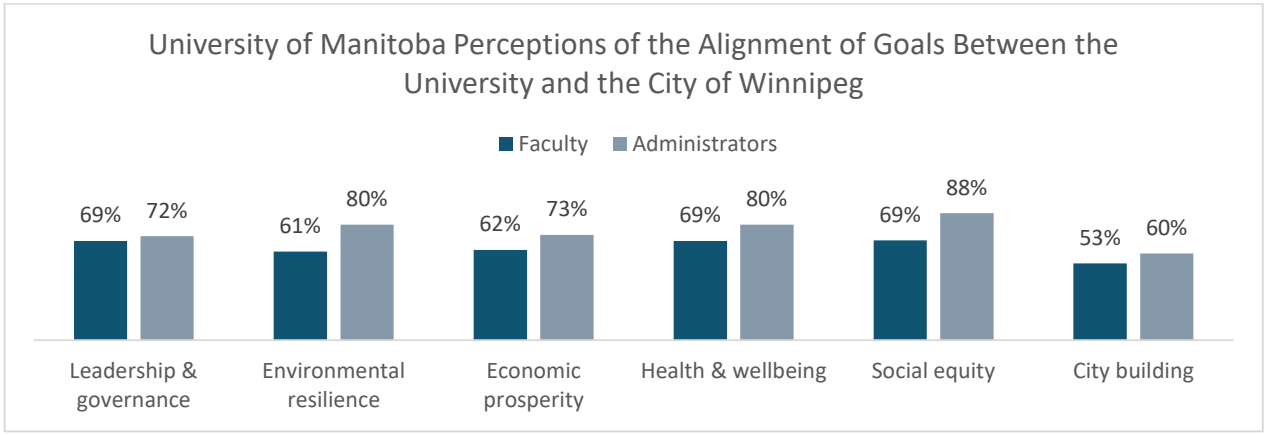
One of the aims of this study is to examine how the interactions within university-community partnerships are influenced by four relationship qualities identified in literature as partners work towards achieving local community development goals. These qualities are: (i) aligned values or goals, (ii) shared responsibility, (iii) mutual capability, and (iv) organizational commitment. Since relational qualities are most likely to be observed through interactions within partnership activities, the survey asks these questions in connection with the "activities" section of the survey.

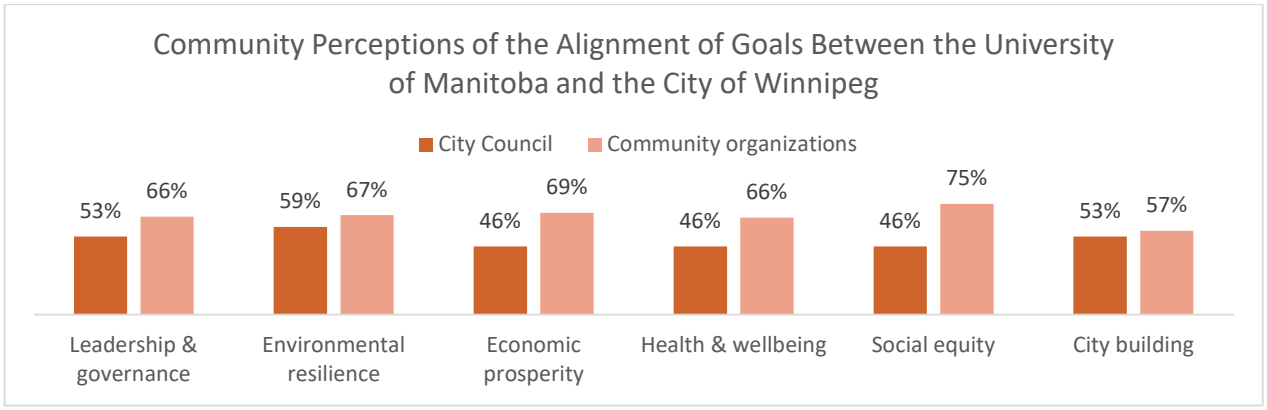
Aligned Goals/ Values: Survey respondents were asked to compare the Winnipeg development goals with the priorities laid out in the University of Manitoba's current Strategic Plan (2024-2029), which are: (i) create knowledge that matters by supporting excellence, building community relationships, and identifying sustainable high-impact solutions; (ii) empower learners by supporting learner needs, increasing opportunities for meaningful learning, strengthening teaching and student supports; (iii) reimagine engagement in the community by building mutually beneficial relationships, creating a culture of well-being and inclusion, achieving sustainability and accessibility targets through community decision-making. Respondents were asked to indicate the level of goal alignment between the University and the City on a 5-point Likert scale (ranging from "Significant goal alignment" to "No goal alignment") for each Winnipeg development goal. Results for each group is shown in Figure 6 below.

Faculty. Using response percentage means in order from highest to lowest, faculty members see the greatest alignment of priorities in: (i) social equity (69%), leadership and good governance (69%), and good health and wellbeing (69%), all equally ranked. This is followed by (ii) economic prosperity (62%); (iii) environmental resilience (61%); and (iv) city building (53%). Very few respondents see no alignment between the University's and the City's goals and priorities (6%) and relatively few are unsure about goal alignment (10%).

Figure 6

Perceived Goal Alignment Between the University of Manitoba and the City of Winnipeg





Administrators. University of Manitoba administrators perceive that institutional goals align most strongly with City of Winnipeg goals in the areas of: (i) social equity (88%); (ii) environmental resilience (80%) and health and wellbeing (80%) equally ranked; (iii) economic

prosperity (73%); (iv) leadership and governance (72%); and (v) city building (60%). Only 13% of administrators indicated there was no alignment between the University's goals and Winnipeg development goals, and 10% indicated they were unsure of goal alignment.

City Council. The City Council respondents have a different perspective on goal alignment with the University of Manitoba's strategic goals. City Councillors see the strongest goal alignment in the areas of: (i) environmental resilience (59%); (ii) leadership and governance (53%) and city building (53%), ranked equally; and (iii) economic prosperity (46%), health and wellbeing (46%), and social equity (46%), all ranked equally. One-third or 33% indicated they were unsure of goal alignment.

Community Organizations. According to the percentage mean of responses for each development goal, community organization respondents perceive that the areas with the highest goal alignment to the lowest goal alignment are: (i) social equity (75%); (ii) economic prosperity (69%); (iii) environmental resilience (67%); (iv) leadership and governance (66%) and health and wellbeing (66%) both equally ranked; and (v) city building (57%). An average of 13% indicated they were unsure about goal alignment between Winnipeg and the University of Manitoba.

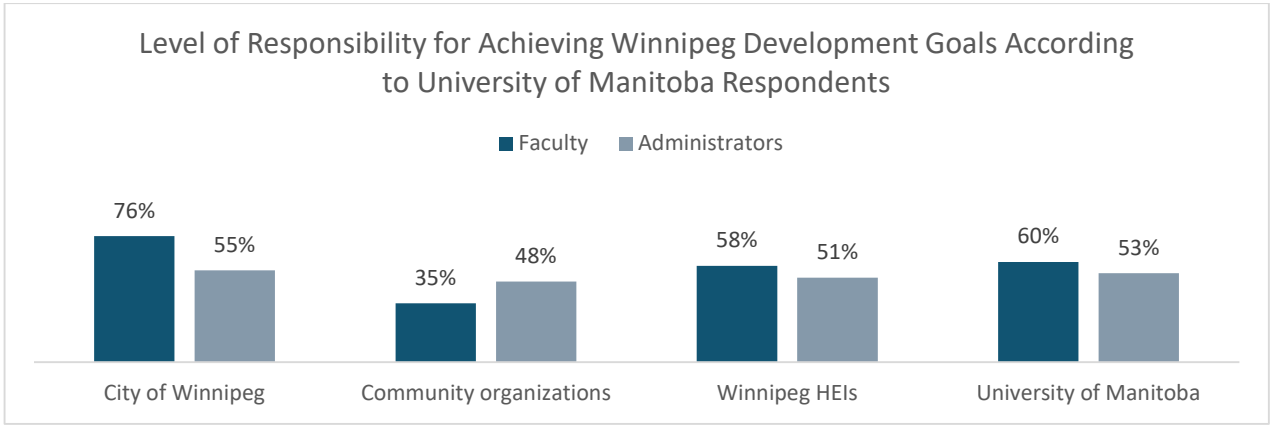
Shared Responsibility. Shared responsibility speaks to more than a division of labour between collaborating partners. It also relates to a mindset of how each partner is focused on achieving collaborative goals rather than individual goals. It speaks to clarity within the partnership to know both tasks and roles, and to set about accomplishing goals intuitively within agreed-upon parameters. The survey asks respondents to assess the level of responsibility for achieving Winnipeg development goals between four bodies, on a five point Likert scale (ranging from "Significant responsibility" to "No responsibility"): (i) City of Winnipeg; (ii) Winnipeg community organizations; (iii) Winnipeg post-secondary institutions; and (iv) the University of Manitoba. The results for each group are illustrated in Figure 7 below.

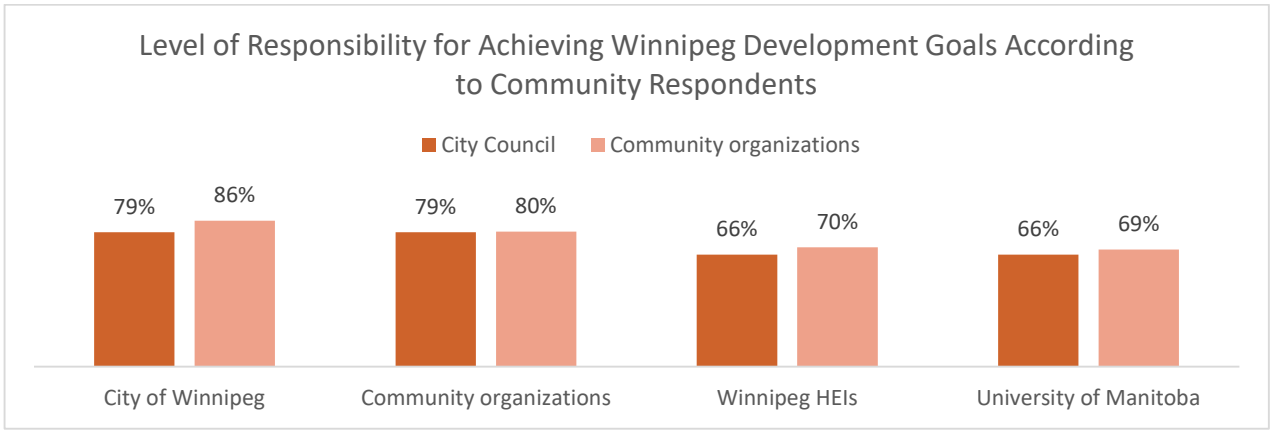
Faculty. Faculty members perceive the following levels responsibility for local sustainable development for each group according to the percentage mean of responses and ranked from highest responsibility to lowest responsibility: (i) City of Winnipeg (76%); (ii) the University of Manitoba (60%); (iii) other local PSIs (58%); and Winnipeg community organizations (35%).

Administrators. University administrators rank the following groups from greatest to least responsibility for local sustainable development according to the percentage mean of responses: (i) City of Winnipeg (55%); (ii) the University of Manitoba (53%); (iii) other local PSIs (51%); and Winnipeg community organizations (48%). The ranking order is the same as faculty members although less dispersed.

Figure 7

Perceived Levels of Responsibility for Achieving Winnipeg Development Goals





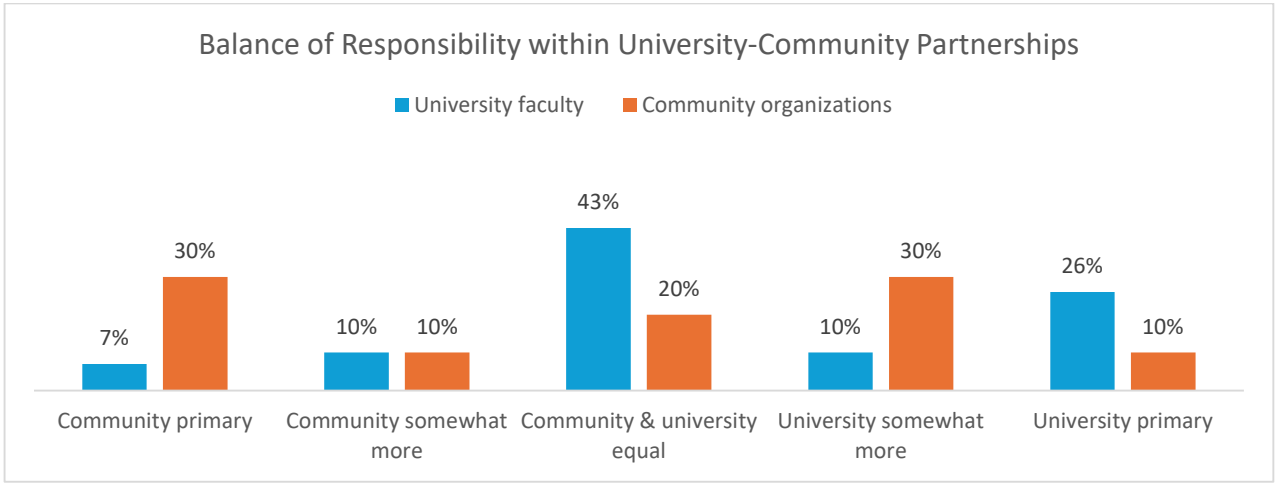
City Council. The balance of shared responsibility for Winnipeg community development, according to City Councillor respondents, is quite different from the University respondents. Using percentage means for all categories, City Councillors ranked the following from greatest responsibility to least: (i) City of Winnipeg (79%) and community organizations (79%), equally ranked; and (ii) Winnipeg PSIs (66%) and the University of Manitoba (66%), also equally ranked.

Community organizations. Community organization respondents ranked the same list similar to the City Councillors. Using a percentage mean of responses for each category, community organizations provided the following responses: (i) City of Winnipeg (86%); (ii) community organizations (80%); (iii) Winnipeg PSIs (70%); and (iv) the University of Manitoba (69%).

Community organization respondents and university faculty respondents were also asked to consider the specific work they are doing in partnership with their university-community partnerships and to weigh the responsibility levels within these partnerships. Results for both community organization respondents and faculty respondents are shown in Figure 8 below.

Figure 8

Balance of Responsibility in University-Community Partnerships



One quarter of community organization respondents indicated they did not have a partnership with the University of Manitoba. Of the remaining respondents, 30% indicated their community organization had primary responsibility for work completion, 30% indicated the University had somewhat more responsibility for work completion, 20% indicated their community organization and the University equally shared responsibility, 10% indicated the community organization had somewhat more responsibility, and 10% indicated the University had primary responsibility.

The majority (43%) of faculty respondents for this survey indicate that the work within their university-community partnerships is shared equally between them and their community partners. The next highest response, 26% of faculty member respondents, say their University of Manitoba team has primary responsibility for the work they are doing in the community, with community partners contributing in other ways to the project. A further 10% say the University has somewhat more responsibility for the project, and 10% say the community organization has somewhat more responsibility for the project than their University of Manitoba partners. Only 7% of faculty respondents indicate that the community organization has primary responsibility.

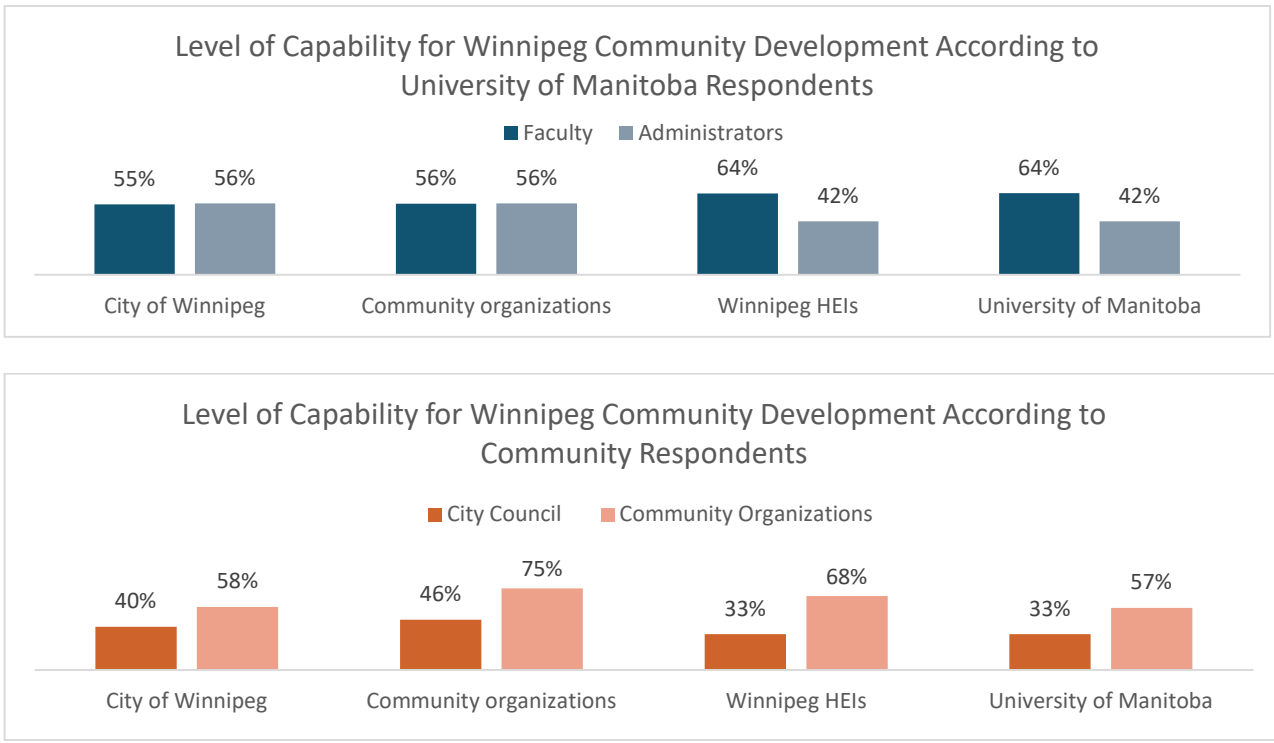
Mutual Capability: The capability to bring about sustainable development within the city of Winnipeg, is based primarily on relevant development knowledge and expertise, but may also include access to resources, time and willingness to invest in local community development. Survey respondents have been asked to assess what level of capability each of the four groups, i.e. City, community organizations, post-secondary institutions generally, and the University of Manitoba specifically, bring to local Winnipeg development. Results for each group are shown in Figure 9 below.

Faculty. University faculty members responses show that based on percentage means, the level of capability to achieve Winnipeg community development rests according to the ranked

level of each group: (i) the majority of knowledge and expertise resides with the University of Manitoba (64%), as well as with other HEIs located in the city (64%), equally ranked. Winnipeg community organizations have slightly greater capabilities (56%) than the City of Winnipeg (55%), but both are notably less than the post-secondary education field. An average of 19% indicated they "don't know" the level of capability for each group.

Figure 9

Level of Capability for Winnipeg Community Development



Administrators. University administrators perceive development capability according to the following ranking: (i) the City of Winnipeg (56%) and local community organizations (56%), both equally ranked, have the greatest knowledge and expertise for local community development. (ii) the University of Manitoba (42%), as well as other post-secondary institutions in the city (42%), also equally ranked, have somewhat less of the required knowledge and expertise for achieving Winnipeg sustainable development. Nearly one third of respondents (30%) indicated

they did not know who has the most relevant knowledge and expertise needed for community development.

City Council. In terms of the distribution of relevant knowledge and expertise for achieving Winnipeg community development, City Council respondents indicate that local community organizations have the greatest amount (46%), followed by the City of Winnipeg (40%). Local post-secondary institutions (33%) and the University of Manitoba specifically (33%) are equally ranked with both having less capability for achieving Winnipeg community development than the other two groups. An average of 33% indicated they "don't know" the level of capability for each group.

Community organizations. Community organization respondents were also asked to assess the balance of capability in terms of the knowledge and expertise required for achieving Winnipeg's community development goals. Using a percentage mean for each stakeholder group, the order selected by respondents from highest capability to lowest was: (i) community organizations; (ii) Winnipeg post-secondary institutions generally; (iii) City of Winnipeg; and (iv) University of Manitoba specifically, as shown in Figure 9 above. An average of 17% of respondents indicated they "don't know" the level of capability for each group.

Organizational Commitment: The final area of relationship quality concerns organizational commitment. The question asks respondents to provide a personal perspective of their organization's commitment as a whole towards Winnipeg community development, ranked on a 5-point Likert scale of "High" to "Low". Results from each group are shown in Figure 10 below.

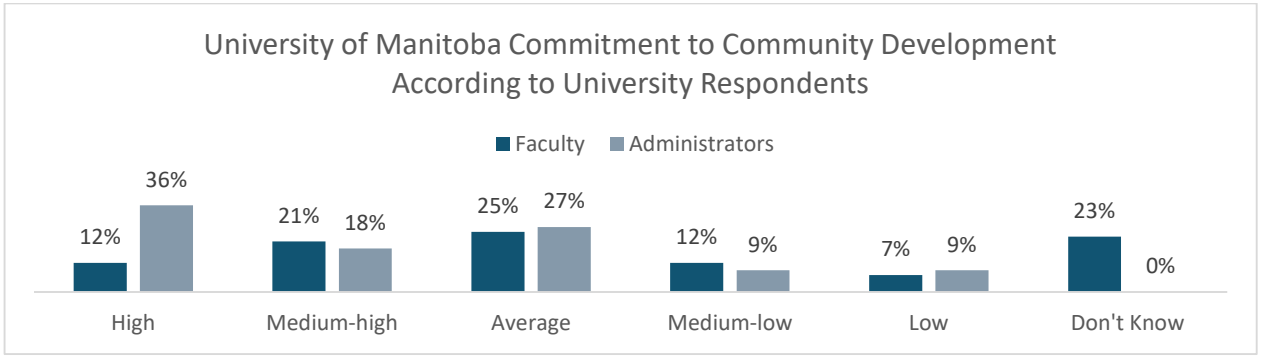
Faculty. Faculty members view the level of commitment that the University of Manitoba has towards local sustainable development in a standard bell-curve range from high to low, with the majority giving it an "average" level of commitment. Responses for each category are: high

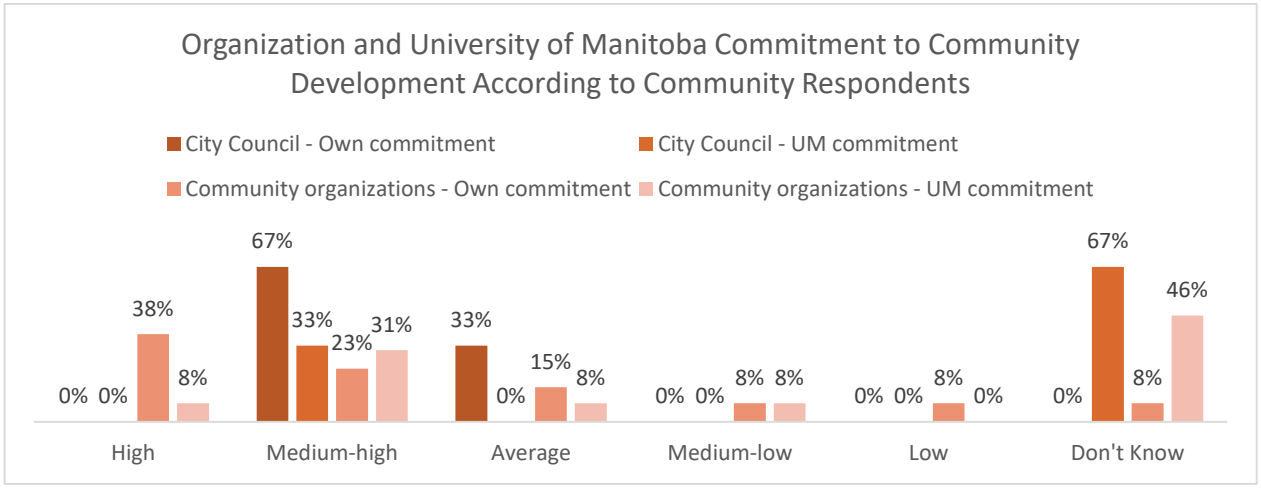
level of commitment (12%); medium-high (21%); average (25%); medium-low (12%); and low (7%). Nearly one quarter of faculty respondents (23%) indicated they did not know what level of commitment the University of Manitoba has towards Winnipeg community development.

Administrators. A majority (36%) of senior administrators indicate the University of Manitoba has a high level of organizational commitment to local community development, while another 18% say it has a medium-high level of commitment; 27% say it has an average level of commitment, 9% say it has a medium-low level of commitment, and 9% say it has a low level of commitment. Zero administrator respondents said they "don't know" the University's level of commitment to local development.

Figure 10

Perceptions of Organizational Commitment to Local Sustainable Development





City Council. City Councillors indicated their perceptions of organizational commitment to Winnipeg's sustainable development, first in terms of City Council's commitment, and second in terms of the University of Manitoba's commitment. Their perception of City Council's commitment to local sustainable development, indicates a fairly strong commitment with 67% selecting a "medium-high" level of commitment and one "average" level of commitment. In terms of their perception of the University of Manitoba's commitment to local sustainable development, 33% indicated a "medium-high" level of commitment, and 67% indicated "don't know/unsure".

Community Organizations. A majority of community organization respondents indicated a "high" level of commitment to Winnipeg community development (38%). Another 31% indicate their organization has a "medium-high" level of commitment. At the lower end of the scale, 15% say their organization has an "average" level of commitment, 8% say it has a "medium-low" level of commitment, 8% say it has a "low" level of commitment, and 8% indicate they "don't know." Community organization perceptions of the University of Manitoba is that it has a "high" (8%) commitment level, a "medium-high" (31%) commitment level, an "average" (8%) commitment level, and a "medium-low" commitment level. Nearly half of respondents (46%) did not know what the University of Manitoba's commitment level is to Winnipeg community development.

Degree of Relationship Influence: To sum up the nature of relationships between the University and community, survey respondents were asked what degree of influence the relationship qualities examined in this study (aligned values, shared responsibility, mutual capability, and organizational commitment) have had on their community partnerships. Results for each group are shown in Figure 11 below.

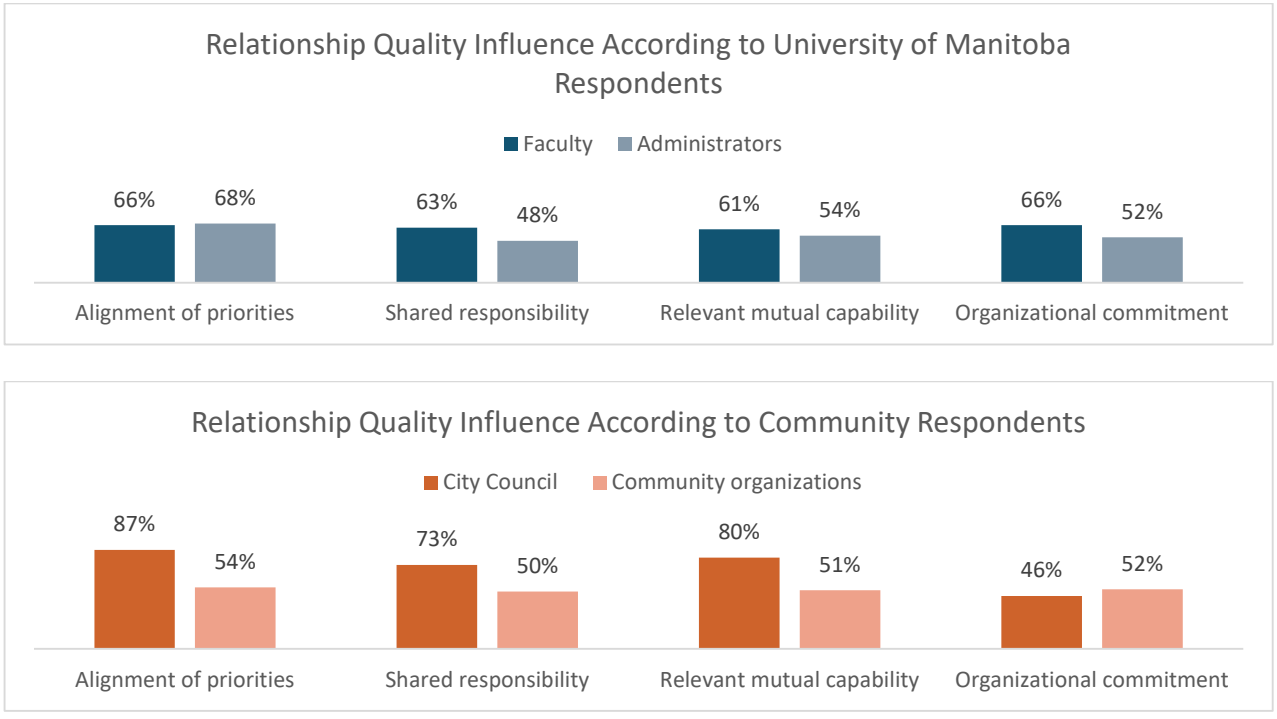
Faculty. For each relationship quality, the majority of faculty respondents indicated that the quality had "considerable" influence on the effectiveness of the cooperation in terms of outcomes. Based on percentage means, responses indicated that "alignment of priorities" (66%)

and “organizational commitment” (66%) were slightly more significant than “shared responsibility” (63%) and “mutual capability” (61%). An average of 18% indicated they “don’t know” the influence that relationships have on partnership effectiveness.

Administrator. When asked to provide an opinion about the influence that the different relationship qualities being studied may have on the effectiveness of partnership outcomes, administrator respondents indicated that the “alignment of priorities” has the greatest influence (68%), followed by “mutual capability” (54%), “organizational commitment” (52%), and “shared responsibility” (48%). One quarter of respondents (25%) indicated they did not know what influence relationship qualities had on community development achievement success.

Figure 11

Relationship Quality Influence Levels



City Council. City Councillor responses indicate that each of the different relationship qualities examined in this study have considerable influence on the achievement of Winnipeg development goals. According to percentage means, “alignment of priorities” (87%) has the most

influence, followed by “mutual capability” (80%), “shared responsibility (73%), and “organizational commitment” (46%). An average of 8% indicate they “don’t know” how relationship influences partnership effectiveness.

Community Organizations. Community organization respondents give the impression that all relationship qualities have nearly equal influence on the effectiveness of partnerships with universities. According to percentage means of responses, “alignment of priorities” (54%) has most influence, followed by “organizational commitment” (52%), “mutual capability” (51%), and “shared responsibility” (50%). Nearly one quarter (23%) of respondents do not know what influence relationships have on their ability to achieve sustainable development goals.

Community organization respondents provided several comments and examples of their organization’s experience partnering with Winnipeg post-secondary institutions and/or the University of Manitoba. By inviting community organization members into classrooms, faculty enable the community sector to share their knowledge within an academic environment and encourage students to consider employment opportunities in the social sector post-graduation. Students conducting practicums with community organizations learn how to develop healthy relationships in and with community members, providing lasting impact for their future careers. Research work in the community is helpful, not just for better understanding social issues but also for undertaking work that is otherwise not possible for the community organization to achieve on its own.

One respondent provided feedback that the University of Manitoba’s size may be an impediment to understanding its impact and influence in the community. The respondent states:

> Other post-secondaries show institutional-wide interest in sustainability action. This includes things like curriculum/program development, student recruitment & support, as well as institutional operations. A good example of operational commitment is [other downtown university] commitment to social procurement by using Diversity Food Services across their hospitality. My connections with

> individual faculty or specific programs at UofM have been mostly very positive but I don't see the university as a whole as a partner, per se - it is such a big institution, it's hard to see or understand the sum contribution. This is somewhat easier to do with other post-secondaries given their size and proximity to communities within Winnipeg, facing some of the hardest impacts of the challenges requiring sustainability action.

The respondent goes on to identify practices of the University of Winnipeg that help to identify its commitment and responsibility within the community.

Expected Outcomes

Survey participants were invited to provide feedback on which area of Winnipeg development goal activity they anticipated the most significant outcomes. Response options were on a four-point Likert scale from "many positive outcomes" to "no outcomes/neutral". "Negative outcomes" are factored in as negative indicator. Additional response options of "not applicable to our work", and "don't know/unsure" are recorded separately. Responses for each group are shown in Figure 12 below.

Faculty. Faculty expectations of outcomes related to their work in the local community follow a similar pattern as their indicated earlier in their areas of priority. Faculty responses, taken as a percentage mean suggest the following rank order in terms of greatest positive outcomes to least positive outcomes, according to each Winnipeg development goals: (i) social equity (61%); (ii) health and wellbeing (58%); (iii) economic prosperity (54%); (iv) leadership and good governance (47%); (v) environmental resilience (38%), and (vi) city building (34%). An average of 6% "don't know" the outcomes the University of Manitoba has in the community. No negative outcomes are indicated.

Additional comments from faculty members provided examples of both general and specific outcomes for the community. Through faculty advocacy, together with the community, Manitoba has become the second province in Canada to offer free contraception. Vulnerable populations have

access to safe spaces that shield them from extreme cold and heat due to work faculty are doing with community in researching the experiences of unhoused people. Faculty researchers have proposed better landfill design to reduce Winnipeg's greenhouse gas emissions, which has twice stalled at the financial investment stage. Finally, practical community experiences enable students to receive better career preparation and become better informed members of their community. The knowledge they gather in university affects their future career choices and contributions to the community.

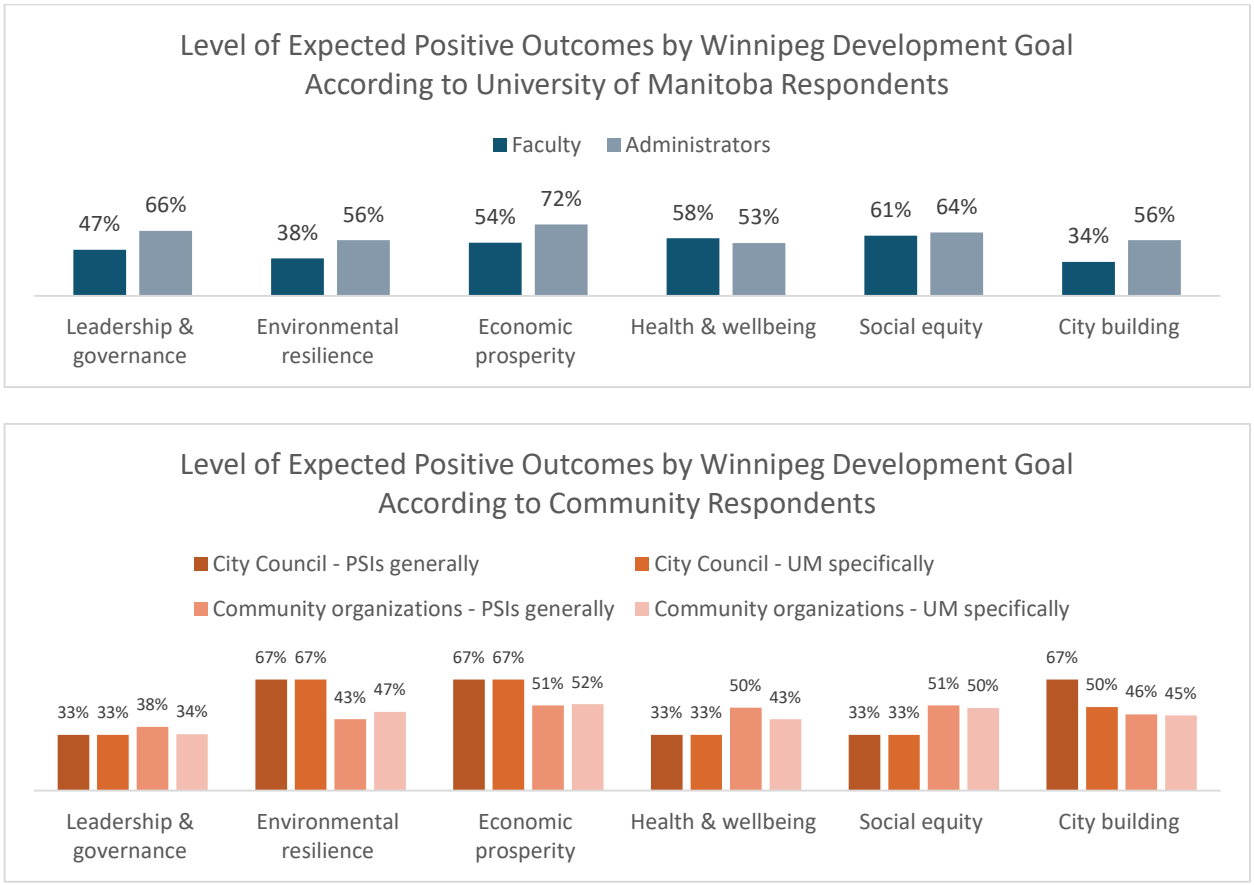
Administrators. Administrator responses, taken as a percentage mean suggest the following rank order in terms of greatest positive outcomes to least positive outcomes, according to each Winnipeg development goal: (i) economic prosperity (72%); (ii) leadership and governance (66%); (iii) social equity (64%); (iv) environmental resilience (56%), and city building (56%), equally ranked; and (v) health and wellbeing (53%). An average of 19% "don't know" the outcomes the University of Manitoba has in the community. No negative outcomes are indicated. Administrators did not provide examples of the outcomes expected from University involvement in the local community.

City Council. Only two respondents answered the questions on expected outcomes for the City Councillor survey, making it difficult to draw conclusions or trends for this group. City Councillors were asked to identify the areas of expected outcomes, first for the University of Manitoba, and then for the post-secondary institution sector generally. City Council responses concerning the University of Manitoba, taken as a percentage mean suggest the following rank order in terms of greatest positive outcomes to least positive outcomes, according to each Winnipeg development goal: (i) environmental resilience (67%) and economic prosperity (67%), equally ranked; (ii) city building (50%); (iii) leadership and governance (33%), health and wellbeing (33%), and social equity (33%), all equally ranked. Negative outcomes are indicated in health and wellbeing as well as social equity.

City Council responses concerning Winnipeg PSIs generally, taken as a percentage mean suggest the following rank order in terms of greatest positive outcomes to least positive outcomes, according to each Winnipeg development goal: (i) environmental resilience (67%) and economic prosperity (67%), and city building (67%), all equally ranked; (ii) leadership and governance (33%), health and wellbeing (33%), and social equity (33%), all equally ranked. Negative outcomes are indicated in health and wellbeing as well as social equity.

Figure 12

Level of Expected Positive Outcomes by Winnipeg Development Goal



Community Organizations. Community organizations expect the greatest number of positive outcomes through their partnership work with the University of Manitoba according to the following rank determined by percentage means: (i) economic prosperity (52%); (ii) social equity

(50%); (iii) environmental resilience (47%); (iv) city building (45%); (v) health and wellbeing (43%); and (vi) leadership and governance (34%). An average of 33% "don't know" the outcomes the University of Manitoba has in the community. No negative outcomes are noted.

Community organizations expect the greatest number of positive outcomes through their partnership work with other Winnipeg PSIs according to the following rank determined by percentage means: (i) economic prosperity (51%) and social equity (51%), equally ranked; (ii) health and wellbeing (50%); (iii) city building (46%); (v) environmental resilience (43%); and (vi) leadership and governance (38%). An average of 29% "don't know" the outcomes the University of Manitoba has in the community. No negative outcomes are noted.

Community organization respondents offered insightful comments regarding the outcomes of the role of post-secondary institutions in the community. According to one respondent:

> Provided that the future curriculum includes environmental risk, economic impact, and inclusive language, we should be setting students up for success in implementing these changes once they enter the workforce. If education remains in theoretical application without engaging these things, they will not become part of Winnipeg's culture and will be difficult to incorporate.

Another respondent underscored the cross-sectoral roles that post-secondary education plays in community development: "[Post-secondary education helps to] improve the lives and circumstances of newcomers in MB, contributing to sector-wide advocacy on behalf of newcomers in key areas such as health care, housing, education etc."

Observed Impacts

Impacts are the observed lasting changes in the community that result from efforts to change social structures towards equitable wellbeing for all community members. Within this survey section, respondents were asked to identify systemic barriers that they have encountered

through the course of their university-community partnership work. Systemic barriers were defined in the survey as:

> The attitudes, policies, practices, or systems that result in individuals from certain population groups receiving unequal access to or being excluded from participation in employment, services, or programs (e.g., through discrimination, racism, sexism, homophobia, transphobia, ableism, etc). These barriers result from individual, societal or institutional practices, policies, traditions and/or values that may be "unintended" or "unseen" to those who do not experience them. (Government of Canada, 2023).

Systemic Barriers Encountered: Respondents were given a list of ten possible barriers and asked to indicate each barrier's level of significance in terms of its degree of influence on the achievement of community development goals. This list of possible barriers consisted of: accessibility/ disability barriers; communication or language barriers; culture barriers; education barriers; gender barriers; health barriers; income/socio-economic barriers; racial barriers; sexual identity barriers; and technology barriers. Survey respondents were asked to indicate the level of significance of each barrier's limiting influence on the achievement of community development goals, according to a 5-point Likert scale of "significant influence", "considerable influence", "some influence", "little influence", and "no influence." Respondents also had the option to select "not applicable" and "don't know", which are reported separately. Responses for all four groups are shown in Figure 13 below.

***Faculty*.** Faculty members were asked to identify the systemic barriers they encountered during their work in the community and to indicate the level of influence these barriers have in preventing or limiting the achievement of their goals. While all the systemic barriers listed were relatively close in terms of their influence, the two most significant barriers that faculty encountered were technology and culture barriers. Using a percentage mean of responses, the order of systemic barrier influence, from highest significance levels to lowest significance levels, according to faculty member survey respondents were: (i) technology (55%); (ii) culture (54%);

(iii) income/ socioeconomic status (53%); (iv) education (52%); (v) language (49%); (vi) race (47%); (vii) gender (42%) and health (42%), equally ranked; (viii) accessibility/ disability (40%); and (ix) sexual identity (38%). An average of 5% indicated the systemic barrier was "not applicable" to their work. An average of 16% of faculty respondents indicated they "don't know" the level of influence that systemic barriers had on the outcomes of their work in the community.

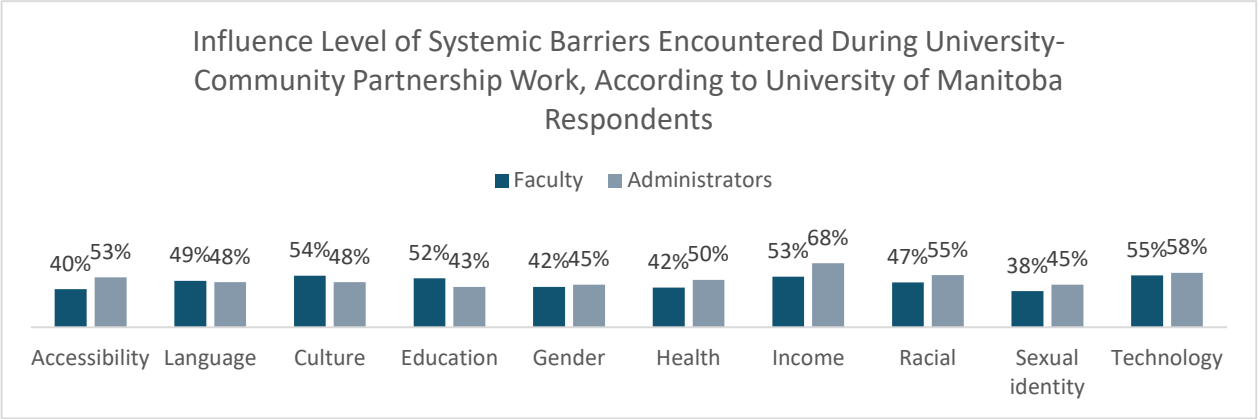
Administrators. Administrators were asked to provide their opinion of systemic barriers encountered in the community that influence the University of Manitoba's involvement and outcomes in community development work. Using a percentage mean of responses, the order of systemic barrier influence, from highest significance levels to lowest significance levels, according to university administrator respondents were: (i) income/socio-economic barriers (68%); (ii) technology barriers (58%); (iii) racial barriers (55%); (iv) accessibility/ disability barriers (53%); (v) health barriers (50%); (vi) culture barriers (48%) and language barriers (48%), equally ranked; (vii) gender barriers (45%) and sexual identity barriers (45%), equally ranked; and (8) education barriers (43%). None of the respondents indicate that systemic barriers were "not applicable." An average of 16% of administrator respondents indicated they "don't know" whether systemic barriers influenced the University's work in the community.

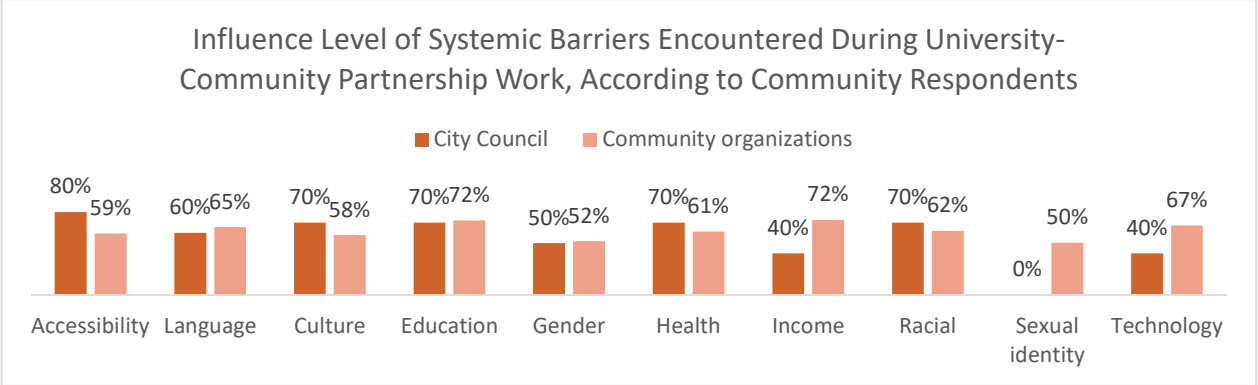
City Council. City Councillor respondents identified several systemic barriers that impeded Winnipeg development goals. The most significant of these are accessibility/disability barriers. Using a percentage mean of responses, the order of systemic barrier influence, from highest significance levels to lowest significance levels, according to faculty member survey respondents were: (i) Accessibility/disability barriers (80%); (ii) culture (70%), education (70%), and race barriers (70%), all equally ranked; (iii) language (60%); (iv) gender (50%); (v) income (40%) and technology (40%); (vi) sexual identity (0%). None of the City Council respondents indicated that

systemic barriers were “not applicable.” An average of 20% of responses indicated they unsure/didn’t know about systemic barrier influence in the community.

Figure 13

Influence Level of Systemic Barriers Encountered During University-Community Partnership Work





Community Organizations. Community organizations indicated that the most influential systemic barriers they encounter in the course of their work are the income/socio-economic and education barriers. Using a percentage mean of responses, the order of systemic barrier influence, from highest significance levels to lowest significance levels, according to community organization survey respondents were: (i) income/ socio-economic status barriers (72%) and education barriers (72%), equally ranked; (ii) technology barriers (67%); (iii) language barriers (65%); (iv) racial barriers (62%); (v) health barriers (61%); (vi) accessibility/disability barriers (59%); (vii) culture barriers (58%); (viii) gender barriers (52%); and (ix) sexual identity barriers

(50%). An average of 6% indicated the systemic barrier was "not applicable" to their work. An average of 11% of community organization respondents indicated they "don't know" the level of influence that systemic barriers had on the outcomes of their work in the community.

Strategies Used to Address Barriers: Survey respondents were asked to provide their opinion on the level of effectiveness of six different strategies for addressing systemic barriers and to indicate if their team and/or organization is using any of these strategies in the community. Responses were available in a 3-point Likert scale of: "very effective", "somewhat effective", and "not effective." Respondents were also able to select "don't know" which is reported separately.

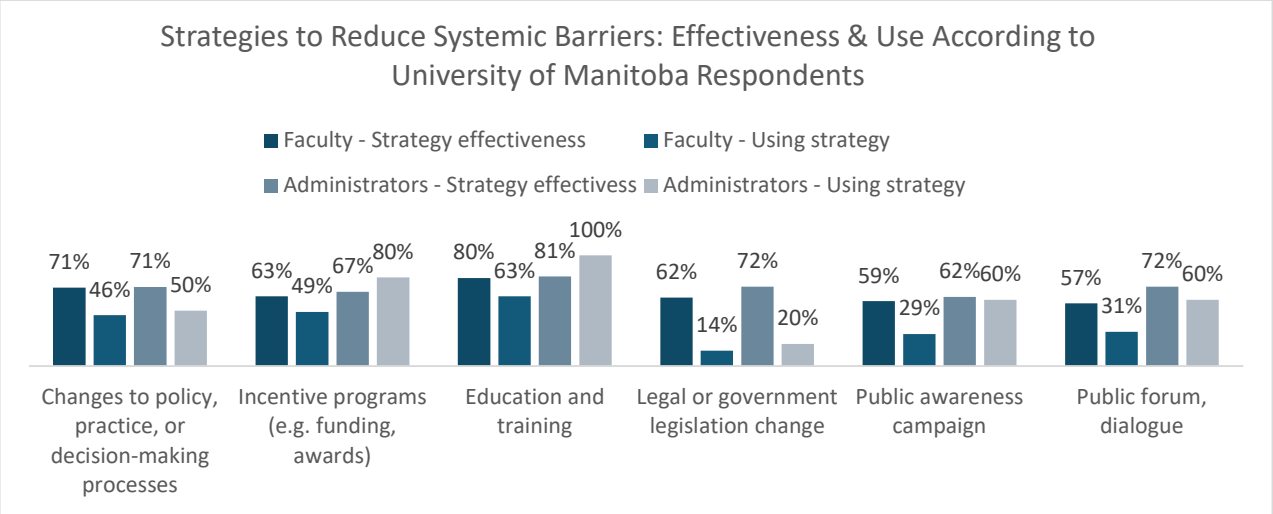
A follow-up question was asked for respondents to indicate whether or not they are using the strategies indicated, using "yes", "no", and "unsure" options. Responses from each of the groups for both questions are shown in Figure 14 below.

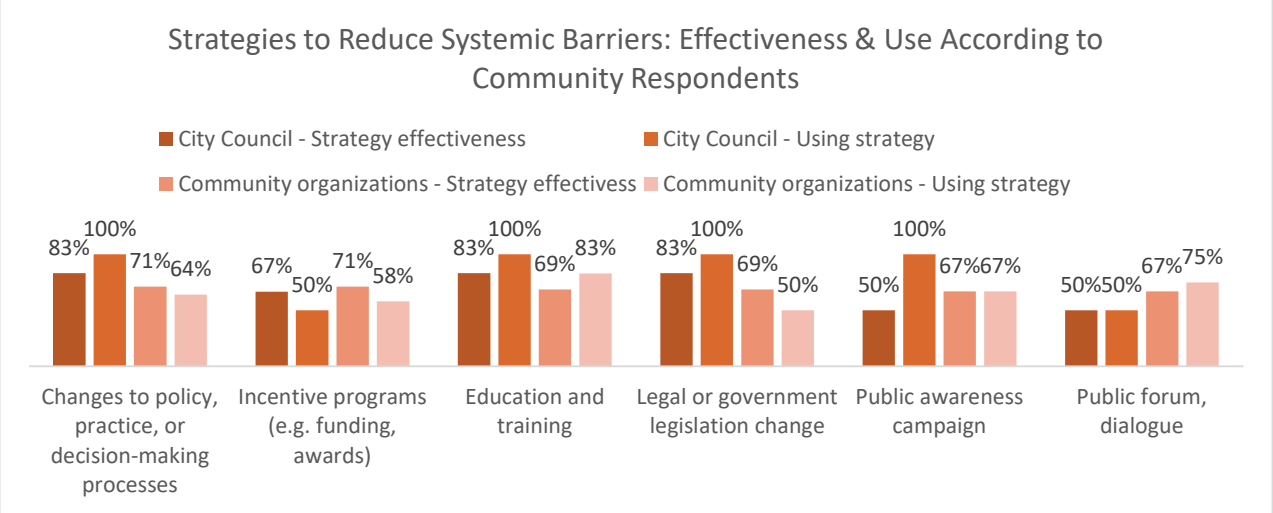
Faculty. According to faculty member respondents, the most effective strategy for combating systemic barriers is to provide education and training. Using a percentage mean of responses, the order of strategy effectiveness, from most effective to least effective, according to faculty member survey respondents are: (i) education and training (80%); (ii) changes to policy, practices, or decision-making processes (71%); (iii) incentive programs (e.g. funding, awards) (63%); (iv) legal or government legislation change (62%); (v) public awareness campaigns (59%); (vi) public forum, dialogue (57%). An average of 13% of respondents indicated they "don't know" the level of strategy effectiveness.

Faculty indicated they are most frequently using the "education and training" strategy (63%), followed by incentive programs (49%), changes to policy and practice (46%), public forums (31%), public awareness campaigns (29%), and legal or government legislation changes (14%). An average of 13% indicated they "don't know" whether strategies were being used.

Figure 14

Strategies to Reduce Systemic Barriers: Effectiveness and Use





Administrators. Administrators agreed with faculty assessment that "education and training" is the most effective strategy for addressing systemic barriers in the community, but were more positive about "legislation change" and "public forums", ranking them second in effectiveness. Using a percentage mean of responses, the order of strategy effectiveness, from most effective to least effective, according to university administrator respondents were: (i) education and training (81%); (ii) legal or government legislation change (72%) and public forum, dialogue (72%), equally ranked; (iii) changes to policy, practices, or decision-making processes (71%); (iv) incentive programs (e.g.

funding, awards) (67%); and (iv) public awareness campaigns (62%). An average of 9% of respondents indicated they "don't know" the level of strategy effectiveness.

Administrators unanimously agreed that the University of Manitoba was using the "education and training" strategy (100%) for combating systemic barriers in the community. This was followed by "incentive programs" to reduce barriers (80%), "public awareness campaigns" (60%) and "public forums" (60%), equally ranked. An average of 50% indicate they are making "changes to policy and practice" around systemic barriers and 20% indicate they are pursuing "government legislation changes." An average of 9% indicated they "don't know" the effectiveness of strategies used.

City Council. City Council respondents reported that "changes to policy, practice", "education and training", and "legal or government legislation changes" provide the most effective strategies for combating systemic barriers in the community. Using a percentage mean of responses, the order of strategy effectiveness, from most effective to least effective, according to university administrator respondents were: (i) changes to policy and practice (83%), education and training (83%), and legislation change (83%), all equally ranked; (ii) incentive programs (e.g. funding, awards) (67%); and (iii) public awareness campaigns (50%) and public forums (50%), equally ranked. No respondents indicated they "don't know" strategy effectiveness.

Respondents indicate the City is using each of these strategies. Primarily, City respondents indicated they are using "changes to policy and practice" (100%), "education and training" (100%), "legislation change" (100%), and public awareness campaigns (100%), all equally ranked. Respondents were less sure about "incentive programs" (50%) and "public forums" (50%), for which one respondent answered they "don't know" whether these strategies are being used.

Community Organizations. Community organizations reported that "changes to policy and practice" as well as "incentive programs" were the most effective strategies to address systemic

barriers. Using a percentage mean of responses, the order of strategy effectiveness, from most effective to least effective, according to university administrator respondents were: (i) changes to policy and practice (71%) and incentive programs (71%), equally ranked; (ii) education and training (69%) and legislation change (69%), equally ranked; and (iii) public awareness campaigns (67%) and public forums (67%), equally ranked. An average of 15% of respondents indicated they "didn't know" strategy effectiveness.

Community organizations provide a different order of responses when asked whether they are using the given strategies. The most frequently used strategy is "education and training" (83%), followed by "public forums" (75%), "public awareness campaigns" (67%), "changes to policy and practice" (64%), "incentive programs" (58%), and "legislation change" (50%). An average of 24% of respondents indicated they "didn't know" whether these strategies are being used.

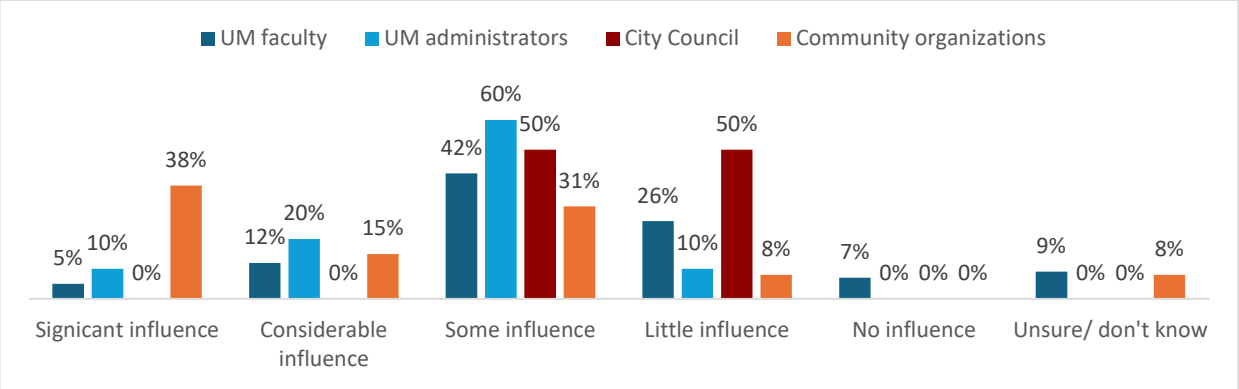
University-Community Partnership Influence in Reducing Systemic Barriers. Survey respondents across all four groups were asked to rate the influence of university-community partnerships on effectively reducing systemic barriers in the City of Winnipeg. Respondents were given a 5-point Likert scale of: "significant influence", "considerable influence", "some influence", "little influence", and "no influence." The results of responses from all four groups are shown in Figure 15 below. Respondents could also select "don't know" which is reported separately.

Faculty. Faculty member respondents reported that university-community partnership work has the following order of influence on reducing systemic barriers, using a percentage mean of responses: (i) some influence (42%); (ii) little influence (26%); (iii) considerable influence (12%); (iv) no influence (7%); and (v) significant influence (5%). Nine percent of respondents indicated they "didn't know" the level of influence the partnership work is having.

Administrators. University administrator respondents reported that university-community partnership work has the following order of influence on reducing systemic barriers, using a percentage mean of responses: (i) some influence (60%); (ii) considerable influence (20%); (iii) significant influence (10%) and no influence (10%), equally ranked. None of the administrator respondents indicated they "didn't know" the level of influence the partnership work is having.

Figure 15

Influence Level of University-Community Partnerships on Reducing Community Systemic Barriers



City Council. City Council respondents reported that university-community partnership work has the following order of influence on reducing systemic barriers, using a percentage mean of responses: (i) some influence (50%); (ii) little influence (50%). None of the City Council respondents indicated they "didn't know" the level of influence the partnership work is having.

Community Organizations. Community organization respondents reported that university-community partnership work has the following order of influence on reducing systemic barriers, using a percentage mean of responses: (i) significant influence (38%); (ii) some influence (31%); (iii) considerable influence (15%); and (iv) little influence (8%). Eight percent of respondents indicated they "didn't know" the level of influence the partnership work is having.

Comments from community organization respondents provide additional perspectives on the systemic barriers they are facing and addressing in the community. One organization indicates

that due to medical and mental health challenges, their best contribution to community development is to provide a safe environment that also supports people's basic needs of food and services. They indicate that if there were more medical, mental health, and addiction resources to which they could refer people, they would be better able to serve the community. Another respondent points to the opportunity for community organizations to advocate for systemic change through the conversations and representation their staff have on many different city committees and working groups. A final respondent provides an example of the University of Manitoba documenting challenges faced by newcomer women who do not have healthcare and who give birth in Manitoba. The documentation assists the organization's advocacy efforts to obtain healthcare for all as a shift in government policy.

Impact of Academic Work: In determining the University's impact in its local community, survey participants were asked to provide their perspectives concerning the impact of the different aspects of the University of Manitoba's academic work within Winnipeg relevant to the community's development priorities.

University Research. The level of research (i.e. new knowledge relevant to Winnipeg development actions and decisions) impact for the local community has different levels depending on the stakeholder group. The question uses a 5-point Likert scale consisting of: "significant impact", "considerable impact", "some impact", "little impact", and "no impact". Respondents are asked to rate the level of research impact that the University of Manitoba has for each Winnipeg development goal. Responses for all four stakeholder groups are shown in Figure 16 below. Respondents could also choose to indicate "not applicable" and "don't know" which are reported separately.

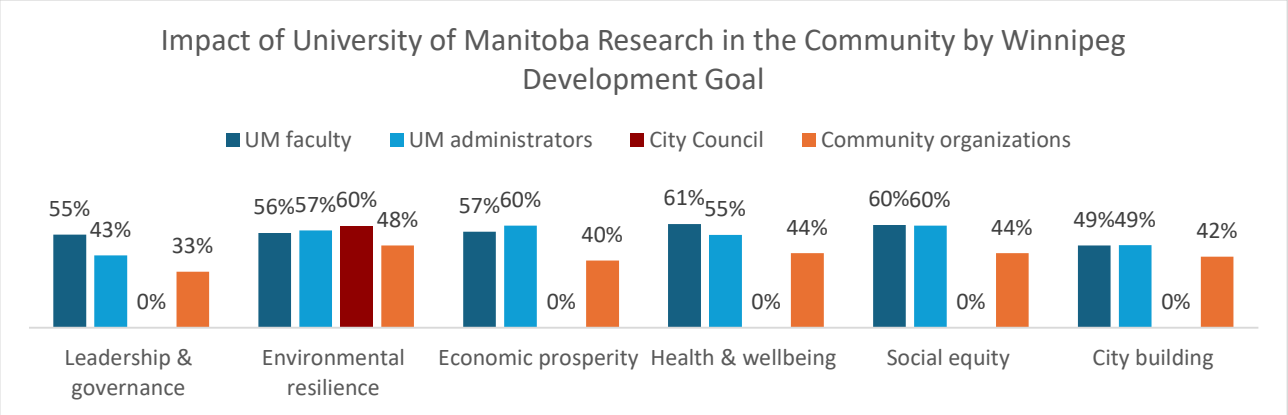
Faculty members report that research impacts all Winnipeg community development goals to some extent, with the most impacted goals being "good health and wellbeing", "social equity",

and “economic prosperity”. Using a percentage mean of responses, the order of research impact relevant to Winnipeg development priorities, from greatest significance levels to least significance levels, according to faculty member survey respondents are: (i) good health and wellbeing (61%); (ii) social equity (60%); (iii) economic prosperity (57%); (iv) environmental resilience (56%); (v) leadership and governance (55%); and (6) city building (49%). An average of 17% of faculty respondents indicate the development goal in question is “not applicable” to them and a further 17% indicated they “don’t know” what level of research impact is apparent in the corresponding development goal.

Administrator perceptions of the University’s research impact parallels faculty perceptions quite closely, although they see “economic prosperity”, “social equity”, and “environmental resilience” being the development goals most impacted. Using percentage means, university administrators determine the order of impact as: (i) economic prosperity (60%) and social equity (60%), equally ranked; (ii) environmental resilience (57%); (iii) health and wellbeing (55%); (iv) city building (49%); and (v) leadership and governance (43). An average of 17% indicate they “don’t know” for this question.

Figure 16

University Research Impact According to Winnipeg Development Goals



Not all City Council respondents completed the survey, so the remaining results for City Council only reflect one respondent. This respondent “does not know/was unsure” about the impact of the University’s research on any Winnipeg community development goals, except in the area of environmental resilience where they felt there is some impact. For this one Council member, a very high level of uncertainty exists (83%) concerning the impact of university research in the community.

Community organization respondents also expressed a high degree of uncertainty about the impact of university research in the community. Only nine out of 23 respondents have answered these questions. Of these, relatively small numbers of respondents indicate academic work has any impact, with the majority indicating they “don’t know” the impact. Research impact, according to community respondents, is greatest in the area of “environmental resilience.” Using a percentage mean of responses, respondents indicate the following order of research impact, from greatest significance to least: (i) environmental resilience (48%); (ii) good health and wellbeing (44%) and social equity (44%), equally ranked; (iii) and city building (42%); (iv) economic prosperity (40%); and (v) leadership and governance (33%). An average of 54% respondents indicated “don’t know/ unsure” regarding the University’s research impact in the community, suggesting a relatively high level of uncertainty concerning this area of the University’s activity in the community.

University Teaching. The level of teaching (ie. communicating knowledge & facilitating learning within the Winnipeg community) impact has the highest level of agreement across all four stakeholder groups. As with the research question above, the question uses a 5-point Likert scale consisting of: “significant impact”, “considerable impact”, “some impact”, “little impact”, and “no impact". Respondents are asked to rate the level of teaching impact that the University of Manitoba has for each Winnipeg development goal. Responses for each stakeholder group are shown in

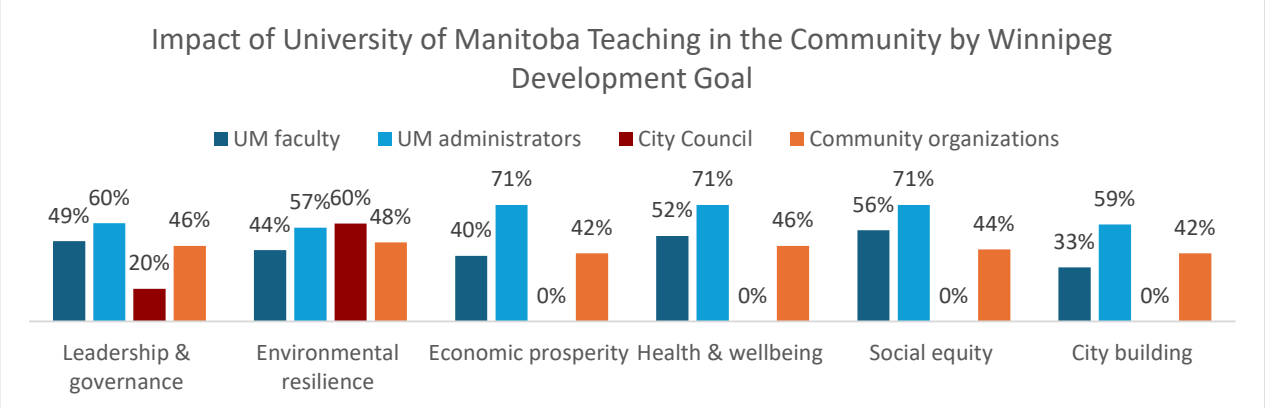
Figure 17 below. Respondents could also choose to indicate "not applicable" and "don't know" which are reported separately.

Faculty members are involved in teaching relevant to all six Winnipeg development goals. In discerning this impact, faculty indicate that they have "considerable" impact in the areas of "health and wellbeing", "social equity", and to a lesser extent, "leadership and good governance", with very few respondents indicating a "significant" impact in any area. Using a percentage mean of responses, the order of teaching impacts relevant to Winnipeg development priorities, from greatest significance levels to least significance levels, according to faculty member survey respondents are: (i) social equity (56%); (ii) health and wellbeing (52%); (iii) leadership and governance (49%); (iv) environmental resilience (44%); (v) economic prosperity (40%); and (vi) city building (33%). An average of 15% indicate "not applicable" and an average of 12% indicate they "do not know" the impact of teaching in terms of Winnipeg community development.

University administrators rank the order of teaching impact on local development goals as: (i) economic prosperity (71%), health and wellbeing (71%), and social equity (71%), all equally ranked; (ii) leadership and governance (60%); (iii) city building (59%); and (iv) environmental resilience (57%). An average of 7% indicate they "don't know" for this question.

Figure 17

University Teaching Impact According to Winnipeg Development Goals



The City Council respondent feels there is little teaching impact on leadership and governance (20%), some impact on environmental resilience (60%), and is unsure about the remaining development goals, with a 67% average level of uncertainty.

According to community organization respondents, teaching impact is greatest in the area of "environmental resilience." Using a percentage mean of responses across all six development goals, community organization respondents indicate the following order of teaching impact, from greatest significance to least: (i) environmental resilience (48%); (ii) leadership and good governance (46%), and good health and wellbeing (46%), equally weighted; (iii) social equity (44%); and (iv) economic prosperity (42%) and city building (42%), equally ranked. An average of 42% indicate they do not know the impact of teaching activity in the community.

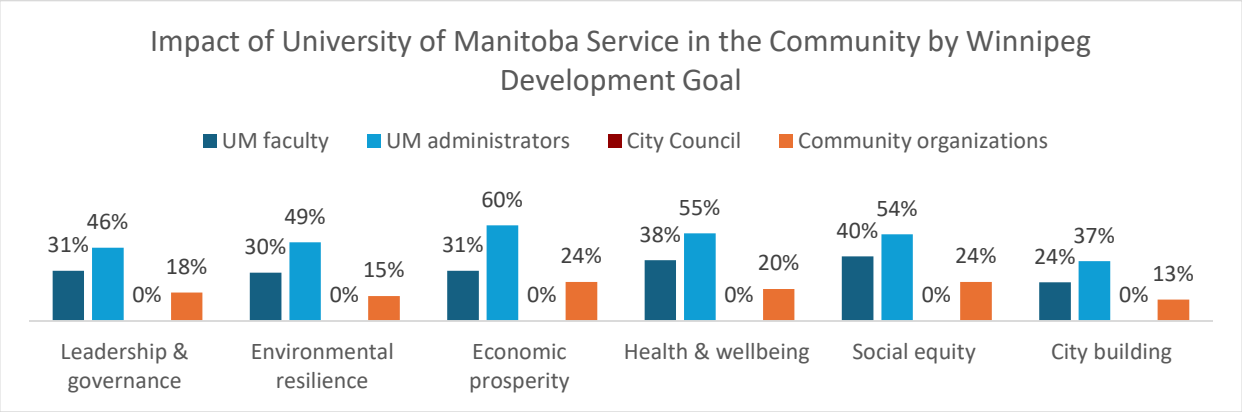
University Community Service. The level of community service (ie. contributions of individual university members through consulting, volunteering, or other community service) impact have different levels of significance across the four stakeholder groups. As with the research and teaching questions above, the question uses a 5-point Likert scale consisting of: "significant impact", "considerable impact", "some impact", "little impact", and "no impact". Respondents are asked to rate the level of university service impact that the University of Manitoba has for each Winnipeg development goal. Responses for each stakeholder group is shown in Figure 18 below. Respondents could also choose to indicate "not applicable" and "don't know" which are reported separately.

Although faculty members reference community service activity in various comment sections throughout the survey, they ascribe relatively little significance to the impact that individual acts of service have within the community. Using a percentage mean of responses, the order of "service" impacts relevant to Winnipeg development priorities, from greatest significance levels to least significance levels, according to faculty member survey respondents are: (i) social

equity (40%); (ii) health and wellbeing (38%); (iii) leadership and governance (31%) and economic prosperity (31%), equally ranked; (iv) environmental resilience (30%); and (v) city building (24%). An average of 31% indicated this was not applicable to their area of work, and an average of 13% indicated they "don't know" for this question.

Figure 18

University Service Impact According to Winnipeg Development Goals



Using the same method of response percentage means, the order of service impact for university administrators is: (i) economic prosperity (60%); (ii) health and wellbeing (55%); (iii) social equity (54%); (iv) environmental resilience (49%); (v) leadership and governance (46%); and (vi) city building (37%). An average of 29% indicate they 'don't know' for this question.

The City Council respondent answered that they "don't know" for all development goal impacts related to university service activity.

According to community organization respondents, university service impact is greatest in the areas of "economic prosperity" and "social equity." Using a percentage mean of responses across all six development goals, respondents indicate the following order of service impact, from greatest significance to least: (i) economic prosperity (24%) and social equity (24%), equally ranked; (ii) good health and wellbeing (20%); (iii) leadership and good governance (18%); (iv) environmental resilience (15%); and (v) city building (13%). Community organizations show a

high level of uncertainty concerning the impact of University service activity, with an average of 74% indicating they “don’t know” its impact.

University Practice. The last question concerning the University’s community impact relates to practices that the institution implements that benefit the community, either directly or indirectly. “University practice” includes activities related to university sustainable development practice and policy on campus that contribute directly to Winnipeg development goals or that serve as an example for others in the community. As with the research, teaching, and service questions above, the question uses a 5-point Likert scale consisting of: “significant impact”, “considerable impact”, “some impact”, “little impact”, and “no impact". Respondents are asked to rate the level of university service impact that the University of Manitoba has for each Winnipeg development goal. Responses for all four stakeholder groups are shown in Figure 19 below. Respondents could also choose to indicate “not applicable” and “don’t know” which are reported separately.

Faculty members perceive that “university practice” has a fairly low impact level for the wider Winnipeg community relevant to community development goals, with most indicating they “don’t know” what impact “university practice” is. Using a percentage mean of responses, the order of impact level for “university practice”, from greatest significance levels to least significance levels, according to faculty member survey respondents are: (i) health and wellbeing (44%) and social equity (44%), equally ranked; (ii) leadership and governance (38%); (iii) environmental resilience (36%); (iv) economic prosperity (35%); and (v) city building (30%). An average of 8% of faculty respondents indicate answer options are not applicable for their area of work, and an average of 25% indicate they “don’t know” the impact of university practice in the community.

University administrators suggest the order from highest to lowest of university practice impact in the local community is: (i) economic prosperity (66%) and social equity (66%), equally

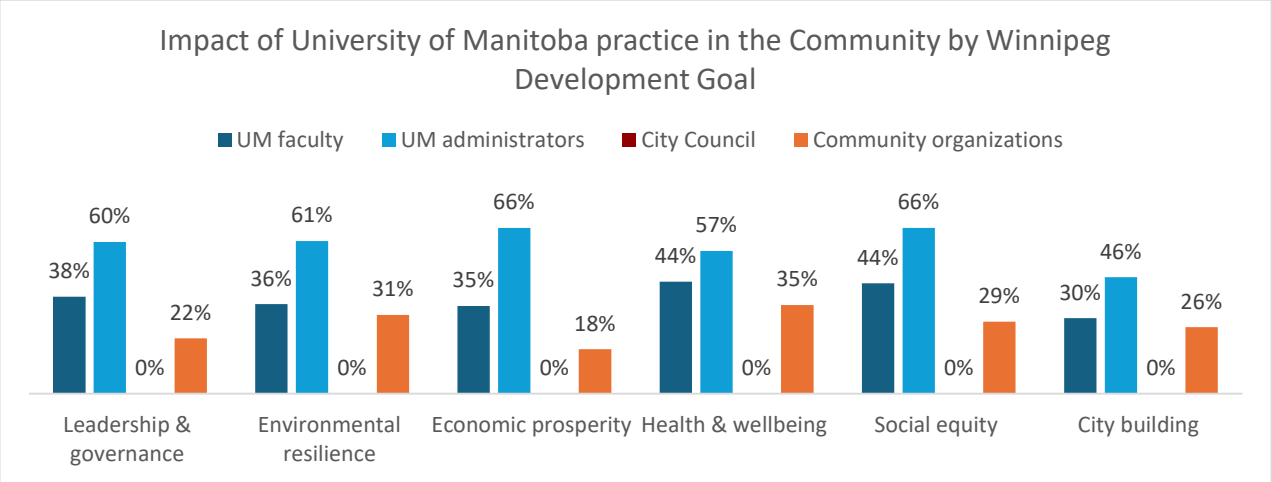
ranked; (ii) environmental resilience (61%); (iii) leadership and governance (60%); (iv) health and wellbeing (57%); and (iv) city building (46%). An average of 2% indicate that the answer option is not applicable to the University of Manitoba and an average of 2% indicate they "don't know" the university practice impact in the local community.

The City Council respondent answered that they "don't know" for all development goal impacts related to university practice activity.

According to community organization respondents, "university practice" impact is greatest in the area of "environmental resilience." Using a percentage mean of responses across all six development goals, respondents indicate the following order of university practice impact, from greatest significance to least: (i) good health and wellbeing (35%); (ii) environmental resilience (31%); (iii) social equity (29%); (iv) city building (26%); (v) leadership and good governance (22%); and (vi) economic prosperity (18%). An average of 54% answered they "don't know" the "university practice" impact in the community.

Figure 19

University Practice Impact According to Winnipeg Development Goals



University of Manitoba activities in the community are having some impact relative to Winnipeg's sustainable development goals, as noted in the above survey responses. There is,

however, a fairly high level of uncertainty concerning the University's impacts, particularly among City Council and community organization members. Optional comments at the end of this section reveal some general attitudes that may be contributing to these results. A faculty member participant says, "I feel there is a complete disconnect between what we can and should provide to the city and what they want to hear. The University wishes to provide long-term solutions to systemic problems while the City is looking for cheap quick fixes!" A community organization member comments, "I honestly don't know what the U of M has been doing to further advance these incentives. Nothing has been communicated or advertised that I know of."

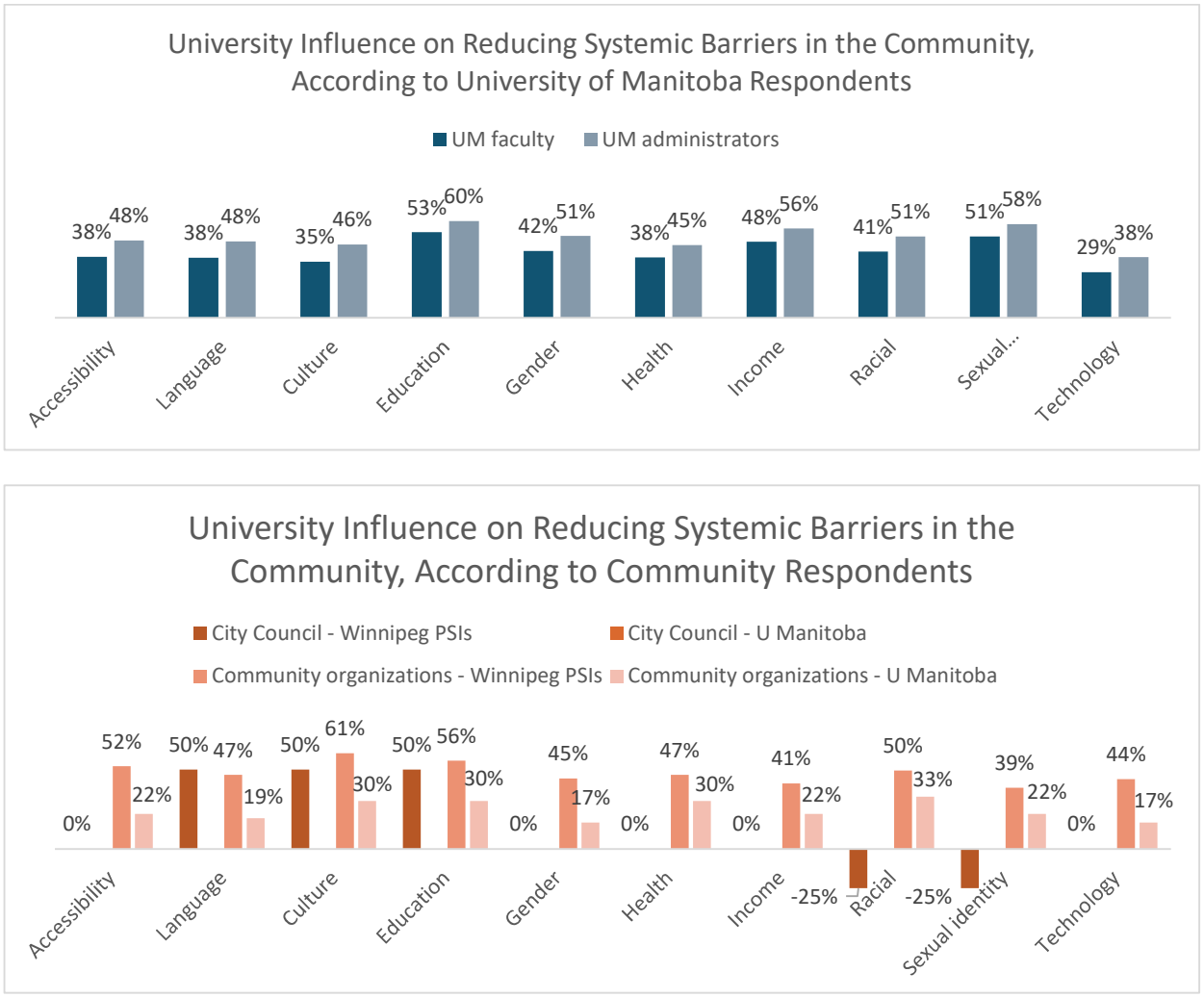
University-Community Partnership Influence on Specific Systemic Barriers. Survey respondents were asked to indicate which systemic barriers were being most influenced through the University of Manitoba's activity in the community. In this question, participants were invited to select from levels of influence for each systemic barrier according to the following 6-point Likert scale: "significant influence", "considerable influence", "some influence", "little influence", "no influence", and "increased/ added barriers" (i.e. negative influence). In calculating the percentage means for this question, responses in the last category were included as a negative value. Results for each of the four groups are shown in Figure 20 below. Additionally, respondents could select "not applicable" or "don't know", which are reported separately. Community respondents were asked to provide responses for both the PSI sector generally and the University of Manitoba specifically.

Faculty. Faculty respondents consider the University has the most influence in reducing "education" barriers. Using percentage means of responses concerning the University's influence in reducing specific systemic barriers in Winnipeg, respondents reported the following levels: (i) education barriers (53%); (ii) sexual identity barriers (51%); (iii) income barriers (48%); (iv) gender (42%); (v) racial barriers (41%); (vi) accessibility (38%), health (38%), and language barriers (38%), all equally ranked; (vii) culture (35%); and technology (29%). An average of 17% of respondents

indicated the barrier was not applicable to their work. An average of 15% of respondents indicated they "don't know" the level of influence their community partnership work has on specified systemic barriers.

Figure 20

University Influence on Differentiated Systemic Barriers



Administrators. University administrator respondents also consider the University has the most influence in reducing "education" barriers and reflect a similar ranking order as faculty members. Using percentage means of responses concerning the University's influence in reducing specific systemic barriers in Winnipeg, respondents reported the following levels: (i) education barriers (60%);

(ii) sexual identity barriers (58%); (iii) income barriers (56%); (iv) gender (51%) and racial barriers (51%), equally ranked; (v) accessibility (48%) and language barriers (48%), equally ranked; (vi) culture barriers (46%); (vii) health barriers (45%); and technology barriers (38%). None of the respondents indicated systemic barriers were not applicable to the work of the University. An average of 15% of respondents indicated they "don't know" the level of influence their community partnership work has on specified systemic barriers.

City Council. Responses show the perspective of a single City Council respondent for this question. They indicate Winnipeg post-secondary institutions have the most influence in reducing "language", "culture", and "education" barriers. The full range of their reported responses indicate the following: "Some" positive influence concerning "language", "culture" and "education" barriers. The respondent indicated that Winnipeg PSIs have "no influence" on "income" barriers. The respondent also indicated that Winnipeg PSIs have a "negative influence" on "racial" and "sexual identity" barriers. Finally, the respondent indicated they "don't know" the influence that Winnipeg PSIs have on reducing "accessibility", "gender", "health", and "technology" barriers.

The respondent indicated the "don't know" the University of Manitoba's influence on reducing any of the specified systemic barriers.

Community Organizations. Community organization respondents report that Winnipeg PSIs have the most influence in reducing "culture" barriers in the community. Using percentage means of responses concerning local PSI influence in reducing specific systemic barriers in Winnipeg, respondents reported the following levels: (i) culture barriers (61%); (ii) education barriers (56%); (iii) accessibility barriers (52%); (iv) racial barriers (50%); (v) health (47%) and language barriers (47%), equally ranked; (vi) gender barriers (45%); (vii) technology barriers (44%); and sexual identity barriers (39%). One respondent felt that negative influences were made on "education" and "income" barriers, which were calculated into the averages above. None of the respondents indicated systemic

barriers were “not applicable” to the work of the PSI sector. An average of 20% of respondents indicated they “don’t know” the level of influence the PSI sector has on specified systemic barriers.

Community organization respondents report that the University of Manitoba has the most influence in reducing “racial” barriers in the community. Using percentage means of responses concerning local the University of Manitoba’s influence in reducing specific systemic barriers in Winnipeg, respondents reported the following levels: (i) racial barriers (33%); (ii) health (30%), culture (30%), and education barriers (30%), all equally ranked; (iii) accessibility barriers (22%), income barriers (22%), and sexual identity barriers (22%), all equally ranked; (iv) language barriers (19%); and (v) gender barriers (17%) and technology barriers (17%), equally ranked. One respondent felt that negative influences were made on “education” and “income” barriers, which were calculated into the averages above. None of the respondents indicated systemic barriers were “not applicable” to the University of Manitoba’s work. Nearly half (48%) of respondents indicated they “don’t know” the level of influence that the University of Manitoba has on specified systemic barriers.

Summary Questions: The final three questions of the survey ask respondents to provide summary statements of how they perceive the University of Manitoba’s impact in the local community. The first question asks about the overall impact that the University of Manitoba, as compared to other local post-secondary institutions, has on the achievement of Winnipeg development goals. The second question asks respondents to rate the significance of relationship influences on university-community partnership outcomes. The third and final question is how they perceive the University of Manitoba as being interdependent with the City of Winnipeg, or independent from it.

Overall Impact. While very few respondents feel that any of the local HEIs, including the University of Manitoba, have “significant” impact on the community, most feel they have “some” impact. Using a 5-point Likert scale to identify the level of influence of the local PSI sector in the

Winnipeg community, respondents are asked to select from these options: “significant influence”, “considerable influence”, “some influence”, “little influence”, “no influence.” A follow up question using the same scale is asked concerning the University of Manitoba’s influence specifically. The responses for both questions for each of the four stakeholder groups are shown in Figure 21 below. Respondents could also select “I don’t know” for the question which is reported separately.

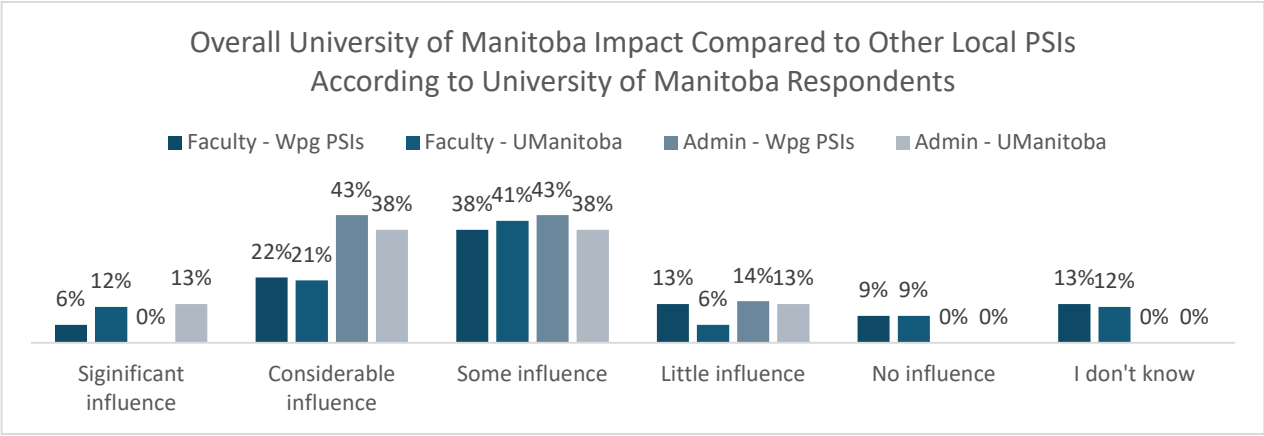
Faculty members credit the following levels of influence for other PSIs in Winnipeg: (i) significant influence (6%); (ii) considerable influence (22%); (iii) some influence (38%); (iv) little influence (13%); and (v) no influence (9%). At total of 13% of respondents indicated they “don’t know” the level of influence the PSI sector has in Winnipeg. Faculty members see the University of Manitoba as having slightly more impact on the city than other local post-secondary institutions. Percentage results for the University of Manitoba’s influence specifically are: (i) significant influence (12%); (ii) considerable influence (21%); (iii) some influence (41%); (iv) little influence (6%); and (v) no influence (9%). A total of 12% of respondents indicated they “don’t know” the University of Manitoba’s level of influence in Winnipeg.

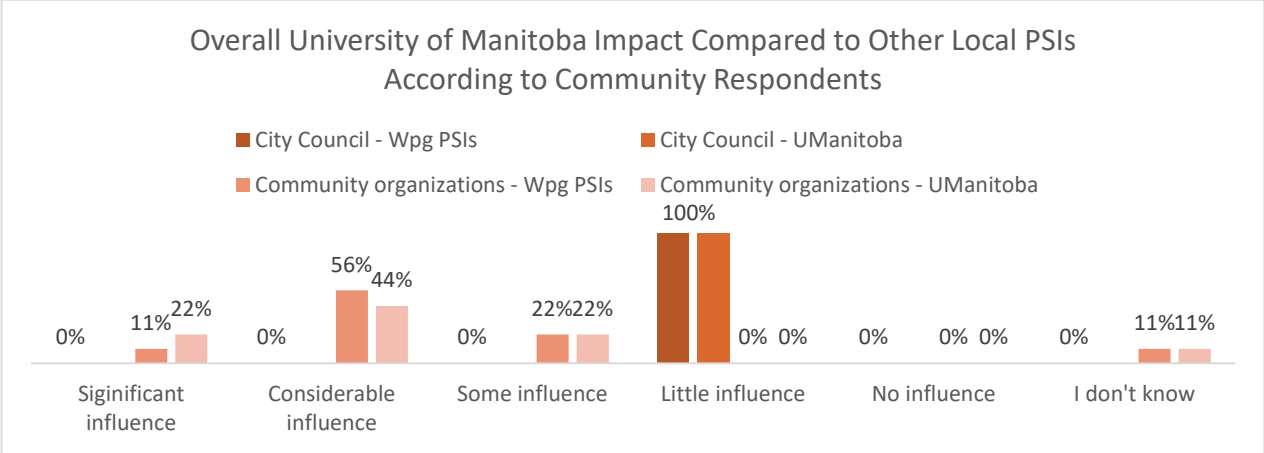
University administrators also place the University of Manitoba in a slightly more favourable light than other local post-secondary institutions. Their ranking for other Winnipeg PSIs is: (i) significant influence (0%); (ii) considerable influence (43%); (iii) some influence (43%); (iv) little influence (14%); and (v) no influence (0%). Regarding the University of Manitoba’s influence on the local community, administrators responded: (i) significant influence (13%); (ii) considerable influence (38%); (iii) some influence (38%); (iv) little influence (13%); (v) no influence (0%).

The City Council respondent believes post-secondary institutions, including the University of Manitoba, have “little influence” on the City’s achievement of local development goals.

Figure 21

Overall University of Manitoba and PSI Sector Influence on the Winnipeg Community



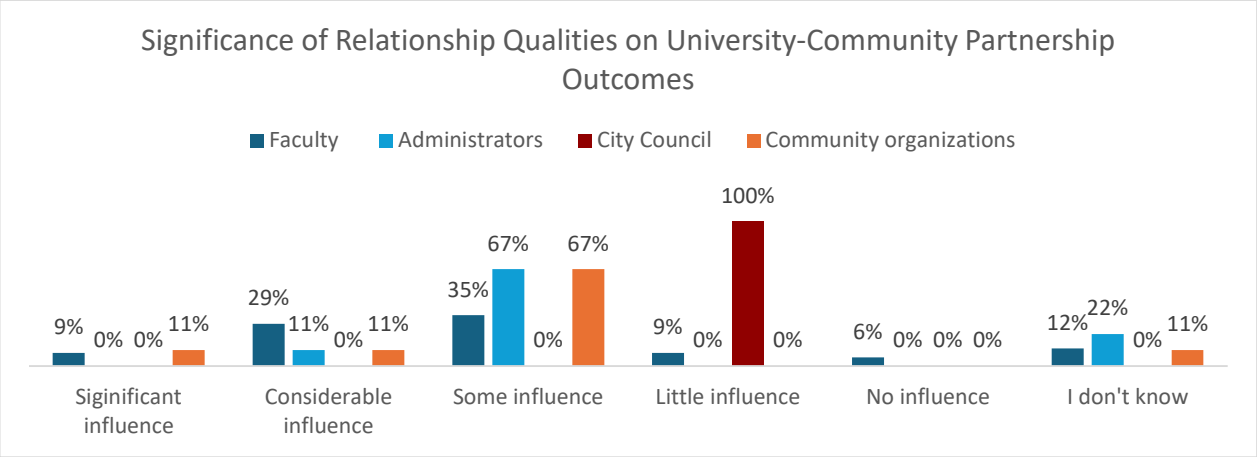


Relation Qualities Influence. This question explored respondent perceptions of the level of significance that relationship qualities explored earlier in the survey have on the achievement of Winnipeg development goals. In considering the University of Manitoba's relationship with the Winnipeg community, respondents were asked to indicate their perceived level of influence using a 5-point Likert scale of: "significant influence", "considerable influence", "some influence", "little influence", and "no influence." Responses for each of the four stakeholder groups are shown in Figure 22 below. Respondents were also able to select "don't know" for this question, which is reported separately.

Most faculty respondents appreciate that relationship qualities between the University and the community have an influence on the achievement of community development goals. The percentage of faculty responses indicate: (i) significant influence (9%); (ii) considerable influence (29%); (iii) some influence (35%); (iv) little influence (9%); and (v) no influence (6%). Twelve percent indicate they "don't know."

Figure 22

Significance of Relationship Qualities on Partnership Outcomes



University administrators are more conservative in their assessment of relationship qualities and their influence on the effectiveness of the work the University of Manitoba undertakes in the city. Administrator responses indicate: (i) significant influence (0%); (ii) considerable influence (11%); (iii) some influence (67%); (iv) little influence (0%); and (v) no influence (0%). Higher uncertainty is indicated with 22% responding that they "don't know."

The City Council respondent considers relationship qualities to have little influence on community outcomes from university-community partnerships.

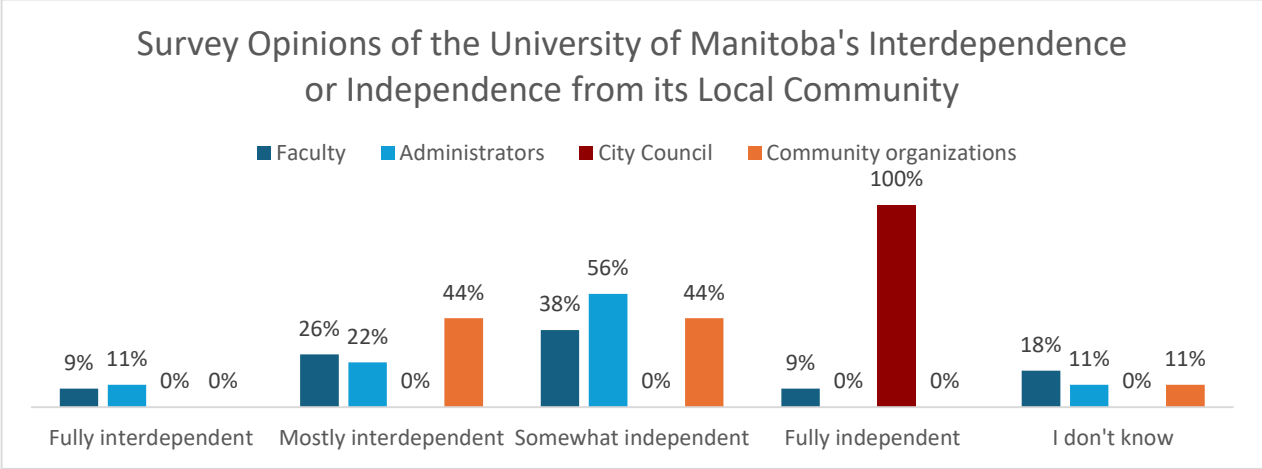
Community organization respondents, however, believe that relationship qualities with the University have somewhat more influence on Winnipeg development goal achievement. Community organization responses indicate: (i) significant influence (11%); (ii) considerable

influence (11%); (iii) some influence (67%); (iv) little influence (0%); and (v) no influence (0%). Eleven percent responded that they "don't know."

Interdependence vs Independence. A final capstone question was posed to survey respondents to gather their perspectives on the University of Manitoba's position along a continuum between being fully interdependent and fully independent with the City of Winnipeg. Respondents were asked to select one of five responses: "fully interdependent", "mostly interdependent", "somewhat independent", "fully independent", and "I don't know." The results from each of the four stakeholder groups are shown in Figure 23 below.

Figure 23

Survey Opinions of the University of Manitoba's Interdependence or Independence with the City of Winnipeg



More university faculty respondents indicated that the institution was at the independent end of the continuum from the city. Faculty percentage responses were: (i) fully interdependent (9%); (ii) mostly interdependent (26%); (iii) somewhat independent (38%); (iv) fully independent (9%); (v) I don't know (18%).

Even more than faculty, university administrators provided responses indicating the University was "somewhat independent" of the community. Administrator percentage responses

were: (i) fully interdependent (11%); (ii) mostly interdependent (22%); (iii) somewhat independent (56%); (iv) fully independent (0%); and (v) I don't know (11%).

The City Council respondent believes the University of Manitoba is "fully independent" from the City of Winnipeg.

Community organization respondents were evenly divided on this question. Community organization percentage responses were: (i) fully interdependent (0%); (ii) mostly interdependent (44%); (iii) somewhat independent (44%); (iv) fully independent (0%); and (v) I don't know (11%).

Survey Results Summary

The surveys have provided a broad understanding of the University of Manitoba's goals, areas of activities, expected outcomes, and observed impacts. They have also provided valuable indicators of relationship between the University and the community in terms of the alignment of goals and values, sharing of responsibilities, division of capabilities, and institutional commitment to community development. In looking at long-term impacts, the surveys have provided some perspectives on how the University is facing systemic barriers in the community and working to address and reduce them. While these insights cannot be analyzed inferentially due to low participant numbers within groups, it nevertheless provides valuable information in terms of its descriptive analysis. A summary of key survey responses is provided in Appendix I.

Some of the main points learned from the surveys are, first, that university faculty and administrators are largely aligned with Winnipeg community organizations in terms of their local development goal priorities. The City has some of the same priority goals, but also some that are different. Interestingly, "environmental resilience" appears as a top three priority for three of four groups, with the exception of university faculty members. Survey participants indicate that

university-community partnerships are actively pursuing goals relevant to each of the six Winnipeg development goals.

Barriers to university-community partnerships from the perspectives of university faculty and administrators are largely due to lack of time available to pursue partnership activities. Funding is the top barrier for community organizations. Lack of relevance of such partnerships to the organization's primary work appears as one of the top three concerns for all four survey groups, which highlights a potential area of concern for encouraging greater interdependence between the University and its local community.

All four groups agree that "teaching" is the University of Manitoba's academic activity that has the most value for the community. In terms of the second most valued academic activity, university respondents see research as being valuable to the city, while City Councillors and community organizations value service more than research. One possible explanation is the high response rate from community participants indicating they "don't know" the impact that research has for the community. University practice is least valued for all groups. Interestingly, community organizations value the practice and service of other post-secondary institutions in Winnipeg more than that of the University of Manitoba.

Responses regarding university-community relationship qualities provide helpful feedback on group preferences and trends. Social equity seems to be an area where the university's members and community organization members are well aligned, but not City Councillors. In terms of responsibility for community development, the University's members see the University of Manitoba as having a more substantial role than either the City or community organizations see it having. Similarly, in terms of capability, university faculty members see the University of Manitoba as having the most capability to deal with community development concerns, whereas the three other groups put community organizations at the top of the capability list. University of

Manitoba's commitment to Winnipeg's sustainable development is perceived as average by faculty members, high by administrators, and is largely unknown to either the City or community organizations.

Expected outcomes from university-community partnerships demonstrate differences between groups at the grassroots partnership level and institutions at the policy level, although "economic prosperity" is one of the top areas of outcomes across all four stakeholder groups. Faculty and community organizations expect the most positive outcomes related to "health and wellbeing", "social equity", and "economic prosperity." University administrators expect most positive outcomes related to "economic prosperity" and "leadership" overlapping with City Council which also expects most positive outcomes in "economic prosperity", as well as "environmental resilience."

In terms of the systemic barriers in the community that are being addressed through university-community partnerships, university faculty and administrators believe the most effective efforts are in reducing "health" and "education" barriers, respectively. Community organizations, on the other hand, see the greatest impact in "racial" and "cultural barriers." Interestingly, several community organization members and City participants indicate the University of Manitoba actually increases education and income/socio-economic barriers in the community.

In the final question concerning the University of Manitoba's interdependence with the city of Winnipeg, faculty and administrators both see it as being "somewhat independent". Community organizations are split about whether it is "mostly interdependent" or "somewhat independent." The City Council's response is that the University is "fully independent" from the city.

While the broad perspective of different opinions collected through the survey provide useful areas for analysis and discussion on general concepts and ideas, the responses lack the nuanced insights of the interactions within the university-community relationship required for this

study. To provide further depth to this understanding, the third and final data set collected is that of interviews conducted with three to four members of each stakeholder group. These results are presented below.

Semi-structured Interviews

Interview results are reported through a deductive approach using three predetermined categories relevant to this study. First, interview feedback is organized according to the study's research questions, which follows a program evaluation framework of "goals", "actions", "expected outcomes", and "observed impacts." Comments are further separated according to participant group, i.e. faculty, administrators, City Council, and community organizations, to gather a sense of the different perspectives relevant to each research question. Finally, responses are grouped, where relevant, according to local community development goals, i.e. leadership and good governance, environmental resilience, economic prosperity, good health and wellbeing, social equity, and city building, to build a collective sense of the priorities related to each development goal.

Responses to additional research sub-questions that further explore the main research question (e.g. perceived value of partnerships, perceived barriers to partnerships, etc.) are presented relevant to the research question area. Responses for questions that stem from this study's conceptual framework are organized according to the relevant framework. For the Integrative Relationship Framework, responses are organized according to "aligned values", "shared responsibility", "mutual capability", and "organizational commitment." For the Integrative Development Framework, responses are organized according to "knowledge of systemic barriers" and "agency or power to change systemic barriers".

Participant Codes

While it is common within qualitative research for interview participants to be given pseudonyms rather than numbered codes to preserve the reference to "human" perspectives, this study uses numbered participant codes, as shown in Table 4 below. The primary reason for this is to prioritize the stakeholder group to which the participant belongs. The participant's perspective from their respective stakeholder group is the important aspect that must be kept in the foreground throughout data collection and analysis. The coded identity therefore references the stakeholder group to which a perspective belongs and no other participant characteristics. The participants have thus been coded according to the following breakdown:

Table 4

Interview Participant Codes and Description

Participant Group	**Participant Code**	**Sector/ Discipline**	**Position description**
University Faculty Member	Faculty 1 (F1)	Professional	Project manager
	Faculty 2 (F2)	Professional	Project manager
	Faculty 3 (F3)	Humanities/ Social Sciences	Project manager
University Administrator	Administrator 1 (A1)	Social Sciences	Manager/ supervisor
	Administrator 2 (A2)	Humanities	Manager/ supervisor
	Administrator 3 (A3)	Social Sciences	Organizational leadership
	Administrator 4 (A4)	Professional	Organizational leadership
City Councillor (NOTE: No demographic descriptors to protect identity within small participant group)	Councillor 1 (C1)	--	--
	Councillor 2 (C2)	--	--
	Councillor 3 (C3)	--	--
	Councillor 4 (C4)	--	--
Community Organization Member	Community 1 (O1)	Indigenous social services	Project manager
	Community 2 (O2)	Community based health care	Project manager
	Community 3 (O3)	Newcomer settlement services	Organizational leadership

Goals

Faculty. Faculty member interview participants come from three different disciplines at the University of Manitoba, representing perspectives and involvement in very different sectors of the University's academic community. All three are actively involved in community partnerships in Winnipeg, with more than five years of partnership experience each. They offer personal observations, reflections, and opinions that enrich the understanding of partnership dynamics at the interpersonal, "grassroots" level of university-community partnerships.

Leadership and Good Governance. In the stated Winnipeg development goals, leadership and good governance goals incorporate the UN SDGs of peace, justice, and strong institutions, as well as partnerships for the goals. At the faculty member and community organization level, governance goals take on a more relational focus, in which they talk about goals in terms of partner and student relationships, and specific organization or community needs.

> F1: We focus on building a relationship with partner organizations; this can be difficult and challenging. It requires continuity and time. It also requires cultural understanding.

> F3: To work with the community, you must go into the community. You can't learn about the community through someone else.

Faculty also see opportunities to invest their academic expertise in building the organizational leadership of different front-line community organizations, as testified by O3. Faculty members approached O3's organization to partner with them in several grant funded projects to improve the organization's data management practices, which has generated many additional outcomes to improve the organization's model of practice concerning their services.

Environmental Resilience. Unfortunately, none of the faculty interviewees included in this study had direct involvement with environmental and climate action topics and did not provide any comments relevant to this Winnipeg development goal area.

Economic Prosperity. This local development goal includes the UN SDGs of no poverty, quality education, and decent work and economic growth. It is, perhaps, natural that faculty respondents provided their perspectives of what 'quality education' entails, and measures to achieve this goal. Faculty members interviewed referenced their core responsibilities of teaching, research, and service as part of their role as faculty members. Within this, teaching has evident opportunities for engaging with community through work-integrated learning, practicum placements, and aligning learning outcomes with community needs and priorities. These strategies, according to F1 improve the quality of education for students, who learn how to apply concepts and theories from class in a work setting but also represent a challenge from a time-management point of view.

> F1: So many of us, the [community partnership] work we have done is off the side, like it's in addition to our full teaching load that we've already been allocated. So that's a challenge.

For F2, the entire educational program is based on community integrated learning, making their degree program unique in Canada for their field.

> The Faculty Department program teaches [work-integrated] classes, which are hands on practical courses that are done in collaboration with a community partner. So, students take three of those courses throughout their term and all of them work with a real community partner on an issue that's important to them. We have learning outcomes for the students but the goal is to align them with a piece of work that is helpful to the organization. We are fairly unusual in Canada in terms of having [these work-integrated courses] that all have a client partner.

Quality education also relies on the quality of students who enroll in academic programs. F3 looks at the University of Manitoba's competitiveness in terms of attracting students and faculty to the University of Manitoba and points out that the University is missing an opportunity to attract talented individuals from racialized groups. According to this interviewee, while the University is doing well with its appeal to Indigenous students, through its current strategic

initiatives and goals to make changes that create a more welcoming and conducive space for Indigenous peoples, it is largely ignoring the changes required for the University to appeal to other underrepresented and racialized groups of students.

> F3: University of Manitoba has the opportunity right now to attract really good talent, but we're not. We're still looking through the same historical lens of how to do business, and that's going to be a hindrance to the University if we don't think about it critically. We have bright brilliant high school students regardless of whatever their race and ethnicity are that are not thinking about the University of Manitoba.

Good Health and Wellbeing. Working in the disciplinary field of professional healthcare services, F1 has managed community partnerships for many years. They see the need that partner agencies have and the lack of resources to address these needs. Community members also lack resources to pay for specialized health care services not covered by public health care, creating a systemic gap within the community. F1's goal is to address these gaps by arranging placements for students with community organizations. This is also an opportunity for students to practice their healthcare discipline in "real life" situations. These work placements enrich the students' learning experiences and provide low cost opportunities for community members to access healthcare services.

F1 notes that the University's leadership in the healthcare area has expressed a goal for educational programs to meet accreditation requirements for student practicum placements and also that student practicums are <u>not</u> to be filling community service gaps that should be covered by publicly funded social programs. The conflict between the individual faculty goal and institutional goal puts F1 in an awkward position. Community organization goals are to expand services to meet the needs of a growing number of constituents, which aligns well with F1's goal to meet community needs and provide practical experience for students. But institutional pressure to limit practicums to areas where no service gaps exist is something that F1 must navigate carefully.

> The [University academic unit] has some strict rules around engagement. [The unit] gives us a hard time about funding, anything around that because they say that's not our role to fill gaps in what should already be provided, right? Like that should be the WRHA or CIRA. We don't fill gaps. So they're really strict with us about it. We just have to be careful about what we say is our objective. So really in that case, our objective is to fill a gap, right? There's a gap and we're filling it, but they're saying, oh, no, we don't do that. So it's a little tricky.

F3 speaks of the goal their local community partnership has for helping racialized groups of students to improve their mental health through understanding racism as a mental health concern and addressing it as such. This goal has generated new community program activities described in more detail below.

Social Equity. F1 supports the University of Manitoba's strategic direction to prioritize truth and reconciliation with Indigenous people, encouraging more connections with local Indigenous communities. F2 points out colleagues in their department who make it a priority to work with remote Indigenous communities. F3 applauds the work that is being done for Indigenous people at the University but calls for the University to do more to recognize the needs, talents, and contributions of people from other racialized populations. Labels, such as BIPOC, are unhelpful says F3, if it means erasing identities and reducing groups to their skin colour. The University needs to think critically about race, ethnicity, and culture when working with the community. Winnipeg is ethnically diverse; therefore, the University's goal should be to acknowledge, appreciate, and include all people. F3 advocates that "knowledge and theory about community should be first and foremost for the members of community." Too many faculty members, says F3, make community work about furthering their own careers. F3 calls on the University to "humanize" the institution so that all cultures, ethnicities—everyone—feels seen, valued, and welcomed to its campuses.

City Building. F2's discipline relates well to the Winnipeg goal for city building. Their goal is to give students hands-on practical experience working with community organizations as a way to prepare them for their profession and future employment. F2 describes how their entire program is built around community-based projects and that it is the community organization that determines project goals.

> It's really important to us as a department that it is led by the community-based organization or whichever organization we're partnering with.

Administrators. University of Manitoba administrator participants represent different institutional governance areas and levels between them, ranging from senior institutional leadership, to support unit leadership, to academic unit leadership.

Leadership and Good Governance. It is readily acknowledged that the University of Manitoba, which offers the only full range of professional programs in the province, is instrumental for the City of Winnipeg in conveying the skills and knowledge necessary to serve the community's needs comprehensively. As such, its programs shape the orientation and mindset of its graduates, and its priorities and values are carried into the community through its education programs. A2 talks about this on a broad scale, with respect to institutional and unit-level goals.

> We are training future and current government leaders and officials.

> Our programs are orienting students to serve Indigenous communities, whether or not they think of it that way. Winnipeg is a settler construct. We are orienting students to its history and current social context.

> We teach them how to be better people and how to have meaningful relationships; how to make a positive contribution to society; how to build a reciprocal relationship world.

Several interviewees comment on how some of the University's goals are likely to bring about changes for the institution. A3 indicates that their efforts to "become the school of choice for Indigenous students" will require a better understanding of Indigenous knowledge within the

University, which may in turn change the University in ways that are not yet known. A3 notes that one Faculty unit has already changed delivery modalities for one of their programs so that remote students in an Indigenous community could complete an after-degree program without leaving their community. Underscoring all educational goals for the University is A1's quotation of the University's current president, Dr. Michael Benarroch:

> You probably heard Michael say and you've probably seen it print a bunch of times about us being the University <u>for</u> Manitoba, recognizing that mandate. And that means that our areas of research expertise should have a clear line to what our community and what our local economy needs…. And also, we're here to educate Manitoba's young people, right? We have to be an accessible, attainable, relevant institution for all of the people who will be enrolling here.

Environmental Resilience. The University is undertaking significant work in this development goal area with local partners, in several different ways. Administrator 4 mentions the University's waste reduction and renewal goals from the strategic plan that are being funded by the provincial hydro electric corporation. They also speak about the sustainability research goals that are at the forefront of the University's development of new lands adjacent to the campus. This land development area, known as Southwood Circle, is a partnership between the University, the City, and local construction contractors. Its goal is to advance university research in geothermal heating solutions, riverbank stabilization innovations, and testing of technical improvements for local construction industries. A4 notes another partnership with the University's food services provider, in which the goal is to reach food sustainability on campus with safe redistribution practices from conference and event catering. A4 explains that excess food is safely transferred to the student food bank for student consumption. Finally, A4 highlights the University's cooperation with the City to develop efficient and active public transportation corridors to the University's main campus, which has benefits for both the campus community and the wider city community.

Economic Prosperity. Quality education is a goal at the forefront of A2's thinking, indicating the many ways that the University prepares students for life after graduation.

> [University education] improves student problem solving ability, increases their empathy and understanding, and prepares them for post-graduation employment. We teach them how to navigate not only the job world, but the life world, right? The world of human relationships. We teach them how to be better partners, parents, friends, you know, how to maintain meaningful relationships and connections over lifetimes and also how to make a contribution to society and the fact that you should be thinking about that as a human, right? It's not this extractive relationship with the world. It's got to be this reciprocal relationship with the world.

A3 talks about the goal to mirror the City and province in terms of its student demographics. In particular, they note that currently Indigenous students comprise about 10% of the University of Manitoba's student population and that the City of Winnipeg has an Indigenous population that is closer to 18%. Consequently, their aim is to grow the Indigenous student population to match the City by becoming the 'institution of choice' for Indigenous students.

Good Health and Wellbeing. The University's role in providing healthcare and healthcare training for the city is readily acknowledged by interview participants. In acknowledging the medical healthcare professional shortage across the country including Winnipeg, A1 speaks of the University's key goals to help with addressing this problem.

> One of the best ways to solve this problem is to train people locally… people that already live here and want to be living here.

A2 sees beyond the healthcare profession training needs, suggesting the University's goal is to contribute to well-rounded healthcare professionals that have a broad understanding and appreciation for how their work impacts the health outcomes in many different ways.

A1 also sees goals for the University to partner with the community to enhance student wellbeing.

> I think it's about making sure that our students have access to the supports that they might need and recognizing that, you can get a lot on campus, but

> not necessarily all of your needs are going to be or can be provided here on campus.

Social Equity. In addition to aspirations of equity, inclusivity, and respect for diversity, this Winnipeg development goal includes the UN SDG of gender equality. The City also articulates the subgoals of truth and reconciliation with Indigenous people and social cohesion within the community. The University of Manitoba, A1 says, aspires to be open and accessible to all students.

> We have to be an accessible, attainable, relevant institution for all of the people who will be enrolling here.

As a signatory to the Winnipeg Indigenous Accord, A1 points out, the University's commitment to partnering with and supporting Indigenous truth and reconciliation is clear. A3 puts the University's goals this way:

> We see ourselves as positioned very strongly around this idea of what we're starting to call 'Indigenous excellence.'

A3 points to the new Truth and Reconciliation Framework, that aligns with the University's Strategic Plan, and which plots a course for action to ensure the University is a welcoming and inclusive space for Indigenous students, faculty, and staff. A3 comments,

> We are supporting Indigenous communities to tackle large social issues, or broader community issues that have never been tackled before.

A2 also highlights the strengths of the University with respect to Indigenous culture and knowledge, stating that their goal is to educate a new generation of Indigenous leaders who can carry on academic and profession work with their people and for their people.

City Building. The University of Manitoba is currently developing land adjacent to its main campus, purchased several years ago from a private golf course. The Southwood Circle development is "an interesting case of sustainability in the broad sense," says A4. The University is working with the City of Winnipeg to create a "living lab" where neighbourhood development

innovation can be tried, tested, and monitored, leading to implementation of sustainable development practices more broadly in the City. "While led by university faculty members," continues A4, "its board is made of community members." The plan for this project is guided by the University's Community Wellness and Sustainability Policy, which "puts people first in the area's design and operations by prioritizing humans over cars, protecting and celebrating the natural environment, creating an innovative living lab environment, and fostering a strong sense of belonging. The visionary policies are unique to Winnipeg" (University of Manitoba, 2023a).

City Council. As the development goals set out in *OurWinnipeg 2045* (City of Winnipeg, 2022b) have been developed by City Council, it can be assumed that these are the City's goals. In the interviews, Councillors indicate several ways in which their goals can be furthered through partnerships with the University of Manitoba.

Leadership and Good Governance. City Council acknowledges the role that the University plays in developing leaders for the city's future needs.

> C4: Post-secondary institutions foster knowledge, build awareness of the issues, of the issues really at the heart of Winnipeg's development goals. They are educating our future leaders.

> C4: Several people at City Council are University of Manitoba grads.

Some within City Council acknowledge a need and desire to work better with local universities. C1 mentions:

> I think [previous mayor, Brian] Bowman, talked quite a bit about we've got to do better collaborating with the universities. And I think they meant it, and yet it's always hard to put that into concrete terms. I think they tried to do more bringing in the universities. But, I mean, it's still, it's a work in progress, I guess.

Environmental Resilience. City Council notes that the University is a driving force for achieving local environmental resilience.

> C4: Universities continue, for sure, to lead and push in good ways and draw us all along on environmental resilience.

Economic Prosperity. The City has goals to increase its economic competitiveness, according to C3, and believes the University has a role to play in the City achieving those goals.

> C3: It is about how we keep our city, our province, and our country competitive. And I believe the U of M, through consultation, through economic development, has a role to play in that as well.

> C2: To me I see [the University] as a huge economic generator, for the city.

Good Health and Wellbeing. C1 mentions how questions that arise in the City's healthcare system are informing the University's health science research to improve public practices and policies. C4 acknowledges that the health care sector informs the University's teaching curriculum and the synergies between academic and professional fields are important for both to improve their relevance and effectiveness.

Social Equity. C1 speaks passionately about the need in the City to help bridge understanding and appreciation among residents in the suburbs and those in the downtown core, and how universities in the City can help to do this. C3 raises the example of sporting events to help build social cohesion in the City and the importance of the University's competitive teams and sporting facilities.

City Building. City Councillors value the role the University of Manitoba has regarding the research and development of infrastructure, technology, urban planning, and economic development, according to C3. They want to see the city grow and develop in ways that successfully achieve the development goals it has mapped out. C4 references the University of Manitoba grads who bring expertise in land use and planning for City improvement. The Southwood Circle development project is an example of this, which all four Councillors reference in the interviews.

Community Organizations. Community organizations work in the daily, face-to-face environment of interacting with Winnipeg community members. Whether these are social service agencies, local businesses, housing or employment agencies, or the like, these organizations are primary actors in the community neighbourhoods and generally look to University partnerships for improving the needs of people at the "grassroots" level.

Leadership and Good Governance. Like faculty, community organizations are often very focused on relationship building as a priority before any partnership activity takes place. O2 expresses it this way:

> Our first goal is to help build relationships between students and community program participants and our organization staff. This will build the trust necessary to do the work. It is common [for students and faculty] to try to predict community needs before building a relationship, but in those cases, you'll usually get it wrong.

O3's organization has had very specific leadership and good governance goals to improve the efficacy of their organization. To meet those goals, O3's organization entered into partnership with University of Manitoba researchers who acquired grants to examine specific organizational needs. One recent ongoing partnership is "aimed at drawing out key indicators of settlement success," says O3. This partnership is based on a funded project that has been implemented in several phases, including a literature review to understand best practice models in Canada for their sector, and an analysis of housing and tenant outcomes through the settlement process. A second research project has a goal to test gender-based violence teaching curricula to foster health relationships among immigrant youth. These goals are very specific and targeted to the type of service O3's organization offers to the community.

Environmental Resilience. Unfortunately, none of the community organizations interviewed for this study had a mandate to address environmental resilience goals.

Economic Prosperity. Community organization goals in the area of economic prosperity are unanimously centred on reducing poverty and meeting the needs of marginalized groups. While each organization has a different mandate, and operates in a slightly different field, all three interviewees advocate for the needs of individuals who do not have resources to meet their own needs for wellbeing. O1 works with an Indigenous organization in Winnipeg that supports Indigenous youth and their families in the inner city. Their goal is to provide crisis intervention, consultation, community service, and connection to Indigenous culture, ceremony, and healing. O2 works with an organization supporting social justice in Winnipeg through healthcare, shelter, and provision of basic needs. O3 works with an agency supporting newcomers and refugees in Winnipeg, with housing and settlement, literacy, childcare, and other essentials for successfully establishing their lives in this city.

For each of these community organization members, "economic prosperity" looks somewhat different and is achieved through different paths. Their connection to the University of Manitoba is motivated by their aim to expand, enhance, and improve their work to meet community member needs. As O1 indicates, practicum expands capacity for the organization to take on work that staff or volunteers would otherwise not be able to do. "It adds to what we can do."

Good Health and Wellbeing. Like the other two interview participants, O2's organization is focused on specific needs of the community neighbourhood in which they work. Their organization is primarily active in the healthcare sector, looking at physical care needs as well as mental and social health, housing and human dignity. O2 indicates their first goals when taking in new practicum healthcare students:

> We would try to first of all to build that sense of relationship [by asking students] to just simply volunteer as any of our other volunteers would do and get to know our folks. So what is real to us for their benefit is to try to build that relationship as quickly as you possibly can. So that's the interpersonal skills of getting that trust and the relationship because it's not until they have that trust often that's when you'll find out what their needs really are.

The second goal, according to O2 is to find healthcare projects that meet the community's needs, the student's program needs, and which is sustainable over time.

> Now the tricky part of that is certainly keeping them in meaningful projects but also trying to figure out what those meaningful projects are. [Our goal is] to find something that is meaningful to the students because you want them to be motivated and also trying to make it so that we can sustain this, after they're gone.

Social Equity. Community organization goals focus on their ability to work with and support community members who rely on their services. O3's organization indicates their "main goal is to build capacity for research and evaluation to understand models for effectiveness." They are able to do this with assistance from University of Manitoba faculty members.

In the case of O1, they are personally motivated to take on practicum students from the University "to be a good corporate citizen to the institutions." O1's organization works primarily with Indigenous youth and families in the area of poverty alleviation and community building. The organization's goal is for practicum students to "take on some of the work," according to O1.

City Building. The community organization members interviewed for this study did not provide comments on goals related to city building.

Actions

The goal of partnering to achieve community development includes actions both to develop good partnerships and to execute planned activities. Interview participants provided many different helpful perspectives of partnership actions in the community.

Faculty. Insights provided by faculty member participants demonstrate good knowledge of how partnership development takes place and community goals are achieved.

Leadership and Good Governance. As F1 points out, partnerships are generally entered into at the level of individual faculty members. Their contributions to leadership and good

governance are in the area of partnership development. F1 has noticed that partnership development is difficult and challenging work that requires continuity and regular attention. It is not possible to expect students, who are placed with partner community organizations for relatively short periods of time, to shoulder the responsibility of managing and maintaining partnership development.

> F1: The key issue for us is-- and in any short-term program you're going to have this-- the students graduate and move on. So I am struggling with the relationship piece. Really the faculty are the only ones who… we've had to shift to that idea that the faculty have the relationship.

Faculty members are the key partnership developers. There may be some support for this work through a central office and students are hopefully engaged in personal relationships with the organization, but faculty take on primary responsibility for partnership outcomes and are invested in ensuring that the partnership functions smoothly. This requires mentoring new faculty in a relationship to ensure continuity and seamless transition from the partner organization perspective. O3 testifies that they were positively surprised at how easy it was from their perspective when new faculty covered a maternity leave.

> Once we had a lead researcher need to go on a mat leave - but the great thing was that another stepped in and it was smooth… they took over… I mean this isn't even their work per se right? This is something they do as part of the role of the university, but you know what I mean, it's not their core job. And to see that happening was just wonderful.

F3 has been working in community partnerships for most of their career. They insist that faculty members must do the hard work of showing up and interacting personally with members of the community they are trying to reach.

> You have to get out there and experience it yourself. If you talk, if you learn from me, then you don't know community, you know community through my eyes. You have to know community. You got to get out and shake hands. Once you get those building blocks, it just gets easier. Right? We have to take that risk.

F3 talks about “showing up” in the community and “planting seeds” so that trust and partnership develop organically, at the pace and time that the community is ready to receive. Above all, F3 advises, faculty members who are building community partnerships need to admit when they do not know things about the community. It is better for them to acknowledge community members’ knowledge about their own experiences than to always provide an answer for each question that arises.

> F3: We have to say, as academics, “you know what? I may be an expert in this, but I'm not an expert in what the community is saying.” So, I'm going to work with community. And that means I'm going to follow and if there's opportunity for me to lead, I will lead but it has to be that comfortable give-and-take. Saying “I don't know” versus trying to say something… it well… it speaks more volumes because then it shows that “You know what? I am embracing my ignorance. I don't know everything, but I want to know.”

Faculty members perceive the value of community partnerships in several ways. All three indicate that community involvement enhances their ability to teach students and to prepare them for post-graduation employment. Faculty research interests are also supported through community work and community-based research projects.

> F2: aside from the teaching, we do a lot of partnered research as well. Faculty members are regularly working with community organizations. I think that's sort of an ethos of [our academic department]. And that it's done in partnership both in terms of the teaching and research.

Finally, F3 speaks to the personal enrichment and motivation to be involved in the community. There is a sense of solidarity with community that makes us better as people.

> I have a very unique background. I've been in community since I was a kid, and that's my commitment. I can't see it any other way. So, for example, when people say, Dr. X, I'm like, no, no, no. I'm just X. That's my first go to.
>
> When you think about all these [invisibilizing stereotypes] in line with one another, it begs us to think about how we are humanizing people in this city. If we're not even having this uncomfortable conversation within Winnipeg, then we are not humanizing. We are invisibilizing and we are we're missing the mark or we're creating dangerous outcomes for people in the city.

Environmental Resilience. Faculty member interviewees did not describe activities contributing to this development goal.

Economic Prosperity. Although formal education is a provincial, rather than a civic responsibility, the City of Winnipeg's development plan nonetheless includes 'community capacity development' as one of its objectives in this area and which describes support for institutions who provide workforce education and skills to meet the city's economic development needs (City of Winnipeg, 2022b). Two faculty member interview participants (F1 and F2) and two community organization interview participants (O1 and O2) each describe student practicum placements as their primary cooperation activity (not necessarily with each other). These student placement activities stem from program requirements in professional disciplines that value workplace application of learning. 'Community-based learning' or 'work-integrated learning' or 'high impact learning' are all terms that may apply to student practicum placement programs. This pedagogical practice is gaining popularity across multiple disciplines in Canada (Universities Canada, 2024) and is increasingly important in terms of university impact in the local community.

Community-based learning takes place in the classroom, as well as at the practicum site. F1 describes their teaching priorities:

> I teach them about collaborative relationship-focused [discipline studies]. I teach them about community engaged learning. We teach them about things like earned and unearned privileges and earned and unearned rights. So, we do all of like, they're learning about a lot of stuff and then they're able to apply it in the context, plus some of their [discipline] skills.

Students learn to respond to community needs however they are presented. F1 talks about their practicum students helping their practicum site organize and find new grant funding and sources for donations, and other practical ways it can support the economic viability of the work the organization is doing.

Partnerships may begin with student practicums but may progress to other forms of cooperation. F1 notes they are also involved in project-based research projects with partners that may involve a smaller number of students as well as faculty researchers. At times, F1 has cooperated with a partner to jointly apply for grants and project funding to either extend or initiate new project activities that are useful for their community partner. Both F1 and F2 recognize that Universities often have access to resources that small community organizations do not have. They also emphasize the importance of having the community partner first declare a need that they will adapt their teaching program to accommodate.

F3 is conscious of the need to actively recruit and support students from racialized populations for the University to stay relevant to its local community. Winnipeg is increasingly culturally diverse, and the University needs to take active steps to think critically about how it excludes gifted students through its own operational and systemic barriers.

> F3: We have bright brilliant high school students regardless of whatever their race and ethnicity are that are not thinking about the University of Manitoba. Number one, first off, they didn't even know a [faculty member from a racialized group] existed at the University of Manitoba. Like we don't… we're not intentional with community.

F3 goes on to point out ways that the University could increase its appeal to diverse students through promoting and highlighting representation of diversity among its own faculty, staff, and student populations, as well as offering scholarships for underrepresented groups.

Good Health and Wellbeing. F1, whose discipline relates to healthcare, notes that students have accompanied organization staff on community walks, assessing health concerns among community residents. Students have also run food and clothing drives for their community organizations, showing how responsive students are to community needs.

The community organization that F3 has founded in Winnipeg to meet the needs of students from underrepresented racialized groups provides support and encouragement to help these students succeed in secondary and postsecondary education.

> So, we are intentional with the work, and it's not just students. It's actually broader than that. We try to maintain a wraparound support and invite in community. The one thing we don't want to encourage is we'll bring all these young people in and provide them with the support or education needed and then send them off into their environments from which they came. One of the things we want to do, we want to encourage the family, we want to encourage the parents, encourage the siblings, we want to encourage the cousins, we want to encourage the neighbors, the community. We want them to come out to these events. So when those young people go back into the community, at least the message is carried, right? So that's been our ways in which we work with community.

Recently F3 conducted a mental health awareness campaign in the community to help community members link the effects of racism with mental health.

> We've been putting together this project entitled the 'anti-black racism as a mental health concern'. It's an annual event that happens during February, first week of February, but it's part of the mental health campaign.

Social Equity. Both F1 and F2 reference work being done in their department either by them (F1) or by colleagues (F2) to intentionally address the needs of Indigenous populations in the City and beyond. F1 welcomes this emphasis and encourages the University to increase the ways that faculty can work with Indigenous communities. F1 goes on to describe an interprofessional healthcare clinic serving the needs of a largely Indigenous neighbourhood in Winnipeg's urban core. They use this as a cautionary example to illustrate how important it is for university-community initiatives to understand and be mindful of community culture and priorities.

> F1: [The WISH Clinic] was supposed to be a student-led kind of primary care clinic that ran one Sunday a month out of Mount Carmel clinic. And it was supposed to be interprofessional, so the students get interprofessional learning as well as providing a service to the community. It was problematic for a long time, and so we, [in our department], haven't engaged with it for a number of years now, and it's actually officially shut down now because it wasn't working well.

Inclusion and support for other racialized groups on campus is a different matter according to F3. Sensing a lack of support for black students, F3 established a mentorship program for black youth that has grown to include more than 1000 members across Canada. Through this community organization, F3 participates in community forums, and speaking events. They have set up a Black Scholars Book Club to profile the contributions of black scholars in academia and help students have representational role models to inspire them in their academic pursuit. F3 challenges students and community members to think critically about equity, diversity, inclusivity, and accessibility to create self-awareness and ultimately empowerment for those excluded from mainstream education. In F3's opinion, the University of Manitoba, like other post-secondary institutions across Canada, has a long way to go before it can truly shed the colonial, white-dominated thinking that permeate its institutional structures. The key, says F3, is to see people as humans, rather than skin colours or group labels… to see them, accept them, and appreciate them. Too many people both within the University and outside of it feel excluded and unappreciated unless they hold the requisite degrees and academic accolades.

City Building. In offering an academic degree program that is entirely reliant on community-based learning, F2 says the University of Manitoba is unique in Canada for their discipline. F2 indicates that the community organization decides what project is needed and the university faculty matches the students and learning outcomes to the community project. F2 has been involved in examining the impact of rooming houses in at least two different Winnipeg neighbourhoods, one of which is quite close to the University of Manitoba. Another substantial project with the City involved analysis of the Portage and Main intersection at the heart of Winnipeg's downtown business district. F2 has also assisted with transportation studies in the community, bringing the project activity again in close proximity to the University's interests.

The perceived value of faculty actions in this area are primarily related to work-related experience for students that enhances their community contributions and employment post-graduation. At the same time, they bring a fresh perspective to the community during their practicums and spur creativity and innovation in the workplace.

Perceived Barriers. Each interviewee was invited to share any challenges, difficulties, or perceived barriers they have experienced in working with university-community partnerships. Since comments related to more general, organizational concerns that are not specific to any one goal area, these are summarized separately.

University Policy. One of the more concrete barriers mentioned by interview participants is that of University of Manitoba policy. F1 points to the University's policy that discourages faculty from trying to fill systemic health gaps that are the purview of various levels and departments of government. This is a direct contradiction to faculty values of offering capacity-building assistance in areas of need within the community. In this case, since F1 and their community organization partner have determined a mutually beneficial partnership arrangement, the policy becomes irrelevant to their situation and is simply not followed.

University Systems. University bureaucracy and difficulty navigating university systems were mentioned by several interview participants as a barrier to community partnership cooperation. Both F1 and F2 note the amount of time it takes to develop and maintain good and health community relationships. Without being granted time from the University to do partnership development work, faculty have a difficult time managing this within their teaching and research loads. The two situations are different, however. F1 must do partnership development in addition to their teaching and research load. F2 incorporates partnership development into their teaching and research load since all programs are designed around community-based learning.

University course schedules also create challenges for community organizations and students alike. Students are bound to pre-set class schedules determined on a term basis, which do not always line up with community organized events and service offerings. The short-term nature of student practicums makes it difficult for students to build trust with community program participants necessary for effective service delivery, as noted by F1, O1, and O2.

Several faculty members, and even some community organizations, pointed to the University's research ethics board (REB) as a particularly problematic system for community partnerships. The amount of time required to achieve ethics approval has required time adjustments for implementing community projects and distracted faculty from community work. O3 observed the faculty members providing tips and guidance to each other for navigating the REB process as quickly as possible. F2 indicated that students and community partners were writing high quality papers that are not being submitted for publication because the REB process "wasn't worth the hassle."

> F2: The ethics system is a major barrier. I think some of the research from the [community-based learning course] should be published, but nobody wants to go through the hassle of doing ethics for it.

The ethics approval is also limiting faculty members being in contact with community members for their research and project design.

> F2: We would like to have… more direct engagement with community members, but again, we're limited by the ethics approval.

Institutional Support. Institutional support and central knowledge of university-community partnerships were deemed either irrelevant or problematic by several faculty participants.

Lack of appreciation for the burden that community organizations take on is one area where faculty see a deficit of support.

> F2: I've done research before where we had community participants and just being able to get them paid. You know, a massive headache, and those are

> the things that, you know, they're not a real barrier to the partnership, but it definitely doesn't make it easier.

While the University of Manitoba has established a central Community Engaged Learning office, the faculty participants in this study do not view it as helpful. Rather it is more of a barrier.

> F1: And part of it, I think, is that the University also has an office of community engaged learning, and that's… it's very siloed. Like it's not.. as opposed to this being supportive or helpful to this process, it's a bit of a struggle. It's not always a struggle with all of the projects, but it is with some of them.
>
> F2: [Re central experiential learning office] We've been doing [community partnerships] for a long time that we find… I don't know if the supports provided by that office are very helpful for established programs. Like if you're starting a new program maybe… I don't, I honestly don't know…

The example provided by F1 concerning the WISH Clinic demonstrates the importance of university management having cultural knowledge and understanding of community participants to ensure community participation success. The Clinic was located in an area of the city with a high concentration of Indigenous people. F1's students planned to host a Bingo night for Clinic participants, but Clinic managers blocked this idea, changing it to a Jeopardy event instead. Poor community turnout demonstrated for F1 that understanding community culture is critical to success. University managers failed to understand the prevailing cultural norms of the Clinic location and the popularity of Bingo within many Indigenous communities. Jeopardy appealed to the suburban middle class, with higher levels of education, and a very different set of cultural norms concerning entertainment. It was not surprising, commented F1, that the Clinic has since closed and ceased operations—for many reasons, but lack of cultural awareness was certainly a contributing factor.

Differing Expectations. One of the more challenging pieces of managing partner relationships is finding common ground concerning expectations. These can only be managed well when the partners listen well to the other's needs and have a deep understanding of each other's

capabilities. More of this is detailed in the Relationship Qualities section of this paper, but several disconnects in this area also provide examples of barriers to effective partnership cooperation.

F2 notes that providing students in practicums is not always a useful fix for community organization needs, given the limitations of student schedule availability and skill levels as 'not-yet-professionals'.

> F2: In our work with community-based organizations and non-profits, the systemic barrier is that they're under-resourced. And I think university partnerships offer one strategy for that. I don't know if it's necessarily the best. We don't have students working on them throughout the whole year…. They're doing a certain point in time.

Noticing the University's and the City's actions and commitments to Indigenous students, F3 expects similar support for students and faculty from other racialized groups. Experiencing none of the same support, F3 remarks about the City of Winnipeg:

> And the one thing that is true about Winnipeg, the emphasis is highly on Indigenous peoples. But moving here, the focus, and it continues to be the focus, Indigenous peoples. And I think that is doing this city a disservice. I really do.

Attitudes. Attitudes can present a very difficult barrier to address since they are based on individual histories, cultures, understandings, and positions. F3 very intentionally raises this concern about attitudes within the University which are performative, hierarchical, and elitist. Fundamentally, F3 maintains that the University cannot aspire to help marginalized people when it continues to operate through a "lens of whiteness".

> We're still using colonial language to liberate us. It's not going to work. We're still using colonial ways of knowing to liberate people. It's not going to work. It's never going to work. And that's what the institution, the ivory tower, be it here in Winnipeg or in [another city], we still operate from that lens of whiteness. And that's where the problem is. That's where the heartbeat of the concern is, and we don't want to address it.

The University of Manitoba presents barriers to talented students and faculty who don't identify as mainstream members of the higher education culture. Visually, F3 points to the large limestone walls at the entrance to the University as a physical barrier to its campus.

> There's two pillars that stand on either side of the road going into Bison Drive or Bison Road, whichever. And, when you look at it optically and when I reflect on it, that is a barrier for some people. That is the no-go zone. That is where the "smart people are."

In observing the behaviour of individual faculty members, F3 highlights the way that some faculty separate themselves from non-faculty and create performativity barriers.

> And then you have some of our faculty members that uphold this performance of, 'I am doctor, I am smarter, you listen to me.' And that's what's creating this division that's like, I don't trust community, right?

The attitude of hierarchical authority fosters push-back against equity, diversity, inclusion, accessibility (EDIA) efforts. It also produces a competitive environment in which some faculty are more concerned about their career than community wellbeing. F3 encountered a recent response from a financial administrator at the University who expressed surprise that F3 had fully used the community partnership grant they received, noting that some faculty were so busy writing papers for publication, the community funds were often left unused.

F3 asserts that the University must "humanize" people before it can hope to make it an inclusive and welcoming place for all.

> Humanizing means acknowledging; it means listening and actively listening when the opportunity arises. That is it. It's a practice. If we love humanity, which we should all love humanity, then we can make our institutions better.

Administrators. Administrators are less involved in the day-to-day activities of university-community partnerships, although they occupy key roles in terms of administrative support, funding incentives, and strategic direction. They also implement controls on partnership activities in the form of policies and procedures.

Leadership and Good Governance. Administrators can act as bridging positions that link faculty with community partners, but this is reliant on accurate knowledge of expertise, current activity, and potential collaboration possibilities.

Related to the governance goals of 'peace, justice, and strong institutions', some areas of activity stem from the University's membership in local community associations. A1 and A4 reference the University's "Chamber Leader" membership in the Winnipeg Chamber of Commerce, which is an important source of the University's connection to local organizations in the community. A4 talks about the strong involvement of the University with the United Way Winnipeg association, requiring a significant portion of A4's time and through which the University has a positive impact in the local community. A1, A3, and A4 all mention the University's participation in the City's Indigenous Accord as an active commitment to local reconciliation.

A2 points to the University's close association with the Canadian Centre for Policy Alternatives and contributions faculty members make in the area of policy analysis. A1 and A2 talk about the University's joint Master of Public Administration degree program that serves to train government leaders and employees relevant to their responsibilities and policy areas. A3 describes recent events to expose Indigenous youth and young people to local government through a Manitoba Youth Forum hosted at the Manitoba legislature.

The value of these university-community partnership activities in the governance area is perceived differently by different interview respondents. According to A3, the Manitoba Youth Forum event helps to expose Indigenous young people to local government policy and practice, as well as help them form connections and a vision for future involvement in governing bodies. Membership in community associations, says A1, provides university staff and faculty with professional development opportunities where they can learn and gain vision for common

university priorities. These memberships also provide publicity for the University and enable members to make connections with external current and future partners.

Environmental Resilience. Environmental resilience topics are woven into many courses at the University of Manitoba, which offers interdisciplinary programs that look at the area through different disciplinary lenses, according to A2. In terms of activities on campus, A4 outlines the policy and practice worked out in partnership with the primary food service provider on campus that delivers safely managed excess food from catered events to the Student Food Bank for redistribution to students in need. While primarily constructed at the City's expense, A4 also notes that the University provided the impetus for developing a new rapid transit and active transportation corridor from the city's downtown to the University's suburban main campus. This improves the lives of many Winnipeggers who use the walking and cycling paths, as well as the transit system to commute within the city as well as to access the campus. Future plans for the Southwood Circle development, says A4, will continue to work in cooperation with the City to help improve environmental resilience in urban planning development.

The perceived value of the University's actions is vague from interview data. A4 mentions a cost-saving benefit in terms of energy efficiency. There may also be some reputational benefits with participation in the STARS program rating systems of post-secondary institutions.

Economic Prosperity. Adapting university practice to fit community needs is important, according to A3, when working with Indigenous community partners. A3 points to the GOOSE program, through which the University of Manitoba is helping remote Indigenous communities to "Grow Our Own Specialists through Education (GOOSE)" (University of Manitoba, 2023h). This cooperation is aimed at self-sustainability for local Indigenous communities. While this initiative is not targeting Winnipeg community development specifically, it is nonetheless a helpful example and model for community-based work. A2 speaks about educational opportunities for Indigenous

students who can acquire specialized skills in cultural archaeology to be able to excavate and treat Indigenous archaeological artifacts appropriately. Through these, and other programs, the University of Manitoba is working with Indigenous communities to develop their own skilled leaders who can assume responsibility for their own economic and cultural prosperity into the future.

The institutional benefits of these activities contribute towards building the University's student base, expanding programming, establishing positive community relationships, and honouring commitments made in Winnipeg's Indigenous Accord.

Good Health and Wellbeing. Beside the substantial volume of medical science research generated at the University, several administrators point to health services directly offered to the community as part of work-integrated learning programs. These services offer low-cost health care services to community members, but without the assistance of a local community organization. These include low-cost dental care at the Faculty of Dentistry, as noted by A1, and free psychological assessment and care through the Department of Psychology, as pointed out by A2. In each of these programs, the University is taking responsibility for offering services directly to community members for the purpose of providing opportunities for students to practice their clinical professional skills in a 'real life' community setting.

Interestingly, A1 points out that the community is also a source of support for the University as well. Newcomer and international students are given extra support from the Winnipeg community in finding a place to live and experiencing a welcome cultural space in which to thrive. A1 suggests this community support improves student mental health and overall wellbeing.

In each of these activities, respondents suggest that synergies exist between university and community interests for providing quality care for individual community members. Perceived

benefits for the University are primarily referenced in relation to the student experience, both in terms of work-related learning experiences and student care in the community. For Winnipeg community members, benefits are perceived in terms of better access to health care services, both through lowered cost of health service provision and additional support for navigating system complexities and cultural barriers.

Social Equity. As the University of Manitoba moves forward to achieve its goals in access, equity, and inclusion for all Manitobans, it is taking steps to respond to the growing diversity both on campus and in the broader Winnipeg community. The University has a very clear mandate to be welcoming and inclusive for Indigenous students, staff, and faculty members. A3 highlights the annual Graduation Pow Wow as one of the most significant community partnerships the University has.

> A3: So, our Graduation Pow Wow is a community-led graduation process. And it is where the Indigenous community of Winnipeg really intersects with us on a large scale, where they can then celebrate the Indigenous graduates from their community as a whole. And I think it's one of the most impactful things that we do.

The Pow Wow is led by the external Indigenous community with support from the University and is an open invitation to all who wish to honour the University's grads in an Indigenous cultural celebration. The University is also doing more to recognize various days of significance for Indigenous people on campus, according to A3. This includes National Day for Truth and Reconciliation, National Indigenous Peoples Day, Missing and Murdered Indigenous Woman and Girls Day, etc. A2 points out that the University offers free Indigenous language courses to community members who are looking to learn or relearn their mother tongue as a way to help them strengthen their sense of Indigenous identity—an important University of Manitoba goal according to A3. Ongoing activities will also be offered through the National Centre for Truth and

Reconciliation, says A3, and will be reported annually through the Winnipeg Indigenous Accord as the University's contributions to Winnipeg's reconciliation goals.

Gender diversity and appreciation is another area where the University of Manitoba is growing and changing, says A2. One researcher mentioned by A2 partners with Winnipeg sex trade workers, involving them as full research participants and co-authors in their publications, and inviting them to class to teach students to think critically about their profession. Research and co-production of artistic performances with Winnipeg's Indigenous Drag community is a relatively new area of academic activity according to A2. The University has been cooperating with the Winnipeg Rainbow Resource Centre for several years, says A1, and regularly hosts annual Pride events on campus.

One of the innovations recently established at the University of Manitoba is their 'Social Innovation Hub', which invites community members and groups to approach the University to develop a new educational program to support their needs. A3 indicates they are also looking at setting up an 'Indigenous Social Innovation Hub' that would offer Indigenous communities the chance to approach the University with a need that academic research and teaching might help to address. Researchers and teachers would then be matched to the need and work alongside communities to implement.

In pursuing these creative paths for enhancing social equity, administrators see opportunity for diversifying the campus and enriching the learning environment through the interactions of different perspectives. New thinking about how to meet the needs of the community is also driving innovation as demonstrated by the Social Innovation Hub. A2 observes:

> There's new interdisciplinary kinds of opportunities that emerge that you wouldn't think about if you were just sitting behind your desk in your office.

City Building. Occupying a large area of land within City limits, the University's assets are substantial in terms of its influence on City development. The Southwood development is an existing partnership with the City that A4 says is exciting both in its ability to expand the University's ability to host new facilities such as the National Centre for Truth and Reconciliation, as well as housing and community facilities that will serve as a "living lab" for planning and development innovation.

A4 also recognizes that the University's cooperation with the City regarding the newly established rapid transit corridor had a substantial impact for both the city and the University. The University's open access to facility use provides opportunity for public use of recreation and fitness, entertainment, and art installations as a benefit to Winnipeg city members. A1 points out that the University hosts programming for the community by way of school science fairs; the Mini-University summer programs for school age children; community sports tournaments; and rental space for events and gatherings; etc.

The perceived value of these activities is more implicit than explicit from the interview dialogue. The Southwood Circle development expands the University's facilities to support new research opportunities and campus supports. Community activities help build relationships and increase public exposure to the campus.

Perceived Barriers. The primary barriers of administrators relate to lack of knowledge concerning faculty level activities and the adequate articulation of these activities.

Institutional Support. At the institutional level, A1 acknowledges that they have relatively little knowledge of local partnerships developed by faculty within Winnipeg and this creates problems in attempting to foster better relationships between the University and the local Winnipeg community. Knowledge about the University's provincial, national, or international activities is more readily available through established reporting mechanisms of grant funding

programs. According to A1 there are no established channels for reporting and communication between the City and the University.

> I think one of the challenges is that with the University, being so broad and in a lot of ways siloed, you don't know about where we're having an impact because we don't know all of … the projects that develop on their own. We don't do a good job at the University of telling everybody what we're doing.

Part of the disadvantage created by this lack of knowledge is the opportunity to facilitate new or expanded partnership activities when an opportunity is presented.

> A1: So, and that's part of ideally what I'll be able to do a little bit better, being able to show those things. Even just when we meet senior officials or politicians it's nice to be able to bring a list of things that we're doing, where we're involved, and share that. And I'd like to do that, but we don't always have that information.

A2 brings it down to being able to articulate the work of faculty members in ways that community members relate to and notice.

> Part of that is articulating a clear vision of who we are and what we do, in similar terms to what we've been talking about today. It means clearly articulating how we contribute, for instance, to all six of these priorities, for the City of Winnipeg, which we do, but no one has ever said, look at the ways we do this. Let's do it some more. Let's spell it out.

Differing Expectations. As the largest university in the province, A1 expresses some frustration when the City overlooks university faculty when needing consulting services in an area of expertise.

> When a level of government is faced with a significant challenge something that requires study or data or things like that, there's probably someone on campus here that can answer that right? But it seems that governments will run to the phone book and they'll hire a consulting company. Or they'll go pay a lot of money for somebody in a fancy suit to come in and bill us by the hour and give a report and then cash the check.

City Council. City Council interacts with the University of Manitoba in various ways that align with each of the City's development goals.

Leadership and Good Governance. City Councillors occasionally are invited to speak in classrooms on topics related to municipal governance or at university events. They also appreciate events put on at the University of Manitoba that demonstrate leadership in locally relevant dialogue.

> C1: They had a speech two weeks or so ago, it was some conference. I and a bunch of Councillors get invited [to hear several federal politicians]. I thought that's great, more of that would be good. Like you're not just on the campus, you're having speakers. I get the sense UM's trying to be a bigger part of the debate, be a bigger part of the decision making here, or priority setting might be a better way of phrasing it.

There is a sense at City Council that good communication exists with the University of Manitoba that keeps them apprised of the University's activities and vice versa. City Councillors value the role the University plays in communicating information to a wide array of Winnipeg community groups.

> C3: The University has a Government Relations office that we work closely with. We make each other aware of projects and initiatives; we collaborate and seek each other's input. There's good, robust communication.

> C3: I believe that the University of Manitoba has a significant role to play in, disseminating information and education to other groups, broader groups.

Environmental Resilience. City Council seems to have a good grasp of university activities in this area and is actively working with university members on specific initiatives. C1 highlights the research funding provided to the University to assist with flood mitigation strategies, which has been critical to protecting the city from annual flooding for decades. C1 also mentions ongoing talks between the City and the University of Manitoba about sewage treatment options for the city.

C3 has attended the University's Climate Action Week opening ceremony as an invited speaker in past years. Ongoing talks with University researchers regarding the possibility of harnessing methane gas from a nearby landfill site intrigues C3 as an innovative approach to solving local environmental concerns. C3 also praises the entrepreneurial innovations that arise

from University of Manitoba research, describing projects such as upcycling dirty plastic and reducing farm biohazard waste through easy-to-use chemical additives.

Such environmental innovations are seen as valuable activities that contribute to Winnipeg's overall competitiveness.

> C3: Again, I'm often impressed with the ingenuity that happens here in the local research and development that's developed here. [The University] is a huge part of it.

Economic Prosperity. City Councillors seem to appreciate the influence the University's activity has on the City's economic prosperity, either in direct or indirect ways. The University provides consulting services in many industry areas that directly assist economic growth, says C3. University of Manitoba grads have founded successful, globally recognized companies that C3 says "helps to put Winnipeg on the map" for business development. Additionally, C3 recognizes the value of the University's "Grow Your Community Fund" for students and grass roots organizations to hold events that grow community for marginalized groups (University of Manitoba, 2025k). These University of Manitoba activities, together with its support of the United Way, are helping Winnipeg's economic development in large and small ways.

Good Health and Wellbeing. City Councillors appreciate the ways that university faculty researchers are contributing to the health and wellbeing of Winnipeg residents. C3 indicates that university researchers generate the knowledge of medical practice that the City then implements through programs and policies. C3 also notes that university researchers actively contribute to local pharmaceutical business development.

C2 has benefited from the University of Manitoba's ability to provide translation services to help create a more accessible walking and cycling path in neighbourhood close to the University where many new Canadians live.

> I worked with the University before I was elected to develop a walking and bike path map of the neighborhood. I ended up working with the Asian community, the Chinese community, to translate it into simple Chinese, which they just embraced. That was a wild experience. I thought it was a good thing… they were so thrilled it was in their language; it was like a welcoming mat.

City Councillors perceive value in the University's work to improve the health and wellbeing for Winnipeg residents on a broad level.

Social Equity. City Councillors support the University's activities, particularly insofar as they improve the social cohesion of the city. C1 successfully proposed ongoing funding for an inner-city work study program that has been implemented at another post-secondary university that is very active in community development in Winnipeg's urban core. This program brings suburban youth together with inner-city youth to tackle social challenges, an activity that is eye-opening and generates new understanding between urban and suburban communities. C1 also recalls funding other activities that bring people together from different parts of the city such as sports events, tournaments, and cultural activities held at the University campus.

C3 recognizes the important role that the University of Manitoba plays in bringing new students to Winnipeg from other parts of the world and helping them to adjust, socialize, and integrate with Winnipeg city culture.

> I believe that the University of Manitoba has a significant role to play in, disseminating information and education to other groups, broader groups. And it's not just learning, but it's how to think. Which is a very important piece of it. For international students, you come here as an 18-year-old student, the socialization piece is huge. Especially if you're coming from a country where there are differences culturally. I don't want to use the word "assimilate", but how do you integrate your culture here? And how do you understand the cultural differences? And how you integrate your culture into what we call the Canadian culture? So, schools and universities have an important role to play in that socialization piece.

C3 appreciates the University's participation in several social inclusivity and equity initiatives that the City of Winnipeg has undertaken in recent years.

> From a City of Winnipeg perspective, I mean, we have the Indigenous Accord, that was established, and Welcoming Winnipeg, which are two unique initiatives set to look at Winnipeg historically, and whether the place markers that we have in place accurately, represent the history of our city, and how we can make it [more inclusive]. Welcoming Winnipeg is about how we can make Winnipeg a more welcoming and inclusive place for everybody. So those are two current initiatives that the City of Winnipeg is working on. Of course, there has been consultation with a variety of stakeholder groups and the University of Manitoba would have been one.

City Building. City building is clearly one of the City's top priorities. Three of the Councillors interviewed reference the City's funding for a Municipal Infrastructure Research Chair at the University of Manitoba. University of Manitoba faculty members are researching road repair and maintenance in northern climates, which helps the City manage infrastructure projects more effectively and efficiently. C1 also mentioned the negotiation of the UPass transit system for post-secondary students, encouraging more students to take public transportation to campus. C2 points to a rooming house study conducted with university faculty and students as being a particularly helpful collaboration, as well as a transit study. Nearly all Councillors mention the Southwood land development as being a current successful partnership with ongoing activity and interaction between the University and the City.

> C3: We consult with the University on a variety of different research matters including road design and construction. [University engineering professor] who is at the University of Manitoba provides a lot of information in terms of how road specs are established, and a lot of research goes into that in terms of determining shelf life, because it is an investment. So that's one of the ways.

> C4: We have a chair… or we fund, the City of Winnipeg helps to fund every year a chair. It's related to things like asphalt and public works, and building roads. And just trying to find a more innovative way to make sure that we are doing a good job in building. It's related to infrastructure projects in the city of Winnipeg, specifically better approaches to road renewal using methods and materials.

C4 goes on to talk about significant investment being made in the City's downtown core area through a different post-secondary institution, comparable in their estimation to the

investment in the City's south end through the University's Southwood development project. These activities, C4 says, indicate:

> Universities become partners with the city in development and that's a very practical, but very critical and timely partnership.

Perceived Barriers. City Council participants expressed several barriers they have experienced in working with the University of Manitoba, which primarily falls into the area of differing expectations.

Differing Expectations. Several City Councillors reference one occasion where differing expectations have caused relational harm between the City and the University. Several years ago, neighbourhood residents close to the University began to complain to City Council about the creation of illegal rooming houses where multiple international students were residing in a single-family home. The situation was unsafe for the students since the property did not meet building codes, and it was angering neighbourhood residents who feared property value depreciation. The City expected the University to take responsibility for providing adequate housing, and the University felt that it was already meeting student housing needs. In the end, the City and University parted ways on this matter, and the City undertook new housing development off-campus to accommodate the perceived need in the community.

Other examples of relational damage done by differing expectations include an engineering specification review conducted by university faculty that did not meet expectations of City Council, resulting in less likelihood of the City consulting the University in this area.

> C2: I know that we had given the University some funding to get a gentleman in the engineering department to engage with the public works department on what's called a 'spec review'. So, there was back and forth. We gave him $50,000 for two years and got a five-page summary on his work that he did. And the department didn't jump up and down that we weren't continuing funding it, so… I don't know, you know.

Other examples demonstrate different perspectives on the City's return on their investment in the University. City Council, as funder for various university infrastructure projects, has certain expectations that may not be fulfilled as anticipated. C2 references the City's financial support for an active living centre built on the University's campus. This is the only up-to-date facility in a large geographic area, but C2 notes that community members are not using it, due to the University's limited hours of operation to keep the facility open outside business hours.

> C2: The University does their thing with students and teaching. The active living center… very frustrated about that, right? Lots of public funding went into that. It's not open, like we have a huge southwest quadrant of the city, [where] we don't have any recreation facilities. The hours are just crappy. They're not good for public access. They're horrible. I get it, I mean, I get all kinds of reasons for everything, but the bottom line is I think the hours could be a lot better servicing the public, the community, the neighborhood better. That's frustrating.

Some of the concerns related to different expectations come down to communication and perception. C2 references another City-funded project:

> I helped fund the bike container, the shipping container. So, they were on a really good roll there for a while, doing a lot of outreach with the bike container, and I'm not sure where that's at right now, I haven't heard anything recently.

Community Organizations. Community organization perspectives focus on activities that relate to their own organization, the sector in which they work, or the community in which they operate.

Leadership and Good Governance. O2's experience relates to program management of a university student practicum program as the site host. They focus first on building relationships between the practicum students and community members as a partnership development strategy. The primary way this is done, according to O2 is:

> So the first two, three weeks, basically what we do is to tell [the students], what we would like you to do is just simply to volunteer as any of our other volunteers would do and get to know our folks.

O3's organization has been working with several university faculty members in recent years, collaborating within funded research projects to examine the organization's practices around data management and to determine appropriate indicators for success among their clients in terms of their transition from supported living to independent living. In this case, "good governance" addresses organizational management in very practical terms. The first action in this project, i.e. conducting a research literature review of best practice models in the field in which O3's organization is working, has been very useful to improve O3's own management practices. The next action with this project, i.e. reviewing client files and conducting interviews to determine transition success indicators, has enabled O3's organization to track and better understand its own successful practices.

The University research project led to O3's organization investing in a new database management system to assist research data collection, and also to support the organization after the project's completion. With faculty researchers' help, a system was identified and implemented. This activity was difficult for the organization to manage, but the results have made the challenge worthwhile.

> O3: Our data management system has taken a long time. So we had a lot of learnings around technological change, introducing new technologies. It's been a bit rocky because our team are really people-focused. So introducing data, you know, a data management system, it's been challenging.

Community organizations perceive the value for such activities in several ways. For O2, the participation of practicum students in their community programs expands their ability to serve more people. For O3, the involvement of faculty researchers brings new ideas and innovation to improve organizational practices. O3 also exclaims they receive "great advice!" from the University's faculty who sit on the board of their organization and provide ongoing organizational support.

Environmental Resilience. Community organization interviewees did not share any activities related to this topic.

Economic Prosperity. Both O1 and O2 work in the poverty reduction area of social services and are keenly attuned to the community needs in this area. For both organization members, their main area of activity in working with the University is to take practicum students. Students help extend their capacity to offer more services to people in the community they are supporting. A high proportion of community participants for these organizations are Indigenous people within a lower socio-economic status.

O3 works primarily with refugees and immigrants newly arrived in Winnipeg. The activities that O3 engages with University researchers relate to exploring topics of interest and value to their community participants. O3 does not identify any current activity that relates to this particular development goal.

O1 indicates that many social service agencies in the City take students for practicums, particularly those from professional healthcare programs.

> I work in social services, and I think there's a lot of organizations that take on students, whether they're nursing students or social work students or childcare or inner city studies…that kind of thing.

A perceived benefit for the organizations is the ability to expand their reach and services to the community.

Good Health and Wellbeing. O2 hosts practicum students in a specific healthcare field who have provided valuable assistance with healthcare activities in the community, e.g. running vaccine clinics, anti-smoking campaigns, creating modified ERIK (Emergency Response Information Kits) kits for homeless clients, setting up and running foot care clinics, conducting health surveys, and offering a matching service to connect community program participants with medical doctors.

University faculty researchers who are working with O3's organization are currently working on a project to address gender-based violence in the community.

> We now have a PHAC grant that focusses on teen dating violence prevention called "Addressing the Gaps." It is testing curriculum around gender-based violence prevention and promoting health relationships in newcomer refugee youth.

Community organizations value the involvement of university faculty and students in achieving health and wellbeing outcomes in the community. This collaboration both expands the services offered through the organization and provides low cost healthcare services for community members, often excluded based on their limited financial resources.

Social Equity. Community organization interview participants are deeply embedded in the area of social equity as they fight daily on behalf of the community members with whom they work, ensuring they have access to the basic necessities of health, housing, employment, and social justice. O1 says the partnership activity with the University of Manitoba requires a bit of time to get through the University's bureaucracy, but additional time with a good student who can quickly understand what is needed in the community is worth it.

O2 is grateful for the partnership with a medical professional program that brings much needed health care services to program participants. But practicum student assistance goes beyond simply providing health services. Often the community participants have experienced equity barriers in the health care system previously and have developed fear or reticence to seek medical help when they need it. They need a trusted assistant who can advocate for them.

> O2: We found that at a couple of our other sites, guests are not open to going to a hospital. That's a big one. So, things like room care, the waiting room anxiety. I've gone myself with a couple of people who just eventually went to the washroom and took off. And so, this way we can literally go with them [to a nearby clinic]. Say, these people are great, it's a small clinic, you don't have a huge line-up or wait.

And O3 is tremendously grateful for university researchers who come with trauma-informed practical advice and assistance for improving the organization's services for their participants.

> O3: So, you, know, the practical… having a staff person who understands data, [who] then went out and did research and then actually coordinated all these meetings with these various providers. And then helped us do an assessment grid based on our needs for data management. It was just, yeah, talk about, again, things that we would have to just all do off the sides of our desks. And to have someone who's well-informed was great, and the research team supporting that.

Ultimately, the value of these University of Manitoba social equity activities in the community is perceived in terms of expanded community capacity, empowerment, and a greater sense of inclusion in higher education's knowledge production and dissemination.

City Building. The perceived value of cooperation between the University and the community in this area relates strongly to the technical expertise that is exchanged. Community organization participants did not comment on city building activities with the University.

Perceived Barriers. Community organizations have noted several barriers during their course of working with University of Manitoba faculty members.

University Policy. O1 describes a University of Manitoba policy that prohibits students from volunteering with practicum placement sites outside of scheduled school timetables. This means that even though students want to continue their work with O1's organization during scheduled school breaks at midterm and holiday vacation periods, they are prevented from doing so due to school policy. This creates a lack of continuity and a break in services for the organization's constituents, which can be problematic for some community members. Additionally, O1 indicates that university policy prohibits students from participating in certain activities deemed to be a higher safety risk. While O1 understands the school is obligated to ensure

student safety, this is a barrier to the students fully understanding and experiencing what will be required of them once they enter the workforce.

> O1: Students don't end up getting a full experience as to what the job would be like because there's built-in, boundaries that are stronger than what the workplace has. So that's sort of an abundance of caution, right, around keeping students safe.

Institutional Support. According to several interview participants, the University has not sufficiently considered the cost that community organizations incur when taking on student placements. O1 points out the additional time spent orienting, training, supervising, and evaluating students who conduct placements with their organization. On top of this, O1 must pay students for travel and mileage incurred when carrying out their placement work responsibilities. The organization is not compensated for this, putting the value of the placement in question for the community organization.

> O1 Like in my organization it actually, it costs me money to have students because now I need to pay their mileage, parking…like any expenses that come that come from doing the practicum I'm covering. And it is extra time. It's a real balancing act between getting benefit and value from having the extra help, but also all the extra time we put into it, teaching and meeting, teaching, doing the assessments, that kind of thing. Evaluations, we're evaluating the students. It's quite a bit of work. It actually comes down to, because it's kind of razor thin, the balance. So, it really comes down to the quality of the student. You know, it's a bit of a tipping point.

In the case of O2, the community organization needed to create a new position to manage the student practicum program since they were running into difficulties with the number of students they were being asked to take by the University and the lack of staff supervision to ensure students had a positive experience in the community. These challenges are particularly impactful for small, front-line community organizations in the area of social services that often operate on very tight, limited budgets and do not have access to additional resources.

Differing Expectations. O2 has responsibility for managing student placements within the community organization and notes the difficulty in identifying community projects that are both beneficial to student placement requirements and community needs. Added to this, O2 would prefer to initiate projects that have longevity after the students leave but it is very challenging to find sufficient resources to accommodate this goal. While O2 has always found the University supervisors very cooperative and responsive, there is pressure to take more students than the community organization can accommodate due to high demand on the University side.

Relationship Qualities

Similar to survey responses, interview participants were invited to comment on different aspects of relationships inherent to partnership activity: (i) aligned values, (ii) shared responsibility, (iii) mutual capability, and (iv) organizational commitment. These are described in terms of the stakeholder groups below.

Faculty Members. Faculty members are generally at the "grassroots" level of university – community partnerships and share many relationship qualities and aspirations with that of community organizations. Their role is to generate knowledge on complex matters through research in their areas of expertise, pass along this knowledge to students through creation of learning opportunities, and serve the wider interests of the community.

Aligned Values. In terms of aligned values, F2 points out that their goals are very much aligned with community partners because it is the partner organization that sets the objectives for the project and the university students and faculty adapt to this. F2 goes on to explain:

> The projects are co-developed. We don't go to a partner and say we have a class that wants to work on this, are you interested? We go to a partner… well partners often approach us, but also, we'll say "is there something you need that would be appropriate for this?" I think again we have good institutional knowledge in terms of knowing the scope of the work that is possible for students. We're very transparent that there's teaching outcomes

> as well and there's limitations in terms of how much students can do, right? They're not paying consultants.

This example demonstrates that collaborators can have different individual objectives that can come together in a single project that has been co-developed by both partners for a common purpose. F1 offers a similar perspective. In fact, F1 states, "As a profession we are 100% about collaborative goal setting." They go on to explain that professional standards use an Interprofessional Collaborative Relationship Building Model, indicating that anything other than this would be counter to their professional expectations. F1 explains that the relationship begins with the community partner stating their needs:

> [At the outset] it doesn't matter what our goals are. Our goals are, what was it that they wanted? What did they want help with? And we will meet that need, whatever it was. But in the hopes that then growing reciprocity will come out of that. So that the next stage might be us problem solving together, co-creating a goal. But initially when we come in, we just say, "What did you want? What were you looking for help with."

F3 observes that community goals are often not that different from student goals, in terms of both needing to develop critical thinking and awareness to achieve empowerment. F3 also notes that for a community to experience change, whether this is within the University or in broader society, values alignment is necessary to effect this change. In speaking about equity, diversity, inclusivity, and accessibility goals within the University, F3 is convinced that the University cannot fully realize these goals unless <u>every</u> member of the institution aligns with these values. It must be a collectively held set of values for the community to fully embrace the goal.

Several comments emerged from the interviews that show areas of uncertainty and even contradictory values, which generally are between faculty members and the University, rather than between faculty members and the community. F2 feels they do not know enough about what the University values to be able to make a comment. F1's opinion is that the University's values are "different on paper than in practice" indicating that although community-based partnerships are

supported in the strategic plan, F1 actually finds opposition from the University which does not support partnerships that fill gaps in community services.

Shared Responsibility. Sharing responsibility for community development can be an aspect of university – community partnerships that is difficult to achieve well. F1 notes that community organizations prioritize reciprocity in partnerships with Universities. F1 is also keenly aware of the burden that volunteers can place on a community organization.

> And lots of the partners where those volunteers go to say this is actually a burden. It's not helpful, right? And so, I'm very aware of that. We're very cognizant of making sure that this should never in any way be a burden or an inconvenience to the community partner.

In looking at the balance of responsibility in a student practicum project, F2 believes that although they each do different things, the workload is about equal as are the benefits of the project collaboration. There are also differences between projects and community organizations, each having unique needs and capacity to manage various aspects of the project.

> F2: It depends on the organization, and it depends on the project. In the past, generally, community organizations have done the bulk of the work on sort of outreach, on getting their members… You know, we do public presentations, so we are doing that coordinating. They do work in helping us shape the framework of the project, and then they do regular check-ins. The faculty member is responsible for all the teaching, and we'll meet with them regularly. But we're both doing an equal amount of work.

In considering whether the University of Manitoba is taking on responsibility for community wellbeing and improvement, F3 sees potential opportunities for academic work to improve the lives of people outside the University but does not see the University taking on this responsibility currently. F3 is working with their community organization to try and address this lack and is making some progress to improve things like mental health for students and youth. But F3 does not see the University as a whole stepping up to take responsibility for community wellbeing.

Mutual Capability. Mutual capability is a relationship quality where each partner recognizes, respects, and appreciates the value of the knowledge and expertise that the other brings into the partnership. Faculty member participants in this portion of the study seem to have a high level of respect for their partners' capabilities. F2 indicates their relationship with community partners is a synergistic one where both partners are contributing valuable knowledge and expertise to the relationship.

> F2: We come with certain expertise that the organization doesn't have. That's why they might want the partnership. But they also have a tremendous amount of expertise that we draw on to do those projects. [In one recent project, the partner] didn't have an in-depth understanding of [the problem] and the students were able to do a cross-cutting comparison of what [City policy] changes could look like and what the impacts would be. But [the students] needed in-depth guidance from the organization about what are the neighbourhood values that should shape it. What have they been hearing from the community members? The organization is much more closely related to community members than we are.

Faculty participants acknowledge the temptation to go into the community with all the answers and also understand how dangerous this is for community relationships. F1 realizes that they can access resources, such as grants and project funding, that are not available to their partner organization. But F1 also works hard to ensure that students don't overlook the things they can learn from the partner organization.

> We are trying to be really clear to the students that this is not a 'white savior' thing. You're not going in to teach them everything you know. You're going in to learn from them. These community partners have so much to teach you! You're going in to learn, as opposed to thinking you're going in to be the experts.

This echoes the thoughts shared by F3.

> We have to say, as academics, "you know what? I may be an expert in this, but I'm not an expert in what the community is saying. So I'm going to work with community. And that means I'm going to follow and if there's opportunity for me to lead, I will lead, but it has to be that comfortable give-and-take.

The question that F3 brings back to the University is whether the institution is ready to acknowledge the community's capability. Answering that question, F3 responds:

> F3: I don't think we're there. I don't think we're there. Let me rephrase that, I mean I don't think we're there now. Can we get there? I think we're going to be forced to do it. That's my that's my hunch. I could be totally wrong. I could be totally missing the ball on this one, but the reason why I think we're going to be forced to do it is because if we don't have the high amount or the normal amount of international students coming into our institutions, then where do we get these people from?

The point that F3 is making is that the University needs to recognize, accept, and appreciate the value of local communities that have historically been on the outside of the campus, that are comprised of individuals from other cultures and worldviews that don't fit with the "white colonial lens" of current university structures and operations. The University <u>needs</u> these individuals because these individuals currently comprise our city, province, and country. If the University does not change to accommodate these individuals, it will become irrelevant to its community and that quickly becomes an existential threat.

Organizational Commitment. The final area of relationship qualities, organizational commitment, was put to interview participants as a question related to the University as a whole, and whether participants felt supported in their community partnership work. For this response area, participants quickly acknowledged differences between hierarchic levels of the institution. F1 indicates that community partnerships are promoted at the department level albeit without adequate funding and resources such as time off from teaching and research to work on partnership management. At the University level, F1 does not see evidence of the institution prioritizing community work. While F1 is aware of the central community engagement office, they see it more as a problem than support.

> F1: The University also has an office of community engaged learning, and that's… it's very siloed. Like it's not.. as opposed to this being supportive or

> helpful to this process, so yeah, it's a bit of a struggle. It's not always a struggle with all of the projects, but it is with some of them.

When thinking of the overall impact of the University within the City of Winnipeg, F1 believes that other post-secondary institutions have a much more visible and effective positive impact on the Winnipeg community than the University of Manitoba.

F2 also indicates their department is extremely supportive and that all faculty in their department are engaged with community partners. When asked about the University of Manitoba's commitment to the local community, F2 responds:

> You know, I haven't…I don't really have strong feelings on that. I don't know if they're totally aware of those partnerships that are happening maybe? Except when it touches on something like [a contentious issue]. They're very aware of that, not in a positive way maybe, but…

F3 takes a long view on the question of the University's commitment to the community. They reflect on the public reaction to the murder of George Floyd and the institutional response across the country was to set up diversity, equity, and inclusion training programs. The sense was that once people are trained, the problem will be solved. It was a reactive response. F3 advocates for universities, including the University of Manitoba, to take a proactive stance. Diversity, equity, and inclusion are ongoing concerns that the University must address collectively if we hope to realize the true change that is needed. Until F3 sees commitment from leadership for that kind of collective change, they do not believe the current university systems that were formed out of colonialism will be a meaningful positive influence for the marginalized populations of Winnipeg.

University Administrators. Occupying positions at a higher organizational level, university administrators frequently do not have direct involvement in grassroots community partnerships. Their involvement is more often in providing institutional support, partnership bridge building, strategic direction, and policy making. When involved in the community, they may occupy positions of committee or board members, community association members, or as

speakers or consultants. Administrators look to trends and patterns, formal agreements, funding arrangements, partnership outcomes, and institutional goals to guide their responses in the area of community relationships.

Aligned Values. When considering values or goal alignment between the Winnipeg community and the University, A2 points to the general practice of faculty members within their unit that are motivated by social justice to engage with the community.

> What I have noticed among our researchers who work in community is that they really have a strong service mentality that, again, it's not extractive, it's always… People are motivated, the questions that motivate people usually have some kind of social justice focus. Some kind of impetus behind it to make things better for the people with whom they are working. So that is pretty constant across a whole range of folks.

A2 recognizes that motivations to help members of the community are not always an accurate indicator of positive outcomes or values alignment.

> Sometimes there's misalignment and misunderstanding, right? And sometimes you have hiccups along the way where you inadvertently assume that somebody has, in the community, a certain goal that you share, and it turns out that they want something very different. And so, there's sometimes this dialogic process that happens to get to the place where there's enough understanding to proceed. Sometimes the ethics process gets you there, but sometimes the research process gets you there [after] the ethics process is done. But I think that overall, generally, even those situations where there's a process that takes place to get on the same page, there is a process that's done in a way that's productive and transformative, for the most part.

The University aspires to align its goals with community needs, according to A1, who states "our areas of research expertise should have a clear line to what our community and what our local economy needs, right?" As an example, A1 cites the effort the University is making to address healthcare shortages by expanding the number of Manitoban students to its medical professional programs as an example of the way the University is being responsive to local needs.

A3 echoes this in the University's goals to support the need for more local Indigenous people to receive higher education.

> I think [one of] the priorities for us is looking at how does the University support Indigenous communities. How do we support their actual goals and their priorities? I think that we continue at the University to show that commitment to making change to moving forward, that commitment to Indigenous excellence, and moving that forward, which aligns quite closely with the City of Winnipeg that has 18%... it's a very high Indigenous population. We are one of the institutions of choice for Indigenous students.

One of the tangible examples of this goal alignment with the City of Winnipeg is the University of Manitoba's signatory to the Winnipeg Indigenous Accord, notes A3.

A4 references the positive working relationship and common goals with the City in the Southwood Development project as an example of the University's alignment with City values.

> The whole Southwood Circle development, that was a very extensive community engaged process and their visions, their needs, their concerns were incorporated and that was a bringing along.

A4 also notes several examples of instances when the University and the City of Winnipeg have not aligned well in terms of their goals and values. One example is the neighbourhood complaints about international students living in rooming houses close to the University. These illegal accommodations have been a source of contention with neighbours who have expressed concern about lack of property upkeep. In the City's opinion, the University should provide more campus housing for students, but A4 counters this:

> One way that I don't know if we're necessarily in line with the community, is around housing. Oftentimes we're a bit of a disconnect there with our community and them not understanding that we do have housing options, we do have availability. Unfortunately, the federal government kind of jumped on this wagon to say that international students are impacting house values, rates, slum communities, et cetera.

Another example of the way the University and the local community might be in conflict is the way university space is used by the general public when protests take the form of occupied encampments.

> A4: What is our role in speaking out [about public issues] and how is our space used? And so, our strategic plan has got a real part around engagement

> and that's bringing the community onto campus. What does that look like? And so, there's this intersection of freedom of expression… you know, people want to come here to speak their mind and free expression. But we also have people that want to come here because it's a safe space. And so right now what the University kind of tries to provide internally is conflicting a bit with external users of our space and how that's used and what that looks like whether it be an encampment… those aren't always university people.

Shared Responsibility. How the University shares responsibility for the community's wellbeing is understood in general and high-level terms among university administrators. A1 asserts, "We're here to educate Manitoba's young people, right?"

In terms of the University's role in the wellbeing of Indigenous community members, both A2 and A3 talk about the importance of correcting the wrongs of past government actions and helping Indigenous people to find their language and culture at the University, to find their Indigeneity.

> A3: And I think it really is about uplifting the next generation that are, of course, the students that are coming to the University. And so, we do a lot of work around empowerment, Indigenous leadership, skill development, and finding… So, what we find is a lot of indigenous students that come to the University are finding their Indigeneity through the programs that are being offered here now at Migiziagamik, and then through different faculties and different opportunities that we're providing.

> A2: There's a lot going on around Indigenous language revitalization. So some of that is serving community members for free on campus, allowing them to take our courses or creating summer intensives for them to come and participate in.

Another example of the way that the University is sharing responsibility with the local community is raised by A2 concerning invitations to community members to share their experiences in classrooms, university events, and academic research. In this example, A2 talks about sex trade workers coming to campus, and being involved in class instruction and even co-publication of research studies.

> [A university faculty member] does work on sex workers and has really close connections in Winnipeg and works in collaboration with sex workers on academic projects. So, they are full participants, they're not just interview subjects, they are actually the people who are often leading and driving the questions. They are co-authors [on research publications].

Mutual Capability. The example of the faculty member working with sex trade workers also demonstrates a mutual capability that some members of the university community are acknowledging in their work with community members. There are topics that, according to A2 "can't be [taught] by a professor and an academic very easily, but it can really be [taught] by somebody with situational lived experience." The value of life experience in the community is a way of acknowledging the community's capabilities relevant to the University's interests.

A2 recognizes that one of the capabilities the University brings to the community is that of resources. This is especially true with small community organizations with limited resource options.

> I think it's, not to quote Marx, but from each according to his abilities to each according to his needs, generally seems to be the principle that operates. And so there's an understanding that universities probably have more access to resources than a lot of community organizations. I'm just thinking about the instances where I know of researchers working with small community organizations on projects where the organization itself has limited access to especially financial resources, but also administrative resources.

Having said this, A2 is careful to qualify their comments so as not to suggest that academics have all the answers for community:

> [It's not about] the 'white savior academic'. And I'm sure there are moments, and especially probably in the past there have been those moments, where, you know, somebody was motivated in a certain way by good intentions, but very naive and problematic ones, you know, met with resistance. It probably still happens on occasion, but for the most part I'm seeing that that's not the persistent stumbling block.

The University would like to see more community members reaching out to the University, according to A3, which is why they are developing a 'Social Innovation Hub'.

> This is where we bring communities…so I guess how it used to work was researchers would come up with their topic, their specialties and then they would go look for communities, First Nations in particular, Indigenous communities that wanted to engage with them. We're trying to flip that to say, "what do our communities need?" So, I think that's the biggest change, is flipping that to what our communities need and what do we at the University have to offer to support communities to address those needs.

It is better for both the community and the University to work together and use each other's expertise to solve local problems, says A1. It is frustrating when community members solicit help from outside the province when the University can offer the relevant expertise here with the benefit of local contextual knowledge.

> A1: Sometimes I wish when the provincial government appointed a panel for… pick an issue… I wish they'd sometimes consider some of our smart people on campus to be part of that panel or that committee. Honestly, I don't know how you have this conversation with government generally. This is sort of a trend that governments have been getting on. The expertise in a lot of civil service has been lost for various reasons, cost or political decision or whatever. But when a level of government is faced with a significant challenge, something that requires study or data or things like that, there's probably someone on campus here that can answer that, right? But it seems that governments will run to the phone book, and they'll hire a consulting company. It might be a little bit harder to find somebody at the University that could do the work. But, undoubtedly, they could do it cheaper. And if you're doing that, you're tapping a local resource, right?

The community is influenced by consulting company marketing and publicity campaigns, according to A1, that the University does not have resources to match. It is challenging for the University to compete for attention, even within its own local community.

Organizational Commitment. In terms of the University's commitment to community wellbeing, Administrators generally agree this is something that the institution is wanting to achieve but may not yet have a comprehensive plan to accomplish.

> A1: I think there's a conscious sort of commitment to not just look like you're being a contributor to the community, but that you actually are. So, I think this place does a pretty good job of a fair amount of that. I think this university feels embedded in the community.

> A3 And so I think that we continue at the University to show that commitment to making change to moving forward, that commitment to Indigenous excellence. We are one of the institutions of choice for Indigenous students. And so, we're really focusing on growing that and supporting students that see the University of Manitoba as where they'd like to continue their education and where they need to go and what we need to do to support those pathways.

A2 sees the University's commitment to the community in a more distributed way.

> A2: I think it's been a kind of organic outgrowth of the individual efforts, such that there's a kind of critical mass that translates to what looks like a commitment to community. But I think there's things that can be done at the decanal level to actually signal that commitment in clearer ways. Part of that is articulating a clear vision of who we are and what we do, in similar terms to what we've been talking about today.

The University's strategic plan does articulate a clear commitment to the community, says A2, but more could be done.

> A2: And where are the specific moments when you see actual financial commitment to a community organization by providing admin support or research support or services in ways that are less about the University and more about the community organization? So, I think that some thought could be given there.

The University's administrators describe a growing, aspirational commitment to community wellbeing.

City Council. Like university administrators, City Councillors are somewhat less removed from grassroots community cooperation with the University. Their role is to oversee the City of Winnipeg systems and processes to ensure the community's wellbeing is supported and protected. As such the City Councillors are responsible for policies and procedures, as well as projects and initiatives that maintain and improve the community's interests.

Aligned Values. When it comes to working with post-secondary institutions in Winnipeg, and the University of Manitoba specifically, City Councillors can readily point to common values and goals. C4 expresses it this way:

> We should never underestimate the importance of the historic relationship between the city and the University. The University of Manitoba has been…. There's such a critical component and presence in our city. Does the University of Manitoba share similar values and goals as Winnipeg? I believe so, you know, in that advancing knowledge, advancing research, training, educating the kind of individuals that we need to lead our sectors, whether it's business, science, medicine, education… those are really, really critical, I think, absolutely. So, I think in that sense, it really provides an underpinning of the city's economic, environmental, social, and cultural well-being.

In some cases, common goals make alignment between the City and the University apparent. As C1 mentions, "I think everyone's wrestling with some of the issues of indigeneity and issues of representation." C3 points to community initiatives such as seed funding for community-building projects, contributions to the United Way Winnipeg, the National Centre for Truth and Reconciliation, and the like as examples when university values align well with City values. There are, however, cases when the University's values do not align well with the City.

> C3: [Do goals align?] Yes and no. I mean, if I go back to the comments on international students and the fact that universities heavily rely on international students, they pay a higher fee. And the issue of housing, especially around the [area close to the University], there seems to be a difference of understanding of… yes, we want students, but we don't have enough affordable housing for students. And there, doesn't seem to be the level of concern needed to keep those students safe that are not in affordable housing units.

At times, the relationship between the University and the City is evidently strained with Councilors indicating ambivalence and frustration with the University and what it's trying to achieve.

> C2: I don't really know how the University's goals align with the city. I don't really know what the University's goals are. To me, the University is, it's just there. It's delivering courses and classes. I was always frustrated with the U of M, because it's just, it's sort of like, there it was, and there was no real community connection.

Shared Responsibility. Sharing responsibility between the City and the University on common projects has also had a mixed response in City Council. The University offers substantial

benefits to the City that are well appreciated by City Council, whether these are direct or indirect contributions.

> C4: [Is the University owning its responsibility for the welfare of Winnipeg?] I believe in many ways, yes, directly, but equally indirectly. The welfare of Winnipeg, when I think about that, I think immediately of the entities and organizations who are committed to the welfare of Winnipeg. And I see whether it's frontline nonprofits helping those who most need the help. You look at their leaders, often they're grads of the University of Manitoba. I look at the foundations and, their board members who are giving back, University of Manitoba grads, right? There's so many great people doing great things for our city. And so often they have a university connection or education. They're trained here. They stay here. They give back here for the welfare and the growth and the health of our city. And it could be direct through placements of students doing internships or work placement, whatever the case would be, building up our city.

The University's commitment to City initiatives is made evident through their participation in the Winnipeg Indigenous Accord and Welcoming Winnipeg, says C3.

Despite acknowledging some sense of obligation and "finger-pointing" about what task is whose responsibility, C1 sees that working with universities is imperative for the City to achieve its own development goals but also acknowledges that there is some misalignment in sharing responsibilities.

> C1: I think if I'd taken the attitude on day one here that I'm not doing anything with the schools… I would have accomplished next to nothing here, frankly. I've done a ton of stuff with the schools, so if you can get around that, yeah, then you can actually get something done here.
>
> I think [the University of Manitoba] is acknowledged as the big school here, but I don't think the values are lined up. In terms of responsibilities.

One of the ways that the University contributes to the city, according to C3, is by attracting international students who live, and study, and may eventually settle here. This helps to grow Winnipeg's workforce and its economy. But C3 also feels this is an area where there should be more collaboration between City, province, and University so that these students do not face "punitive" financial strain to be here, particularly since the provincial government stopped paying

health insurance fees. C3 notices that the University is charging substantially higher fees for international students, which in addition to health care fees, can make the situation of these students quite precarious.

The rooming house problem near to the University ties into C3's concern for international students.

> There doesn't seem to be the level of concern needed to keep those students safe that are not in affordable housing units. And I say that in terms of the calls that my office receives with respect to illegal rooming houses and the impact that it has on the local community. It's not just the students it's the community itself. Students don't come with an appetite for cutting grass, or fixing eaves troughs, or maintaining yards. So, if you're a property owner on either side of a rooming house you feel that it impacts your property value. Whether it's parties, whether it's different things that have a negative impact on the community, these are the things that the University is less concerned with.

C2 echoes these thoughts and is even more stark in criticizing the University's lack of responsibility regarding off-campus housing problems for students.

> I've had lots of not positive discussions with [the University]. I'd have 250 people out, upset about the conditions students were living in, conditions of just housing period, and [the University representative] would always say, well, we're a teaching institution, housing's not our problem. It's not us. And I'd say you've got the lowest number of housing places on campus of any university. And [they'd say] well that's not our problem. And then I would say, well socially and morally I think it is your problem. But… you know… whatever… Anyways, I gave up on the University. And I rolled out the red carpet for developers [in the neighbourhood]. Many of those new developments should be at the University, but I get it. There was 10 years of studying, studies of what to do with the lands [owned by the University]. Now they finally got some guy who's great who's dividing the lands and marching on with doing housing. That was huge. It was very frustrating at the time dealing with the University.

C2 goes on to say that the University is doing "amazing work" with the University owned Southwood development, but no one in the community seems to know what they are doing.

> So, they're all about sustainability. They've got the Indigenous lands. They're just beavering away. They're doing sustainable development. Amazing

> work! They're like, not only, like no one even knows that development's going on.

While this current University development is going well, according to C2, other development interactions have raised more questions about the University's sense of shared responsibility with the City.

> I had to do an approval for Smart Park where they built this glass building, right? And, they come back and they want more parking! They've got over the city standard and they want more parking so it's like, okay. And then the other thing that I thought… we've built a six hundred million dollar rapid transit corridor that stops at the University blah blah…the whole rapid transit thing… and they're subsidizing staff parking at the University! I get collective agreements and I get that's like a whole can of worms, but, I don't know.

Aside from identifying the City's cooperation with the University regarding the Southwood development, the City's funding of the Municipal Infrastructure Chair, and several "one-off" grants and activities, C1 says of the University, "getting them involved in Winnipeg, not so much, I would say, has happened."

Mutual Capability. The University of Manitoba's expertise is a valued and recognized resource in the City, albeit with some qualifications. C1 says, "I think U of M is well-respected here, but it's not like they're running the town." On the other hand, C4 is enthusiastic about the influence the University's expertise has on the City.

> I absolutely can see the value that the expertise the University of Manitoba produces, the value that they can have in shaping the city of Winnipeg policy and public policy, you know, at all government levels.

C1 indicates that City Council may appreciate the University's expertise differently based on the policy's topic.

> I think on the technical, like the asphalt stuff, some of that stuff, yes [the University's expertise is applied locally]. People will be interested to hear what is said on that. Social policy, probably much less so, you know, or fiscal policy.

Council members also express appreciation for the University's investment in community through various associations such as the United Way or other community organizations.

> C3: University of Manitoba does provide some service. I mean, they provide grants. You know, there's SEED Winnipeg that they provide support to; United Way of Winnipeg through Social Purpose Enterprise; and neighborhood renewal opportunities. So, they do provide services. They do provide supports to the community…consultation services through urban planning, social and community engagement, and then the National Commission on Truth and Reconciliation. And then, of course, climate goals.

City Council may recognize that the University has good expertise, the question is whether they are actually working together to harness this knowledge for the good of the City.

> C2: We know that there's so much knowledge, so much insight, that it's wonderful. City too. Is there synergy between the two? Not that I see. Maybe there is. But no one's communicating it that I'm aware of.

> C2: I'm sure all the profs and people are knowledgeable, but it's just silos. It's the U of M and then the rest of the world, or it's the rest of the world and the U of M. Yeah, I don't really ever see anything like [mutual capability].

Bridging the University's concerns of being overlooked by City Council will require ongoing partnership interaction and dialogue, according to C4. It will also require the University to be current and knowledgeable about the City, its policies and practices. C4 notes an example of a university instructor misunderstanding a City policy and consequently passing along this incorrect information to students. This has a serious impact on students entering the workplace and the application of their knowledge within the City if their knowledge on some technical aspects is incorrect.

> C4: I'll give you a prime example, though, where there are moments of disconnect. I talked to them one day and I thought, "You're completely disconnected. You're educating future planners for the City of Winnipeg, and you don't even know our policy." And I was in a bit of a disagreement with their vision of the way things work. I said, "That's not practical to what we're doing. When's the last time we sat down…?" So, there's an obvious disconnect right now. In that case it could really be problematic since they're

> producing grads that say ‘this is the way the world is’ but in reality, the world is something different. Then there's going to be bit of an event.

Partnership and dialogue builds awareness, but good capability is also required to build trust. As noted earlier, C2 cites an example of a specification review the City contracted to a university faculty member. The University member was given $50,000 and two years to do the review. The review was not provided in a timely manner, and when it was finally submitted, C2 was disappointed to find a short 5-page summary of the work the reviewer had done. C2 stopped the City’s funding and was surprised when the University gave no reaction or response to the matter. C2 was less likely to see help from the University for similar future projects.

Organizational Commitment. The University’s commitment to the Winnipeg community is noticed by City Councillors in various ways. When asked about whether the University has a commitment to the local community, C3 responds,

> For the most part I would say yes. I mean. When you look at how the University of Manitoba is set up, and you look at the satellite campuses, they've got the downtown campus, they've got the University of the North. So I think, I believe there's that commitment to community. There is definitely the partnership… Anytime I'm at events and see that University of Manitoba is a sponsor for different events… I see the partnerships.
>
> C3: They are committed to getting more women in STEM occupations as well, and as well as trade. So I believe there is that commitment, not only to the geographical community, but also the ethno-cultural community and gender community as well.

To demonstrate its commitment, the University also needs to be responsive to community needs.

> C4: I think what's increasingly important…. I think where industry and sectors, whether it's healthcare, education, whatever it is, where those sectors continue to inform the curriculum, and research at the University of Manitoba, I think that's going to be more important. I think long gone are the days when universities years ago, maybe had a tendency and could get away with it to operate a little bit in silos and a little bit in a bubble. I think increasingly all institutions of higher education have to look to industry and

> the sectors and say, okay, what kind... of skills are needed in the future and shape the curriculum accordingly.

Part of the concern about long-term partnership commitment may be related to the project-based nature of funding coming from municipal and provincial governments. C1 notes that City Council tends to gravitate to short-term funding for Universities: “I find here that one is always drawn to the capital grants, not the operating stuff, because it's easier to just do a one-off.” But building long-term, ongoing partnerships is so much more rewarding and impactful. In describing a funded ongoing partnership with a different post-secondary institution, C1 lights up. The partnership works with Winnipeg youth, from suburban and inner-city neighbourhoods and brings them together for a summer to tackle downtown social problems. C1 tells the story of one inner city youth with a tough background who stands up to make a presentation at the end of the class and says, “This is the best course I’ve taken in university.” It is obvious that C1 is moved by this testimonial and sees the potential for transformative work being done between the City and local post-secondary institutions.

Community Organizations: Community organizations work at the grass roots where they have daily interaction with community members, and their work is focused on community member wellbeing. Their role is to serve community needs in a specific way, in a particular geographic area, for a targeted population of participants.

Aligned Values: Community organization goals align well with those of faculty members but there is less certainty about institutional values or goals. O1 takes in multiple practicum students from different programs and different institutions, including the University of Manitoba.

> O1: Whatever program the student is in, they're heading towards being part of a discipline. And often the discipline's values line up well with what we do. I can't speak on the institution's values because I'm really not sure what they are.

O3 has worked for their organization for many years and can see the difference between current successful partnerships with University of Manitoba researchers and earlier unsuccessful partnerships.

> O3: I would say these [current] examples, have been very successful because we have partners with high levels of integrity. And whose values not only align with... ours in terms of participant-focused and empowerment-based and all of that, that's really important. But also they have a certain amount of insight into the pitfalls of community university partnerships, if you know what I mean? I feel like there's another partnership I was thinking of where we weren't really values aligned. I mean I feel like that fundamentally characterizes our successful partnerships as being values aligned. And also in terms of the goals of our mutual endeavor, it works best when we are co-creating those goals together.

Community organization participants may experience difficulties with goal alignment even when other aspects of the relationship are generally positive. O2 speaks in very positive terms about the relationship with university practicum program supervisors, but notes challenges with selecting a mutually beneficial project, suggesting different goals and values that are difficult to align. On the rare occasion that O2's community organization needs the students to complete tasks that are outside the expectations of their practicum requirements, the overall experience is quite negative for both partners. Similarly, when attempting to run the same program across multiple community sites, the experience is not fully successful because each project site has different needs. The struggle to select partnership projects that align well with the respective values and goals of all participants is an ongoing challenge.

O3 talks about the challenge of encouraging community organization staff to adopt new data management practices, which is essentially a values alignment concern. Staff are strongly aligned with people-centred practices and resist the intrusion of technologically supported databases. To obtain staff buy-in for innovation, faculty partners and organizational leadership must take time to help staff to see how the new systems support the core functions of the

organization, and the technology does not replace traditional services but rather enhances their person-centred approach.

Shared Responsibility: Sharing responsibility between the University and the community organization works best when partners understand each other's and their own role within the partnership well. O3 suggests that good partnerships are like a high-functioning team.

> O3: [The partnership] has to be almost like a high performing team. You know what I mean? For it to work, everyone walks away from a meeting with something that they need to do. And the researchers pick up those pieces that our team would not have time to do. And it is more research oriented… so that's when it makes it a wonderful collaboration… When people are actively seeing a role where they're very active in this partnership, and that they follow up, and that they're realistic about their time commitments. That they understand issues of… sometimes a non-profit is struggling with a lot of things going on, funding challenges whatever it is… staff turnover since the pandemic. When that research team is solid, the researchers are solid, and that they help account for those types of ebbs and flows of our time and energy it's really helpful.

This high performing team anticipates gaps and works to fill them before the partnership becomes strained. O3 shares an example of a family leave taking place on the University side of the partnership and another faculty member stepped in and helped to manage a smooth transition of responsibilities. The community organization did not need to worry about shouldering extra work because the University team ensured a well briefed faculty member was available to cover the leave.

Another characteristic of successful team partnership in terms of sharing responsibilities, according to O2 is the frequent and transparent communication between the community organization and the University program supervisors. Regular meetings and availability to show up if needed to deal with a practicum student concern is essential.

> O2: I will tell you, yes, we have built really good relationships with the supervisors. The supervisors often will come every couple of weeks and either, you know, say to them, "Do you want me to meet with you?" Or

> sometimes they're there just to check up on the students. But we're always open to working with them and seeing how can we make this better.

Communication and problem solving is time consuming but necessary work in maintaining good partnerships. Clear lines of responsibility are also essential, in which the community organization has equal responsibility for student learning while at the practicum site. O2 describes two different situations involving students who had negative reactions to one or more of the organization's community members during practicum interactions. These incidents were primarily based on cultural misunderstandings during conversations with community member program participants that caused the student to take offense. In one case, the student took their complaint to the University supervisor and was reassigned to a different placement without the community organization supervisor being informed. O2 regrets the lost learning opportunity in this situation, indicating their concern for the student who will take their insensitivities into their workplace with negative results. In the other case O2 was able to talk with the student, help them to see the situation from a different perspective, and facilitate a positive outcome for the student.

Community organization interviewees have all experienced the difficulty and burden of too much responsibility placed on them by university partners, indicating the different ways they cope with unrealistic expectations. A significant part of the organization's ability to manage the University's expectations rests with university faculty and supervisors who are coordinating the student practicum or research project. O1's experience is that the University's members are not really involved in the community and manage the collaboration with an arm's length approach.

> O1: They're not involved in the community. They're not involved in my students' practicum. [The university supervisor] is a very benign role. Like there's just one example where the school and the liaison get right involved, and that's the [University of Manitoba program managed by F1]. F1 gets the students, doing almost project-based work, where the community ends up, and the organization ends up benefiting, because they create something.

O2 is gratified that the University feels their organization is offering a good experience for practicum students. However, they also have experienced the challenges that come with accepting more students than they can reasonably handle.

> O2: It's been really tricky because we've been told by the supervisors and for the head of the program, “Can you take more students? Can you take more students?” Last year we had 30 students. Now the tricky part of that is certainly keeping them in meaningful projects but also trying to figure out what those meaningful projects are.

Some of the students ended up doing tasks unrelated to their program of study for the duration of the placement, which created frustration and unhappiness for these students. The organization eventually but a temporary stop on accepting new placement students until it could create a new position within the organization to give oversight to placement management. It is once again accepting students with as much structure as possible to accommodate student academic requirements, but O2 admits that it is challenging.

The load that community organizations carry in a partnership with the University can reach a tipping point. O1 calls the cost/benefit of university partnerships “razor thin” indicating that it is highly dependent on whether the student can quickly adapt to the practicum environment in a positive way.

> O1: It actually comes down to, because it's kind of razor thin, the balance. So, it really comes down to the quality of the student. You know, it's a bit of a tipping point. Like if this, you know, if this is a real gem of a student, then I'm benefiting in terms of, you know, cost analysis around my time and expenses. But if it's a student that's struggling and not doing as well, like it's actually, it's not really worth it. You know, if I'm looking at my time and, you know, what my [community] participants are getting out of it.

In reflecting on earlier partnerships with the University of Manitoba, O3 recalls several situations where the collaboration was much less positive than their current experience. In these earlier collaborations, the community organization would be asked to recruit research participants, explain the research to participants in a culturally appropriate way, and broker the data collection

process throughout the project. After all this work contributed by the community organization, it was common for the organization to not receive the results, being told the student had graduated and had moved on. The cost/benefit balance would have a high labour cost for the organization for relatively little benefit. This was so problematic that O3 took time to write a multi-page set of guidelines for university partnerships that clearly limited the organization's responsibilities to a manageable set of tasks.

Mutual Capability: Trust is a key factor in building the relationships that are critical to the success of community organizations working with their community member participants, as well as the success of university-community organization partnerships, according to O2. Trust is not an action; it is the result of a person's experience as to whether the individual or the organization is trustworthy according to how they see the other's capability. Trust, however vital it is to the work being done, is established incrementally, through small situations in which participants can test the experience as either one that meets their needs or doesn't.

The priority for O2 is to establish good relationships between community participants and university participants. Once community participants begin to trust the University's practicum students, the work, the project, the task in front of them becomes achievable. If trust is not in the relationship, success cannot be achieved regardless of the partner's skill, knowledge, or expertise.

Trust is based, in part on the strength of knowledge and expertise relevant to the community member's needs. Often, O2 observes, we tend to make assumptions about another person's needs that are incorrect. The first thing students do in their practicum with O2's organization is to spend time with community participants in simple volunteer tasks. This creates the relational foundation on which more complex projects can be built and managed. Practicum students are also not professionals, so the nature of the task they perform must be suited to their capability as well. Sometimes a student's capability is influenced by their culture and personality,

which may be more reserved or unsure about how to relate to community members. O2 steps in at this point to "give them a nudge" that helps them take the initial steps towards community relationships.

O3 values the capabilities of the University's researchers in the current collaboration with their organization. The researchers bring capability, not just in the topic of the research project, but also in the potential pitfalls of university-community partnerships, the navigation of the University's and the community's systems, and the common needs that small, resource-constrained community organizations may have.

> O3: Also, they have certain amount of insight into the pitfalls of community university partnerships, if you know what I mean? And they work to sort of mitigate the kinds of well… to be honest sometimes the harms, or some of the negative or unsuccessful kind of experiences that a non-profit might have in engaging with researchers. I find these partners really understand what can happen and they take steps to make sure they're proceeding in a very ethical way, that they're really focused on transparency, on sharing information, and on capacity building—that's a really amazing benefit.

Mutual capability means that each partner can rely on the other to complete their areas successfully and well. Without mutual capability, partners begin to distrust and disrespect the other. O3 comments:

> O3: Again, when it's a successful partnership, it's very mutual, it's got to be mutual. I feel like, I think that when it doesn't work, it's just the opposite, right? It sometimes doesn't work, but that means that there's a real lack of mutual capability there.

Past experience has made O1 cautious in working with universities. When asked about where the balance of expertise for working with the community resides, O1 responds:

> Right. So it'd be the practicum host that's in the community organization. I do have to say that the institutions have been pretty respectful of that. They haven't … they've deferred to us that are hosting for the most part. None of the institutions have tried to micromanage how I set up the practicum for the students. And then I just wouldn't, I wouldn't tolerate that anyway. I just would say, thanks but no thanks. This is what we do. And I will do

> everything in my power to keep your students safe and give them the best opportunity ever. But this is how we do it.

Occasionally, the community organization interviewees have had negative experiences that have challenged them to work towards more positive collaborations with the University in the future. On one occasion, O3 received a research report from a university graduate student that had a controversial title, which O3 felt could not be distributed as it would be poorly received within their community. O3 felt powerless to suggest changing the title and in the end did nothing with the research paper.

> And I know I should have had that conversation, I probably didn't even have the confidence at that time, earlier in my career. Just feeling like I can't really take on a PhD, and say, can you… and to ask them to edit their title feels like not in keeping with academic freedom. So, I just let it drop.

Differing capabilities can lead to difficult power dynamics within the partnership unless there are ongoing transparent and trust-building conversations between the partners. O2's experience with their current community organization is very different from a previous position at a different organization. In that position, O2 was asked to make repeated solicitations for assistance from community partners, without giving anything back. O2 states, "In my previous job, we had a partnership program, and I really felt we're taking and taking and taking, but we're not giving them very much back. And that always bothered me." Mutual capability needs to be balanced and respectful for the relationship to be sustained over time.

Organizational commitment: Interviewees were invited to comment on their perception of the University of Manitoba's commitment to the Winnipeg community. Generally, interview participants were hesitant to comment on this, feeling that they did not know the University's level of commitment to the city. Only when the partnership is supported with a Memorandum of Agreement does it signal a university commitment to the community organization.

> O3: Honestly, I don't know the conversations [the university researchers] are having back at the University, although in some cases where we need an MOA-a signed agreement, then I can say they're definitely making that commitment. It's on paper, so I think they're getting the kind of support needed. I sometimes hear some challenges, but you know, it's more that that's the stuff they have to navigate. Like one example might be hearing about how women researchers may be differentially treated in the University, right? And so that kind of flavors their ability to participate and interact with us and in these partnerships. So, I don't think it's perfect, to be honest, but I do feel like at least it seems well understood that they can work closely with community.

The community organization's perspective of the University of Manitoba is mostly shaped by the university faculty members with whom they interact. O2 comments that their sense of the university supervisors' commitment to community is exceptional, but they cannot comment on the University as a whole. O3 observes how some researchers feel treated, such as the example of gender bias in the quote above, as signs of the University's commitment to the community. In responding further to this question, O3 comments:

> O3: And another researcher, too, who said, okay, they have a whole set of experiences to draw upon in terms of how to get through the [ethics approval] process in the best possible way, …the most, expedited way, because otherwise you can get bogged down and it can be a terrible experience.

O1 is more direct on the topic of the University's commitment to the community:

> Like this is not a criticism. But there's no evidence of a commitment to the community. Like the institution is the institution. They send us their students. We work with them. And then we deliver them back to the institution. The institution isn't students, which are awesome. The institution isn't doing anything for the community.

The insights provided by community organization members regarding their various relationships with the University of Manitoba are helpful in clarifying the nature of community-university partnerships. They describe not just what universities are doing in the community, but how their partnerships are interacting with community organizations, which addresses the second

research question about partnership activity. The next sections look at interview results in terms of the final two research questions regarding partnership outcomes and lasting impacts.

Expected Outcomes

Faculty. In their role within the University of Manitoba, faculty are expected to teach students, generate research, and serve the wider community. The community partnerships in which faculty engage will, consequently, have outcomes linked to these objectives.

Leadership and Good Governance. The faculty's role in mentoring practicum students as they engage in community helps students to develop critical thinking skills to evaluate program impact on the community. According to F1:

> [The students] are learning about a lot of stuff and then they're able to apply it in the context, plus some of their [academic program] skills. Like even in their program evaluation, "how do I know if this was helpful to the community or not?" and they have to do that.

Another expected outcome is that students will provide a fresh perspective for community organizations to consider ways that may improve how they approach a problem or task.

> F2: I think [the community organization] having interactions with the students is beneficial. Sometimes they're able to bring things that the organizations haven't thought about because they're not as steeped in the in the history or the culture of it.

Faculty see involvement in the community as a way to influence future leaders, i.e. their students, by exposing them to community needs and cultures.

> F1: So my hope is that it engages these future [discipline] professionals and advocates. In seeing the systemic barriers and committing in their future practice when they have more power to fighting against those barriers.

F3 sees a parallel learning process between students and community members, the outcome for each being a different understanding of the world around them and themselves in this world.

> F3: Like that's one of my goals. It's also very similar to what I do in my lecturing, which is you know, we want to create critical thinkers out of our

> students. We want students to leave the classroom and say, "You know, I never thought about it that way but, it's now making sense, and it's making me think about the world differently." Not in a bad way, but in a good way that I'm being open-minded; and that's what we want for the community. We want communities to start thinking of themselves as people who can critically think as well because it's possible.

The students' learning contributes to their ability to take leadership in the community, having gained a vision and understanding of this work while at university.

Environmental Resilience. Faculty member interview participants did not comment on environmental resilience outcomes.

Economic Prosperity. Both F1 and F2 see students who are graduating with employment-ready skills and knowledge, and who will have learned to engage with community in positive, reciprocal, and mutually beneficial ways. They are also anticipating that their engagement in the community through student practicums is filling a need within the community organization that would otherwise not be filled.

> F1: But the outcome we're hoping is that this may… our main outcome is that we will have provided some support to an organization that doesn't have a lot of supports or resources and that our students will have experience providing that and want to do more of it and understand how beneficial it is.

> F2: I think it's really helpful, oftentimes they have research gaps that they don't have enough staff capacity to do. And even beyond the studio, we co-applied for funding and had a student continue to work on [the project] in the summer directly with [the community organization]. So that provided a lot of support for them in terms of thinking about strategies.

The University's practicum programs are directly contributing to community organization capacity building and viability, so that they can continue and expand their work within the community.

Good Health and Wellbeing. Sometimes faculty may anticipate community needs based on observations and interactions with community members and suggest a path not previously considered. This seems to be the case for F3 in organizing a mental health campaign in the

community to examine experiences with racism as a mental health concern. The idea seemed to be new to the community, a newsworthy event that was broadcast by local television.

> F3: When you think about what the community wants and through those initiatives, I was explaining to you a moment ago [‘anti-black racism as a mental health concern’]… when we did them… the first one we did, the community took a step back. It was like many community members started saying I never thought about, racism particularly anti-black racism as a mental health concern, right? We don't have those conversations here, right? And the second year we did it, Rogers TV picked it up and then they recorded… they video captured it, and they aired it on their station.

The student-led WISH Clinic noted by F1 has closed because it wasn’t fulfilling its interprofessional mandate or meeting community health needs in the way that the community needed them met. This event is, perhaps, an example of an unexpected outcome of a program not achieving the goals for which it was established.

> F1: But [the WISH Clinic] didn't work because, well, it didn't work because it wasn't truly interprofessional. For a lot of reasons, it didn't work… it was problematic for a long time. Whether it was meeting the need of the community, I would challenge [this].

Social equity. Faculty efforts to introduce equity, diversity, inclusivity, and accessibility (EDIA) on campus is a challenging prospect, according to F3, because until every member of the University is supporting the effort, there will always be pushbacks.

> F3: If you don't have all your members, your community on board and understanding what it means to humanize people, then it's not gonna work. There's gonna be resistance. There's gonna be pushback and the resistance is we're gonna come from people either being ignorant or willfully ignorant, right?

When F3, together with their community organization, offered an event in the community discussing racism and EDIA, guest panelists were reluctant to expose a lack of knowledge on certain topics in the discussion. At the close of the event, a survey distributed to the community indicated clearly a disappointment that panelists could not own their ignorance.

> F3: Saying “I don't know” versus trying to say something… it well… it speaks more volumes because then it shows that “You know what? I am embracing my ignorance. I don't know everything, but I want to know.” And that's what the community feedback was saying. When we did our post event survey and we asked, “What was one takeaway you took from the event?” And the data was telling us is that we would like people to just say they don't know. Don't pretend to know, right?

F3 shares the expectations of the community that university faculty and staff be authentic and look at people as humans, rather than people of race or of colour. F3 imagines the opportunities the University could create for other culturally marginalized students if this were the widespread practice and belief on campus, but F3 doesn’t believe the University is currently at the place where it can do so. Reflecting on the aftermath of the George Floyd murder, F3 says,

> It happened during the pandemic. It was very disheartening. It was sad. It brought on different emotions. It was murder, right? However, it was reactive and not proactive. People were like, we've got to do something, right? And then we saw people start doing organizations, not universities, started doing DEI and let's train everybody. And once you're trained, you're now empowered. But that's not what DEI is. DEI is a continuous thing. But you continue to engage in it, right? And you don't use the acronym before the knowledge. The knowledge comes first. The acronym doesn't mean anything. It's about being proactive. We're not there. We're not there as a university.

City Building. F2 talks about ways they prepare for community work and manage expectations to arrive at positive outcomes at the end of the student practicum with city organizations.

> The partners are generally very happy to have the work done, very supportive of the learning outcomes that we have for the students. And we work in a way that we're focused on achieving what they want from the outset. So, we do a lot of pre-planning, you know, before we commit to a project. And we make sure that, you know, that they have the capacity to provide, right? So, it's a good experience for the students, but also that the students can provide something that's useful for them.

One of the positive unexpected outcomes that F2 has witnessed is for students to be offered employment with the companies at which they have conducted their practicum. While this is not surprising, given the student's experience, it is not a planned aspect of the program.

Administrators. With their centrally positioned perspective, administrators will look for outcomes related to institutional goals.

Leadership and Good Governance. Several immediate outcomes have emerged as a result of the University's actions in this area of strategic importance to the City of Winnipeg. A3 notes that more Indigenous youth are expected to be involved in government because of their exposure to Manitoban politics through university events. A1 points to the partnership connections that arise from their Chamber Leadership in the Winnipeg Chamber of Commerce as an immediate outcome of the University's membership in this association.

> A1: We have a Chamber Leader level of membership with the Winnipeg Chamber of Commerce. And we're trying to do more with that group given the overlap of interest in policy areas and given that it's a real important forum and connection for us with the communities. But the impact that the university gets is broader because we try to incorporate people from different faculties, different offices to attend and participate depending on whether there's alignment with their work or their interests. Sometimes [the Chamber] can draw attention to research work we're doing on campus or, on-campus experts on different subjects.

Anecdotally, local partnership collaboration is generating outcomes, but this is not being tracked by the University.

> A1: One thing I've had in my head, but you've drawn attention to, is not knowing enough about the connections that exist right now. And also, the ability to measure impact. Measuring impact is something we have to do on those ones [Chamber events] as well, but I think that's, been pretty beneficial for the people who have been involved in it.

Environmental Resilience. Administrators did not offer any comments on outcomes in this area.

Economic Prosperity. Community involvement is certainly influencing the University of Manitoba with new outcomes resulting from community collaboration. A1 expects to further the University's innovative programs and research areas through its participation in associations such as the Winnipeg Chamber of Commerce.

> A1: [The Winnipeg Chamber of Commerce] can draw attention to research work we're doing on campus or, on-campus experts on different subjects. The last one is an example of [an event that] had a focus on entrepreneurship. We had some attendees from our Idea Start program and, that would benefit from being in the room at that time just for the opportunity for something to happen organically, but also to hear the conversation and contribute to it.

A2 anticipates new interdisciplinary opportunities arising through community partnerships, which inspire creativity and innovation.

> There's new interdisciplinary kinds of opportunities that emerge that you wouldn't think about if you were just sitting behind your desk in your office. Because people in community are seeing their own connections with other people differently.

A3 sees employment opportunities for Indigenous young people as the University evolves to become more accessible to Indigenous students.

> And just again, to broaden that purview, of where communities actually have impact and how communities can have impact and how we can empower Indigenous youth to think beyond just kind of what they've seen before. The more exposure, the greater the career opportunities or the greater [possibility for] where they're going.

Good Health and Wellbeing. A2 draws attention to increasing program offerings that help students understand Indigenous cultures in deep and significant ways. These courses are also being woven into the health curriculum in the University, with an intent that healthcare professionals graduating from these programs will enter their practice with increased awareness and empathy for the Indigenous people in Winnipeg and across the province.

Noting the current shortage of medical health care workers, A1 indicates that the University is expanding their program enrollment and is anticipating more graduates in medical programs that will remain and live here, helping to address the current shortfall situation.

Social Equity. With the work that the University is doing to be accessible and inclusive for marginalized populations, the expected outcome is that the University will be seen as an ally within these communities. There are pockets of evidence showing this may be starting to happen. A3 talks about the growing number of Indigenous students who are choosing to attend the University for their education. A2 points to community members who are coming to campus to reclaim their Indigenous language and identity and in turn encouraging others to reconsider how the University may benefit them.

> A2: For instance, Indigenous language revitalization, I think bringing people who might not ordinarily see themselves as members of the University community onto campus, to help them rethink that relationship, which in the past has been very destructive… and then also possibly changing the narrative for the next generation, overcoming some of that mistrust and hesitancy to see their children go to university and gain the benefits of all that comes with a degree.

University teaching in Indigenous knowledge and cultural practice applies to many different initiatives, particularly those concerning justice. A2 points to university faculty who have been involved with the Search the Landfill movement for missing and murdered Indigenous women in Winnipeg. Their expertise enables this, and other archeological sites to be excavated appropriately.

> A2: Members of our [Faculty] have been involved in the Search the Landfill initiative, providing forensic expertise, because we do training in bioarcheology and forensic anthropology. [They are also] helping to provide anthropological and archaeological expertise when residential school graveyards are, right, to actually help deal with remains respectfully, dignity, but also, you know, what's happened and how to right those wrongs.

Similarly, A3 indicates that the University's efforts to work with remote Indigenous communities to educate their own professions in different disciplines will grow capacity to service their own needs for sustainability.

City Building. The University's partnership to develop Southwood Circle is anticipated to meet a practical need for housing and community services, a permanent home for the National Centre for Truth and Reconciliation and provide opportunity for continuous learning and innovation through the "living lab" model, outlines A4.

City Council. Council's expectations of university contributions to the City's development plan are relatively varied, according to policy area and past experience working with the University.

Leadership and Good Governance. Among the many areas of the University's influence in the City of Winnipeg, says C4, the area of greatest outcome is in leadership and governance.

> The first one that comes to mind is, I think, is in the areas of leadership and governance, because the influence of higher education on whether it's elected officials or our key leaders within the public service. There's no doubt there's been an influence of higher education that leads them to provide leadership and good governance.

Other practical outcomes the University is having is its influence on public policy through published research. Published university research is consulted by government policy analysts, although its influence is uncertain from this study. As C4 responds to the question about outcomes resulting from university research,

> What [City staff] are going to do is often turn to studies that have been done, research that has been done, to validate or to discount the direction that is being taken [when introducing new policies].

Research discipline may make a difference in terms of outcomes with City Council. According to C1,

> On the technical, like the asphalt stuff, yes [university research makes a difference]. People will be interested to hear what is said on social policy probably much less so, or fiscal policy. Which is maybe understandable.

Environmental Resilience. Although no interviews involved active partnerships in this area, City Council has noted the outcomes of the University's influence in environmental resilience.

> C4: Universities continue, for sure, to lead and push in good ways and draw us all along on environmental resilience. If it were not for the universities, I don't know that's something we would naturally gravitate towards as readily.

Economic Prosperity. City Councillors are conscious of the fact that the University is attracting new students to the City, international students who live, and work, and settle here. They believe this influence is strengthening the province and city's economies and enriching its cultural diversity. Likewise, the University's research and innovation support through facilities in Smartpark, are attracting talent to the city that improves its competitive success.

> C3: Smartpark and the work that they do there help some of the businesses that we have here in the city, especially pharmaceuticals. You know the research that happens in Smartpark contributes to the success of the city in terms of attractiveness. We're attracting talent here for their research.

There are also the very direct, practical outcomes coming from the city-funded research projects. Road specifications that are improving our transportation corridors, according to C3. There's progress and improvements to City initiatives such as Indigenous truth and reconciliation and health care.

Good Health and Wellbeing. Since healthcare is primarily a provincial responsibility in Manitoba, City Council does not allude to particular expected outcomes in this area. C3 does, however, recognize that City decisions can and do have impact on the health of city residents and that university expertise can be helpful in minimizing harm in these cases. C3 describes an experience they had in another Canadian city regarding a safe consumption site in that city and the

challenging decisions between individual safety of drug users and the wider safety of the public. Faced with current debate in Winnipeg about the possibility of establishing a safe consumption site in this city, C3 acknowledges:

> All of these questions, all of these policy decisions have unintended consequences. It's a matter of thinking things through and making sure, to the extent possible, that we're mitigating those unintended... Because, you know, the road to hell is paved with good intentions. There's been lots of... back and forth on that with the local community, with health experts, the home line yards, with policing… We gotta figure out, are we creating unintended consequences for that community area, for the businesses around there? The province will consult with academics on that and do jurisdictional scans.

Unexpected outcomes can arise based on how the community perceives its return on a specific health and wellbeing investment that the community makes for the university community. C2 has expressed disappointment and frustration based on their perceived lack of public use for the Active Living Centre built on campus with City funding. Likewise, based on anecdotal information, the Councillor believes that a bicycle repair kiosk is also underutilized and questions whether the investment is worth the funding spent.

Social Equity. Members of the City Council are expecting outcomes in social equity from the post-secondary institution sector. C1 has seen how the Urban Work-Study project he has supported with another university in downtown Winnipeg has been changing attitudes, increasing tolerance, and expanding perspectives among Winnipeg's youth and young adults.

C3 has witnessed a growing number of people in leadership positions who are racialized persons and applauds the work being done on equity, diversity, and inclusion, even while acknowledging that much more work is needed. The City needs the diversity of perspectives and input that people from different backgrounds bring.

> C3: We have the diversity, but we need to work on the inclusion piece because representation does matter. Representation does matter, whether it's through the Black community, the Indo-Canadian community, Indigenous

> community, it does matter. Because it's about providing input from our lived experience into how we make society better.

As noted above, C3 sees the increased diversity and population increase introduced to the City through the University's international student body, but they are also concerned that the unanticipated outcome of this activity is the need to address diversity inclusion and representation in all sectors of the city.

One of the most significant areas of change for City Council is the inclusion of Indigenous peoples in the City and in working towards truth and reconciliation.

> C3: I can't emphasize enough the transformational change that governments are going through, recognizing the Truth and Reconciliation Commission, and the calls to action. It's also equally as important, and I think the University, does a really good job at this, is the work that they do with Indigenous governments. I really believe [the universities] do a good job on that.

City Building. The technical and planning expertise of university researchers is leading to better infrastructure (roads, bridges, etc), innovative neighborhoods (e.g. Southwood Circle), improved public transit systems, and neighbourhood planning. City Councillors appreciate the tangible road construction specifications generated through their funded Municipal Infrastructure Chair at the University of Manitoba. Participants are positively expectant about the development at the Southwood Circle of the University as a new way of designing community for sustainability and wellbeing.

The one area of unexpected outcomes that has been negatively referenced by several Councillors (C2, C3) is that of the rooming house concerns arising from the University's international student influx. The unanticipated impact of international students in the community has much that remains unresolved.

Community Organizations. Outcomes expected at the community level are closely connected to the organizational mandate and the community members among whom they operate.

Leadership and Good Governance. In the community, university faculty collaborations are realizing definite outcomes for community organizations in good governance as collaboration between O3's organization and university researchers exemplifies.

> O3: Really it helped us look at data management, which was actually at the core of the project. The idea was actually to help [my organization] build capacity in terms of our ability to collect and use data more effectively for the purposes of understanding the successes and the challenges that we face in implementing our model. So, it resulted actually in some very concrete things.

With university faculty member help, O3's organization has purchased a data management system and is able to track the participants in their services, as well as outcome indicators that tell them how well their services are supporting the community. The resulting information makes its way into organization promotional materials and into funding applications for future projects. The fact that they can attribute the information to reputable sources, has a significant positive influence on outcomes.

> O3: You know, it's incredibly helpful. And we can quote you know Dr. so-and-so at such-and-such university in this published document. So that's amazing. There were some publications… I don't think there was any formal peer reviewed publication, but there's a wonderful report [that is being referenced by others in the field]. I could go on and on. I think it's done a lot in terms of organizational development. So now we have core training for our managers on research and evaluation, program research and evaluation. More evaluations are actually being conducted. Some of the findings in the model research have helped us look at certain areas where there were also some gaps or deficits so it was helpful to help us improve programs and services.

Some unexpected outcomes for O3's organization include the additional work required to help organization staff adjust to the new data management technology.

> We had a lot of learnings around technological change, introducing new technologies. It's been a bit rocky because our team are really people focused. So, introducing a data management system, it's been challenging.

The other unexpected outcome for O3's organization is their ability to use the data to promote their organization, secure additional funding, and attract attention from respected individuals in the field. In fact, the project person who helped to implement the database management system now has additional funding to stay with the organization and help them use and grow the system. High profile scholars and leaders in the field are now supporting the organization through board membership and advising.

Environmental Resilience. No outcomes have been noted among community organizations for this area.

Economic Prosperity. All three community organizations work closely with people in poverty. The outcomes they are expecting will require university faculty and students to enter into the work with them. However, in O1's case, the University has restricted the activities in which students can be involved out of concerns for student safety. In O1's opinion, this also limits the students' learning and ultimately their learning outcomes.

> Students don't end up getting a full experience as to what the job would be like because there's built-in, boundaries that are stronger than what the workplace has. So that's sort of an abundance of caution right around keeping students safe.

While practicum placements are challenging for students, maintains O2, there are important learning outcomes that are gained by working through the misunderstandings that are often part of the cross-cultural experience.

> O2: We have to make sure that any students that have a problem, certainly it's okay to share with their supervisors, as they should. But please come and let's talk about it first. Because my big concern was here's a person who's going to go into a hospital setting or whatever and you are going to get into … you know, really. If you quit for something like that? No matter where you go there's going to be people that you don't agree with you, people who

> might upset you or make you feel bad. Let's work through it together. Let's find a way…

On the positive side, O2 relates that students tell them how much they value the practicum experience and that they learn "so much" through working in the community.

Good Health and Wellbeing. With their work among low-income populations, all three organizations have expected outcomes related to health and wellbeing for their community members. However, O2's organization has the most direct health-related outcomes.

While O2 expects the projects undertaken by healthcare practicum students to maintain ongoing health benefits for the community, they know how difficult this can be. One example of this expected outcome is a footcare clinic that has attracted attention from several working healthcare providers who maintain its ongoing operation. Another outcome for the community that has been achieved through practicum students is community members being matched with clinical physicians, an important outcome as many community members are distrustful of the healthcare system. A third outcome example is mitigating the effects of homelessness. Practicum students have noticed that the provincial ERIK initiative (Emergency Response Information Kit) relies on a physical home environment, which is problematic for those without a house in which to live. The students modified the kit to include a button, rather than fridge magnet, and collected emergency contact information for unhoused program participants of O2's organization. Ultimately, these healthcare services achieved for community members through placement students have the positive outcome of healthcare being provided free of cost for those who otherwise are unable to pay for the service.

One of the unexpected outcomes for O2's organization is the high demand for placement spots that exceeds the organization's capacity to adequately manage the placement experience for students. As a result of too many students and not enough staff or volunteers to support or

supervise the students, practicum outcomes were not in line with what students had hoped for and the program had to pause operations until changes could be made. It has also cost this organization one additional staff person to supervise students and ensure the smooth functioning of the program at the placement site.

Social Equity. The research project conducted by University faculty members with O3's organization has enabled the organization to utilize credible data to improve its service model and promote its use more broadly in the city. It has attracted attention from other service organizations in the field, as well as funding for additional service work. Faculty researchers who have a deep appreciation for social equity, who understand the trauma many community members have faced in their journey to receive justice, are able to mitigate potential harms to the community that may otherwise hinder O3's positive work in the community.

O3 relates an example of a negative unexpected outcome that happened much earlier in their career when a university PhD student spent a year researching the community with which O3's organization works. At the end, the published paper, while containing valuable insights to a sensitive topic, could not be distributed to the organization's board or community members. The reason, states O3, was that the paper's title was too controversial to be clearly understood by the community. Without cultural appreciation of the situation, neither the student nor their supervising faculty member were able to show the benefits of the research to the community it impacted most.

City Building. The community organization participants did not provide any comments about expected outcomes in this area.

Observed Impacts

The University's impact in the City of Winnipeg can be observed at different levels according to participant perspective and experience. At the macro level of observing the University and the community as whole entities, university administrators and City Councillors are best positioned to comment. While faculty members and community organizations note the impacts in relation to their work and community experiences.

Faculty. F1 looks to their students and is encouraged to see them learn the anti-oppressive practices that are taught in the classroom and practiced in the community. They hope that these students will become healthcare professionals that have a passion for their community and have the skills to be able to work with community in appropriate ways that will lead to empowerment rather than dependency. In considering their program's impact in the community, F1 is pragmatic:

> I don't really think, to be honest, that our projects have a huge impact on the systemic barriers that the communities face. My hope is that it's an upstream effect, impact, because the students have those experiences and form those beliefs. So, my hope is that it engages these future health professionals… in seeing the systemic barriers and committing to advocate in their future practice when they have more power to fight against those barriers.

When invited to share their opinion of the University's impact on the community, F1 is skeptical that it is having an impact.

> I would say, especially when comparing [the University to a different downtown university], I would say as an institution, U of M does not do a very good job of [integrating with community]. It's pretty independent. I would say [the Faculty unit] is different though. Like I think that [the Faculty unit] is very interdependent [with community]. But I think that U of M as a whole… and there are probably other faculties that are also doing that kind of thing themselves… but I don't think the institution is doing this... I think the institution as a whole is still an Ivory Tower.

The students in F2's program have been examples of the program's impact at an individual level. F2 indicates they are pleasantly surprised when students end up working for the community organizations where they did their placements.

> Sometimes [the students] completely change the focus of their interest because of the [practicum course] and the issues that come from the partners. They learn a lot of skills that are really important for professional practice in terms of flexibility and responding to competing interests and conflicting needs that are very difficult to teach in a different way.

Similar to F1, F2 believes their faculty unit is "fully interdependent" with the community, with impact being felt in both directions. When it comes to giving an opinion about the University's impact in the community, F2 is less certain.

> I don't know if I see that same relationship with the broader university. I'm sure that there's instances where there are, I'm just not as familiar and it… I imagine it takes multiple different forms.

With the University's strategic plan espousing attention to diversity, equity, and inclusion, the hope is that students, faculty, and staff from marginalized and racialized groups will feel validated and affirmed, but F3 does not see this happening currently. Rather, the faculty who represent those groups, and who are going above and beyond to support students from those groups are experiencing burnout because the University is not yet able to provide adequate supports or an appropriate culture in which they can thrive.

> F3: I think the lasting impact of that is going to be you're going to have professors or assistant professors like me who are doing above and beyond. The overwhelmingness of supporting [these] students whom I've never taught, and they found out that I'm there and they come find me in my office. And they're like, "Hey I have this problem" or "Can you supervise me?" or "Can you be on my committee?" It's like I'm the only person doing this work here right? So that reality, that hindrance is going to cause burnout. It's going to cause people to feel like there's not enough support for them.

For F3, the University is having a positive impact for Indigenous students and their communities, but not for other population groups.

> I think we do a phenomenal job in addressing and supporting Indigenous scholars and Indigenous peoples, but we don't focus the same with other people at the University. We just don't.

Ultimately, it is the University's policies and practices that represent the biggest barriers for faculty in the community. Whether this is in the lack of faculty and student support (F3), the cumbersome bureaucracy of institutional procedures, e.g. ethics approval (F2), or policies that put limitations on community activities (F1), the impact for faculty members is distrust and disengagement from the University's goals and initiatives.

Administrators. University administrators have a broader perspective that offer different observations of institutional impact in the community. A1 points out that the University is among the City's largest employers, which is echoed by A4:

> Well, I think, the economics, the research, all of that. I just see [the University] as the third largest city in Manitoba. So, I think the impact is significant.

A2 looks not just at the University's size, but also the quality of education being offered which leads to graduates who are enabled to take leadership positions with empathy, cultural understanding, problem-solving capabilities, and a passion to serve the community.

> When it comes to human problems and human solutions, that's what we train people for. And you know that fits into all six [City] priorities, because you might have a solution in terms of even city building.

Administrators also see the financial impact the University has in the community and are tuned into the published economic impact statement that graces the school's website. However, A2 expresses a desire to understand this statement at a deeper level, and asks,

> And then, you know, the question is, we do make a huge financial contribution as an institution to the overall budget of the city, right? We employ a lot of people, we teach a lot of people, we send a lot of people around the world to do jobs. But how do you parse that number? And where, are the specific moments when you see actual financial commitment to a community organization by providing admin support or research support or services in ways that are less about the University and more about the community organization?

A2 acknowledges that more could be done to support faculty work in the community and to articulate more clearly the University's commitment to its local community. The University will help to reduce and remove systemic barriers by first identifying what these are. This means that faculty need to be in the community.

> A2: First of all, I think that it helps us to identify [the systemic barriers]. So if researchers are just staying in the institution and they're not going out there into the world, they are not observing the barriers that exist out there. But also, they're not then modeling career paths into institutions that help to bring those barriers down in some respects.

The University is having an impact on the community, according to administrators, and it has a duty to know what these are to ensure that its impact is in the direction they hope and intend for it to have. A2 chooses to think about the positive ways the University impacts community:

> [When the University engages with community] lots of lovely things happen. Like, I'm going to mostly focus on the good things, because I think every time somebody starts with a research question and then takes it out into the world, it changes. It never stays the same if that person is truly trying to engage with the people they want to work with. There's always unexpected outcomes that happen in that relationship-building process.

City Council. City Councillors also recognize the University's financial impact on the City. C2 expresses it emphatically:

> I know the economic impact. I don't know your exact dollar amount, but I totally understand the economic impact, right? Huge, huge, huge. But I don't think a lot of people understand that.

Also, in terms of its workforce development:

> C3: It's creating employment for a large workforce. As I mentioned, that's one of the positive impacts is workforce development.

> C1: It's got the architecture, the ag, the dental, all the professional stuff, the law school, all of that.

But the University's impact goes well beyond employment and financial impacts. The University's presence in the City gives the City a sense of legitimacy, makes it visible on the

global stage, and improves the City's competitiveness. C1 notes the University's facilities attracts events to the City, including the Canada Games.

> C3: It's putting Winnipeg on the map as a place to do business. I mean that's one of the things that we're talking about now, how do we make Winnipeg more competitive.

> C4: The University of Manitoba has been…. It's such a critical component and presence in our city. And maybe this is too strong to say that it gives our city a sense of legitimacy, but the number of people, I mean, just the size of the student body.

The University has an important influence in "shaping the City of Winnipeg policy and public policy at all government levels," according to C4. This will have a lasting impact for years to come. This is particularly true, says C3, in relation to truth and reconciliation. C3 sees generations of Indigenous youth being prepared for contributions across the city and province.

> C3 You know it's great to see because it's all about [the Indigenous] youth… seeing individuals -- and it might be the first person in their family that they're seeing graduating and getting a degree-- so it's important that that happens and that continuity happens within the community, to empower not just economically but educationally and provide a wider range of options for indigenous communities.

Community Organizations. Opinions about the University's impact in the community are quite reserved, with most participants feeling unable to comment due to lack of awareness or knowledge of the University's long-term community impact. O1 expresses their feeling this way:

> To me, [the University's] a resource. It's either, sending resources into the community or participating in the community or supporting the community and community organizations even somewhat financially.

When it comes to how the University is changing systemic barriers in the community, O1 responds:

> I don't think [the universities] are creating any systemic barriers, other than, and I'll go back to, just some of the policies around, when [students] can and cannot work, what they can and cannot do. You know, that does become a barrier for both the student and the client they're working with. [So they're

> maintaining a system that has barriers within it?] Yeah, and actually in some ways reinforcing them. Like accentuating them. Yeah.

There is a role for universities in working to remove and reduce systemic barriers in the community, but according to O1:

> I could see the institutions making it their concern and collecting information, and seeing what the organizations are saying around barriers, and then being a voice or an advocate. I don't see that. But I could see how that could work.

Community organizations encounter systemic barriers all the time, says O2. Among the more significant barriers are language barriers and cultural barriers, but they also encounter housing and poverty barriers, as well as technology barriers. In terms of the current cooperation with the University, practicum program the students help in small ways but not in ways that really influence the root of the social problems they are facing.

O3 also experiences similar barriers in their community, as well as education barriers. O3 has found the cooperation with university researchers to be very helpful in addressing systemic barriers in their community.

> O3: I feel the researchers... What I really like is they always have a big picture perspective, so sure, going through the tenant files really gets into the weeds of things, but they actually are really strong at making connections around the work they're doing and supporting our work in addressing systemic barriers. I mean, there may not be a direct line all the time, but they know that if they can support [this organization] and that they produce something that's evidence-based and credible, then that will help us further our mission and the efficacy that we do on behalf of our families, our participants. I feel like that's always top of mind for them, actually. They're not just there to do their research and generate some findings and walk away. They're trying to think of how they can support a social goal or an advocacy goal.

With the help of university researchers, O3's organization has been able to work with other like-minded organizations to lobby for change with the local government for improvements on

behalf of refugee and newcomer families. O3 believes the University's work, through these researchers, has really helped to remove or reduce broader social barriers in the city.

Interview Results Summary

Through semi-structured interviews with individuals in the four stakeholder groups identified as most relevant for this study, i.e. university faculty, university administrators, City Councillors, and community organization members, a rich and detailed exploration of university-community partnerships has taken shape. Using the City of Winnipeg's community development framework that is based on the UN SDG framework, interview participants describe examples of university-community partnership goals and activities in which they personally participate to achieve local community development. Participants share expected outcomes and observed impacts of these activities in the community, which illustrate different ways the case study institution, the University of Manitoba, is impacting its local community, the City of Winnipeg.

The conversations surrounding tangible activities in the community provide opportunity to also explore the relational and systemic influences on these partnerships to grow a better understanding of how university-community partnerships function, and what contributes to their success or failure. Themes and trends can be extracted from these conversations which can be compared within the conceptual frameworks of this study, and which are discussed in the following section. A detailed overview of key points from the interviews are set out in tables provided in Appendix J, with a few highlights recorded here that are salient to the following discussion.

Goals. For faculty members and community organization members, goals are determined by the needs of the community and prioritize relationship development before task accomplishment. A consistent priority for these two stakeholder groups across different Winnipeg

development goals is to expand and enhance the capacity of community organizations to meet the needs of community constituents. These stakeholders work together to identify project activity that meets their respective needs, which are different but which through communication, planning, and relationship management become complementary. For example, faculty members look for practicum placements for students to enhance their learning and meet accreditation requirements, while community organizations look for volunteers to help carry out organizational tasks and extend the reach of their services.

University administrators and City Councillors view community development goals in light of institutional purpose, government mandate, and organizational success. First and foremost, both groups see the importance of the University for educating and training future leaders for the community. Student accessibility and representation of community demographics in the student body becomes a critical concern for meeting this goal. Knowledge to inform policy and practice is key. Ultimately, these stakeholders look to each other to enhance performance in a competitive national and global environment.

Actions. While this study represents a small sample of the University of Manitoba's actions in the community, they are indicative of some trends in higher education. Work-integrated learning through student placements in practicums and other clinical experiences is a growing area of interest for many universities in Canada (Universities Canada, 2024). Faculty perceive this activity to enhance learning for students and prepare students for post-graduation employment. Community organizations see value in taking on students to expand their service reach in the community and decrease service cost for community members from low socio-economic backgrounds.

Faculty also perceive similar needs between students and community members in tackling systemic barriers such as racism and underrepresentation of support for racialized groups. Certain

conditions are necessary for community activities to be successful. A learning attitude is key, along with understanding the effects of trauma, openness to diverse experiences, and seeing all people as "humans" without prejudice. Community organizations encourage partnerships with faculty members that bring these perspectives and attitudes into the community. They value knowledge that faculty bring which helps community organizations improve their services and advocate for removal of systemic barriers.

Two of the main barriers for faculty members and community organizations are the lack of time and resources to support partnership activity. These stem from university schedules and policies that limit student participation in the community, checks and balances on academic activity such as the research ethics review approval process, and lack of compensation for actual program costs. Additionally, university attitudes that fail to accept community-based goals such as diversity, equity, inclusion, and accessibility are deterrents for organizational change. University systems, such as lack of recognition for community work through the faculty tenure and promotion process, contribute to institutional distancing from the community.

Administrators and City Council members are looking for actions that improve their own services and accountability. Whether these are commitments to the Winnipeg Indigenous Accord, environmental targets, business development, or supports for constituent health and wellbeing, these stakeholders are responsible for their respective organizational mandates and constituents. Growth through underrepresented groups, whether this is local Indigenous communities, international students, or other racialized groups is seen as positive for both administrators and councillors. City Councillors qualify this, however, recognizing the work required to achieve social cohesion within this diversity.

Of the more significant barriers to activity for administrators is lack of information and communication about the University's partnerships in the local community. For City Councillors,

a significant barrier is in differing jurisdictional expectations with some frustration expressed over how the University is supporting international students with their housing needs.

Expected outcomes. Outcomes from faculty member expectations revolve around the student experience, with students obtaining skills to complement their classroom learning, and faculty research agendas. For community organizations, their expected outcomes relate to new services for more community clients with the assistance of student practicum participants. They also benefit from the application of faculty research to their organizational operations.

Administrators anticipate new partnership connections and interdisciplinary collaboration that sparks new areas of research and funding for the institution. As resources are invested, administrators expect more Indigenous students to enroll in programs and more of the general student population to be better informed of Indigenous cultures and knowledge. City Councillors are expecting the University's research expertise to draw talent to the city and provide a competitive environment for business development. They look to the University to help generate social cohesion in the city and prepare new leaders for local governance.

Observed impacts. Faculty members are hopeful concerning the impacts for students as they engage with and learn about their community and have seen transformational changes in student career expectations when students engage with the community. They are not hopeful that these activities will lead to sustained structural change as student influence in the community is narrow and limited. Without wider institutional support, they are also experiencing fatigue and pessimism about the long-term effect of trying to support community initiatives without adequate resources.

Community members agree that students can help in small ways but will not reduce systemic barriers in the community as a long-term impact. They appreciate the support and assistance from faculty members who help them link systemic barriers to their own services, to

increase advocacy and impact in the community. When considering the University as a whole, they do not see its community impact at this time.

University administrators and City Councillors both point to the significant economic impact the University has on the city, through its employment of a large workforce, its direct investments in the economy, its attraction of new populations and businesses, and its reputational influence. University administrators also point out that the University's impact is broader than its impact on the economy, effectively contributing to every area of the Winnipeg development plan.

With data collected through document analysis, surveys, and interviews, and reported through the sections above, the study now turns to a discussion of results to probe the discoveries made in greater depth.

Results Summary

University of Manitoba documents communicate the breadth of the institution's activities in all of the City of Winnipeg's development goal priorities. Activity alignment with the city's priorities, however, is not clearly articulated, appearing to be more serendipitous than intentional. References to "community" are vague without identifying the University's purpose or strategy regarding common goals with the Winnipeg community. While the University has identified and described their objectives concerning seven priority goals taken from the United Nations Sustainable Development Goals, it has not attempted to align these priorities with its local community.

University planning documents describe an aspirational goal for the University to be a transformative force in the community, identifying and removing systemic barriers to ensure access for historically marginalized and racialized groups, such as the province's Indigenous communities (University of Manitoba, 2024e).

Survey participants confirm that the University's collective activity contributes to all six of the City's development goals. Both university and community respondents consider "teaching" to be the University's most impactful activity. While university respondents also see "research" activity as having a high positive impact for Winnipeg, community respondents are uncertain about the value that research brings for the city and suggest that "service" is of greater value. Although most survey participants see the University contributing towards the removal of some systemic barriers, several community respondents see the University adding systemic barriers in some areas.

Survey responses from University faculty and administrators indicate that the institution shoulders more of the responsibility and capability for community development in the city than either the City or community organization respondents believe they do. Community respondents are generally unaware of the University's goals or commitments towards the city. Most survey respondents, across all four groups, see the University as more "independent" from the city than it is "interdependent" with it.

Interviews reveal the differences and similarities between the four participant groups included in this study in greater detail. Faculty and community organizations demonstrate a common understanding of many aspects of University-community partnerships and the relationships within them. They develop goals and project plans that are highly focused on the needs of the community, looking for ways to fill gaps in community services and capacities. Administrators and City Councillors look for ways that the other can enhance their competitiveness, focusing on growth and development.

Interview participants identify the systemic barriers both in the community as well as within the University that they must navigate to ensure their objectives are met. Ultimately, faculty members believe the University is having very little impact in the local community currently, although they recognize the potential for positive impact to happen. University

administrators, however, promote the many positive outcomes and impacts the University is having in the community. City Councillors and community organizations are divided as to whether the University's impact is positive, neutral, or negative. Several participants suggest that better communication and understanding of each other would help both to promote their relationship into a positive and healthy growth trajectory. Key points from all three data collection methods are summarized in Table 5 below. Detailed summaries of data collected are in Appendices H, I, and J.

Table 5

Summary of Key Data Collection Points

	Document analysis	**Surveys**	**Interviews**
Goals	• University goals in 7 SDGs • Aspires to bring transformational change to community • Asserts its leadership position in the province	• University goals largely unknown in community • Faculty & community organization goals align well	• Faculty & community organizations focused on community needs • Community organizations want to expand service capacity • Faculty want to enhance teaching and research through community engagement • Administrators and City Council want to enhance competitiveness and programs; focused on city/province needs
Actions	• University actions in all 6 Winnipeg development goals	• Actions relevant to all 6 Winnipeg development goals • Lack of time for faculty and funding for community are barriers	• Activities relevant to Winnipeg development goals are taking place in different disciplines across the University • Several university policies and systemic processes create barriers • Lack of information sharing impedes community partnerships

Outcomes	• Increased enrolment of Indigenous students • The University's environmental targets are being met	• Teaching provides most significant outcomes in community • Research value is uncertain for community	• While some positive outcomes are evident in community, many barriers still exist
Impacts	• Large economic impact ($7.3 billion annually)	• The University is more independent than interdependent	• Very little impact socially, significant impact economically • Aspirational transformative influence in the community is not evident yet

Chapter 5: Discussion

This study has looked at the University of Manitoba as a case study for examining the question, *what is the impact of higher education – community partnership on the achievement of community-level sustainable development goals?* The research uses a program evaluation framework to identify the goals, actions, expected outcomes, and observed impacts of the University in relation to the local sustainable development goals of the community in which it is located, that is the City of Winnipeg, Manitoba, Canada. The first part of this discussion provides a description of the University of Manitoba as a case, as deduced from the data collected through document analysis, group surveys, and interviews. This evaluative description of the University provides the context for the critical analysis to follow. It is not meant to be a comprehensive description of all the University's activities, but rather a sample of what was gathered through the means described to demonstrate the process of the methodological framework for this study.

Since the UN SDGs point out that goal attainment on a broad scale requires partnership, the study examines with particular interest the University of Manitoba's partnerships in the local community and the relationships within them. Consequently, the first critical examination of the University's impact is conducted in terms of its partnership activity in the local community. Within

partnership activity, this study presupposes that “relationship” is a key influencer on the efficacy of the work done and the goals achieved. While there are many veiled and nuanced components to understanding the nature of a relationship, such as attraction, trust, and respect, the research analysis conducted here focuses on four relationship qualities that may be readily observed and described, i.e. aligned values or goals, shared responsibility, mutual capability, and organizational commitment. These qualities are best observed through the actions and interactions of the partners in the relationship. The first critical analysis of the University of Manitoba’s case is conducted in terms of its orientation towards community interdependence and wellbeing as observed through the Integrative Relationship Framework described in the theoretical framework portion of this study.

In exploring impact through the denominator of “partnership” the study is not just interested in the “what” of university activity, but also the “how” and the “why” of its engagement in the community. The Integrative Relationship Framework analysis begins to address the question of “how” impact is achieved within community-university partnerships. The second point of critical examination, subsequently, will use the Integrative Community Development framework to explain the “why” of this University’s particular impact in relation to its orientation to community development.

The application of these frameworks to this single institutional case also tests the applicability of the Integrative Relationship Framework and the Integrative Community Development Framework as a possible model for other post-secondary institutions in other contexts. Following this evaluative process, the discussion will highlight the strengths and limitations of this theoretical methodology and will point to recommendations for further research and application.

The University of Manitoba's contributions to Winnipeg development goals

Using a program evaluation framework of goals, actions, expected outcomes, and observed impacts across three different data collection methods (i.e., document analysis, surveys, and interviews), the study has collected a robust data set to describe the University of Manitoba's contributions to Winnipeg's sustainable development goals. While the three data sets provide a triangulated perspective on the University of Manitoba as the case study in this research, they cannot be considered comprehensive. Nor does the data propose a complete impact assessment of the University in the City of Winnipeg. The purpose of the data is to examine the University's local partnerships and relationships within the city to demonstrate the application of the theoretical frameworks and to suggest ways the University might strengthen its relationship with its local community.

The City of Winnipeg, having recently released its *2045 OurWinnipeg Development Plan* (Winnipeg, 2023) based on a synthesis of the UN Sustainable Development Goals, forms another framework to ensure data collection matches the City's local priorities. These various data collection methods have produced the following description of the University of Manitoba's contributions to Winnipeg's development goals.

Goals

The first research sub-question asked is, "*What community-level SDGs are HEIs and communities partnering to address?"* In considering this question, responses include a discussion of which localized SDGs the case study institution is addressing, which SDGs are addressed by its local community, and which goals are being achieved through university-community partnerships.

The University of Manitoba has stated in its current strategic plan that it is prioritizing seven of the 17 possible UN SDGs: (i) SDG #1 no poverty; (ii) SDG #2 zero hunger; (iii) good

health and wellbeing; (iv) SDG #5 gender equality; (v) SDG #6 clean water and sanitation; (vi) sustainable communities; and (vii) SDG #16 peace, justice, and strong institutions (University of Manitoba, 2024e). The localized development goals for the City of Winnipeg include all 17 UN SDGs that are synthesized into six community priorities: leadership and good governance, environmental resilience, economic prosperity, good health and wellbeing, social equity, and city building. At least one University-prioritized SDG corresponds to each of the six Winnipeg development goals (WDGs) articulated in its *2045 OurWinnipeg Development Plan* (Winnipeg, 2023). Despite limiting its stated commitment to these seven UN SDGs, it is apparent that the University's goals, and that of its faculty, administrators, and community partners are much broader than this.

Leadership and Good Governance. The first development goal for the City of Winnipeg is "leadership and good governance", which combines the UN SDGs of "peace, justice and strong institutions" with "partnership for the goals." University documents, particularly its strategic plan (University of Manitoba, 2024e), talk of the University taking a leadership role in the development of the province's future, which would include the city of Winnipeg, although the city is not named. The strategic plan mentions throughout the importance of working together with the community, which again would imply involvement with the city of Winnipeg, although this is not articulated clearly. By using the term "community" ambiguously, it is difficult to discern the scope of the University's proposed strategic actions as it may apply to the city of Winnipeg, but equally to communities elsewhere in the province or even to communities in different countries. A contextual understanding of university documents suggests that "community" also frequently refers to the institution's own internal university community. This ambiguity may be purposeful in order to enlarge the University's scope and range of application. Nonetheless, it contributes to

uncertainty concerning the University's intent and purpose for the city of Winnipeg, the community in which its main campuses are located.

Faculty member goals and community organization goals appear to align well towards this goal's achievement. Faculty members in this case study see community involvement as necessary to achieve professional interests of enhancing teaching and research, but which also fosters a sense of personal fulfillment and purpose. They talk about the importance of exposing students to the wider community so that they develop an informed and compassionate understanding for community members, a building block for peace and justice in this city. This is a goal shared by community organizations, that are often at the forefront of implementing social innovation, business development, and community support. These objectives pair particularly well with Winnipeg community organizations that are working with marginalized populations in the community and are looking for ways to expand community services on limited budgets.

University administrators support the institutional goal to help students develop a community-minded, holistic perspective that will underpin their future as working professionals. Both administrators and City Councillors see the University as a vehicle for producing graduates who become leaders in the local community. The University's influence through the educational and socialization process is important for the city's future, as graduates come away with professional and general leadership skills, as well as a sense of civic responsibility and willingness to contribute to the community. While goals align in this area, there is little evidence of partnership action between the University and City Council to achieve the desired community outcomes.

Environmental Resilience. The next Winnipeg development goal encompasses six UN SDGs: "clean water and sanitation", "affordable clean energy", "responsible consumption and production", "climate action", "life below water", and "life on land." Despite the University naming only the first UN goal of "clean water and sanitation" in its strategic plan, its STARS

report shows much activity in all of the categories included in this Winnipeg development goal. The University's research plan identifies its goal to lead climate innovation in a northern climate and its climate action plan sets goals for energy consumption, transportation, waste reduction, and land restoration. While the University clearly has many goals related to environmental resilience, its documents tend to focus on work done either on campus or beyond city limits, e.g. on arctic research, and work with rural Indigenous and international communities. Perhaps this helps to explain the relatively low priority that faculty and administrator survey respondents place on environmental resilience in relation to the city of Winnipeg.

University administrators highlight several institutional goals to meet specific environmental targets, e.g. to improve waste efficiency and apply innovative environmental resilience practices in relation to the new Southwood Circle development. The University is making investments in this area but planning documents do not reference local partnerships for achieving environmental goals. This leaves the impression that the University is pursuing environmental SDGs for its own purposes, without a link to the broader environmental efforts within its local community. While a focus on university efforts towards environmental sustainability may be commendable, this is perhaps an area of missed opportunity for collaboration with the University's local community.

City councillors are conscious of the importance of environmental resilience, ranking it among its top three priorities. They see the University being a champion of local environmental efforts, despite the lack of Winnipeg partnerships being mentioned in university documents. This is a goal area that may benefit from more conversation between university members, City Council, and community as the study shows considerable potential for partnership achievement despite few environmental partnership results being noted in this study.

Economic Prosperity. This Winnipeg development goal incorporates the following UN SDGs: “no poverty”, “quality education”, and “decent work and economic growth.” University faculty survey participants place this as their third priority overall (3/6), recognizing that “quality education” is closely related to their professional priorities. “Quality education” also intersects with “decent work and economic growth” through community-based learning programs that prepare students for employment after graduation, as well as challenging them to apply their theoretical learning in practical situations. Both faculty members and community organizations believe that achieving this goal, through student practicum placements, will positively impact city institutions, such as the healthcare system, as university graduates take up employment, bringing a critical and informed perspective about community lived experience into their workplace.

University administrators are also focused on providing a comprehensive education for students that is relevant to community needs. They are looking at city demographics and setting goals for the University’s student body to mirror the city and province in terms of population group proportions. For university administrators interviewed, this means additional recruitment efforts among Indigenous students within Winnipeg and beyond. Faculty point out that this should also include recruitment from local racialized groups, but they do not see the University making itself relevant to racialized group needs and interests.

City councillors are conscious of the significant economic development the University brings to the city, attracting talent from elsewhere, and growing the city’s population. They consider the University as one of the institutions that helps the city be competitive on the global stage, through the knowledge and innovation generated, the world class facilities that support research and which can host city-wide events, and through the sheer numbers of students and employees that the University maintains. Survey respondents see economic prosperity as a top three priority for the city.

Community organizations interviewed also see this goal as a high priority (top three), but their focus has a narrower scope. For community organizations that work with those living within poverty, partnership with the University expands their reach and impact in reaching the "no poverty" sustainable development goal, by bringing additional resources (e.g. student volunteer help) and skills (e.g. research) into the community environment. As one interviewee expressed, they see the University as a resource to support their work and if the cost-benefit does not work in their favour, there is no motivation for them to engage with the post-secondary sector.

In this area, it seems odd that the only University-prioritized SDG named in strategic planning documents should be "no poverty", especially since "quality education" has such resonance with its own teaching mission. Faculty are making demonstrable efforts in their teaching to ensure students are prepared for their careers and administrators speak of the University's overall economic impact for the community, yet the SDG of economic growth is not identified as a university priority. Reducing poverty is a complex task that must integrate many sectors and spheres of influence, an appropriate area that could benefit from the University's involvement, and yet its role and goals in this respect seem unclear. University faculty are working with community organizations to enhance teaching and expand community capacity, but these goals have no clear link to the University's SDG priority of "no poverty."

University goals related to the City's goals for "economic prosperity" seem disjointed and disconnected from local community interests. Aside from membership in the local community Chamber of Commerce, there is little evidence that the University engages in dialogue with the City of Winnipeg about how it's efforts contribute to the community's growth and development. This is again, an area for further discussion and exploration.

Good Health and Wellbeing. The City incorporates both zero hunger and good health and wellbeing from the UN SDGs into this local development goal. The University's strategic

documents also identify both zero hunger and good health and wellbeing as top institutional priorities. University faculty see this as a high priority (2/6) in the survey and interview participants talk about their goals to work towards filling healthcare gaps in the community by providing needed services together with community partners for those who cannot afford them.

University administrators speak about the institution's objectives to fill healthcare gaps in reference to the local shortage of needed health care service providers. The University's goals of graduating more medical professionals to fill positions in an overburdened healthcare system, is a direct response to community needs, according to one administrator interviewee. Despite this positive response to community need, faculty experience institutional barriers to their attempts to fill health care service gaps. The message from administration is for faculty to not address community needs that should be managed by a different community provider. These two goals seem to be somewhat at odds.

City Councillors rank healthcare relatively low (5/6), likely due to the jurisdictional boundaries of the healthcare system being a provincial responsibility. Still, they recognize that university research and innovation helps the City implement appropriate health related policies.

Community organization survey participants also see health and wellbeing as a high priority (2/6). Interview participants see the needs their community members have and the systemic barriers that prevent them from accessing appropriate and timely care. Their goal is to meet community need for wellbeing, which is multifaceted and covers different healthcare areas. Partnership with the University can help them achieve these goals.

Social Equity. University faculty members, administrators, and community organizations all seem to agree that this local development goal, which includes UN SDGs "gender equality" and "reduced inequalities", is a top priority (1/6). In its documents, the University identifies as a leader in social justice, with ambitious goals for Indigenous reconciliation, diversity-equity-inclusion

practice, and reducing systemic barriers. Despite these various goals that prioritize reducing inequalities, only “gender equality” appears as a prioritized UN SDG in the institution’s strategic documents.

University administrators talk about goals to make the University accessible for all students, becoming a “school of choice” for Indigenous students, and training young Indigenous leaders to take on responsibilities for serving the needs of their own communities and populations. Faculty goals include advocacy for students from all racialized groups and communities. One faculty participant suggests that “social equity” at the University has been equated with equity for Indigenous students, but not for students from other racialized groups.

Only City councillors rank the “social equity” goal low in the survey (5/6), perhaps also due to this not falling into the respondent’s specific policy portfolio. They do see value for the role that Universities play in meeting City goals for social cohesion through education, community forums and even recreation events. One Councillor asserts “social equity” is one of the top three areas in which Winnipeg universities are having the greatest positive impact in the city.

City Building. University faculty, administrators, and community members are once again in agreement on this goal, ranking it last among city priorities in the survey (6/6). The University identifies the UN SDG “sustainable cities and communities” as one of its top strategic priorities, but the Winnipeg development goals also include “industry, innovation, and infrastructure” in this goal category. The University’s strategic plan aspires to lead in the creation of “sustainable interconnected communities that foster authentic relationships” (University of Manitoba, 2024e). As administrators reveal in the interviews, this pertains to the innovative approaches being explored through the new Southwood Circle development adjacent to the campus.

City councillors, however, see city building as a top three priority. In this area, the University of Manitoba is a direct partner with the city through the Municipal Infrastructure Chair.

Several interview participants from City Council reference the valuable research work that is helping the city to improve infrastructure technology and quality of city construction and repairs.

It seems evident from the overview above that the City and the University have several common goals, such as leadership and governance, as well as economic prosperity. There is also some disconnect in the priority alignment between the City and the University in the areas of environmental resilience, health and wellbeing, social equity, and city building.

From the available information, partnerships between the University and the Winnipeg community can be identified in each Winnipeg development goal area, although scant information about some is available through data collected in this study. Partnership actions are described in further detail in the following section.

Actions

The second research sub-question asked in this study is, "*What actions are HEIs undertaking in partnership with community organizations to achieve localized SDGs?"* This is further expanded to explore the perceived value of higher education in the community, the perceived barriers that limit university-community partnerships, and the relationship qualities observed in the interactions between university members and community members.

The University of Manitoba, as with any post-secondary institution, offers four primary actions: teaching, research, service, and institutional practice. The first three mirror the tasks assigned to faculty members at the University, which collectively can be said to be "the University's" contribution to society. The fourth represents an activity that is often not mentioned in terms of institutional social contributions, but which in fact has considerable social impact. Institutional practice refers to university policy, processes, and practices concerning its programs, supports, and facilities. University practice can be a model for the wider community, a test

environment for theoretical application, or a direct influence on the community through its policies and treatment of resources.

Survey participants across all four demographic groups (faculty, administrators, City Councillors, and community organizations) have identified “teaching” as the activity that is perceived to have the highest general value for the community. University faculty and administrators believe that “research” has the next highest value for the community according to survey participants, while community organizations and City Council consider “service” to have the next highest value for the community. All four groups see “university practice” as having the least value for the community.

The social purpose of these actions, as noted earlier in this study, is to contribute to a knowledgeable society, a just and stable society, and a critical society (Brennan et al., 2008). In fulfilling its purpose, the University educates students, who are socialized, credentialed, and provided with the human and social capital to succeed in their chosen careers. They carry values that promote justice in the community, thereby ensuring social cohesion over time. The University, through its faculty members, also fosters critical thinking, in all areas of its activity, to facilitate improvement, growth, and development.

The University is also a bureaucratic, highly stratified system, which tends to be oriented towards standardization and isomorphic regulation of practice. These characteristics enable it to function as a unified entity across a broad range of diverse disciplines. They also can become barriers to innovation, relationship, and relevance to community. As actions unfold, relationship qualities can be observed and assessed. The actions outlined below follow the Winnipeg development goal framework used above, across all three methods of data collection, i.e. documents, surveys, and interviews, and offer synthesized perspectives from faculty members, university administrators, City Councillors, and community organization members.

Leadership and Good Governance. University activities that contribute towards Winnipeg's "leadership and good governance" goal are summarized by: (i) teaching: preparing future leaders; (ii) research: community capacity building; (iii) service: institutional and individual contributions to community; and (iv) university practice: partnership development.

Teaching: Preparing Future Leaders. Teaching communicates knowledge and skills that prepare graduates for future life, many of whom go on to take leadership in government, business, social services, and nearly every sector in the city. Many of the relationships noted between the Winnipeg community and the University may be traced back to individuals who earned a degree at the University of Manitoba. This speaks to the importance of the University's alumni network as a development force to be considered. It is unclear from this study how much of an influence this action has through the involvement of university graduates in leadership positions within the city, but anecdotally all four participant groups, i.e. faculty, administrators, City Council, and community organizations, seem to view this as a significant contributing activity of the University's influence in the local community.

Fostering leadership and good governance can extend beyond university classrooms through public forums hosted by the University, such as the "Big Ideas" podcast hosted by the current university president, Dr. Benarroch, and which frequently are done in partnership with local community voices from various sectors in the city. These spaces for the community to dialogue on social issues and concerns can communicate knowledge and information to a broad audience and influence public attitudes. City Councillors appreciate the opportunities to speak at university events and classrooms as a way to communicate with a wider audience. Whether or not these university events in the community are planned around joint interests between the City and the University is unclear, but worth further investigation.

Research: Community Capacity Building. University faculty and students can contribute to a community organization's governance by doing research work that the organization has no capacity to do itself. As demonstrated by study participants, this can include leadership development and management practices by exploring research gaps, building a best-practice knowledge base useful to the organization's purpose, reviewing government policy, searching for appropriate funding sources, and acquiring management tools.

Service: Institutional and Individual Contributions. As the University steps forward in service to the community, members outside the institution recognize it as a contributor towards the public good. Several examples of service are referenced in documents and interviews. Historically, the University of Manitoba has led significant actions to support peace and justice for the city of Winnipeg, as exemplified by its contribution to various war efforts in the past century. The University's participation in the Winnipeg Indigenous Accord is a current example of the University's leadership in the area of truth and reconciliation. University members sit on various community boards, councils, and associations, contributing expertise and higher education perspectives into community initiatives.

University Practice: Partnership Development. The area most spoken about by faculty member interviewees related to this development goal is the process of partnership formation and maintenance. Faculty see themselves as being the primary partnership builders with community organizations. While students benefit from the day-to-day activities of practicum placements with community partners, their experience is short-term and bound within set schedules. Continuous action on the part of faculty is necessary to communicate, evaluate, plan, and problem-solve together with community partners. Faculty emphasize the importance of going into community partnerships with a learning attitude, to acknowledge limitations of personal knowledge and to recognize and respect the knowledge within community.

Partnership development activity appears to be largely based on informal arrangements between faculty members and their contacts in the community. A measure of university oversight and control is involved if external funding is secured, but otherwise relatively little institutional knowledge or support is available concerning local community partnerships. University administrators, while seeing their role as linking and supporting faculty partnerships in the community, are unable to speak comprehensively about local partnership activity. A central support office for community engagement is siloed, according to faculty, and does not offer the type of support meaningful for faculty-based partnership, particularly among faculty members who have longstanding community partnerships.

Environmental Resilience. University activities that contribute towards Winnipeg's "environmental resilience" goal are summarized by: (i) university practice: institutional SDG targets; (ii) university practice: partnership to achieve institutional goals; and (iii) research: community capacity building.

University Practice: Institutional SDG Targets. University documents paint a detailed picture of the University's practices to promote environmental resilience on campus and beyond. The STARS report, along with several strategic planning documents, points to the University's efforts to incorporate sustainability education into courses within every program but do not describe university activities in terms of local partnerships. The University has identified clear goals for waste reduction and energy efficiency to be achieved partially by 2030 and fully by 2050. The University also has specific initiatives to increase public and active transportation options, along with many other areas reviewed through the STARS rating system.

University Practice: Partnership to Achieve Institutional Goals. Administrator interviewees reference the environmental initiatives and goals named above and provide additional context concerning their partnership activities. University waste reduction goals involve the City

of Winnipeg and energy efficiency goals rely on a partnership with the provincial Manitoba Hydro corporation. Transportation goals are assisted by Winnipeg Public Transit. Administrators reference the significant investments these partnerships represent for both the University's and the city's environmental footprint. Courses from various disciplines provide an interdisciplinary perspective on environmental sustainability but do not appear to involve community partnerships.

Research: Community Capacity Building. Environmental research is an area that City Councillors value, referencing work the University has done in terms of flood mitigation research, sewage treatment innovation, and the University's championing of environmental and climate action activities. Whether these initiatives involve community partnership is unclear, although their influence is felt within the community.

From collected data, it seems that the University is undertaking many activities that demonstrate its institutional commitment to environmental resilience, but which may not involve community-level partnerships.

Economic Prosperity. University activities that contribute towards Winnipeg's "economic prosperity" goal are summarized by: (i) teaching: community-based learning; (ii) teaching: community capacity building; (iii) research: capacity building; (iv) service: business development support; and (v) university practice: economic prosperity gap.

Teaching: Community-Based Learning. Faculty interviewees are interested in building partnerships with local community organizations to enrich teaching and student learning through practical experience as they work towards "quality education" goals. Faculty members are key connectors for students to become involved in community organization work through practicum placements. Community organizations also participate in the teaching process by sharing their local knowledge and area expertise with students, mentoring them through their site learning, and

evaluating their response to the experience. They carry substantive responsibility in the partnership for the student's learning process.

Teaching: Community Capacity Building. According to administrators, the University's efforts are focused on Indigenous success, both in terms of individual students and local communities. They are working intentionally to educate Indigenous graduates who can subsequently meet the needs in their communities in ways that can preserve the knowledge and cultural practices of those communities as they grow their own economic development capacities. It is unclear from the interviews whether these efforts involve specific partnerships with Indigenous communities within Winnipeg, although several partnerships with communities elsewhere in Manitoba are mentioned.

Community organizations in Winnipeg note the benefits that faculty and student time and expertise contribute to organizational success. In particular, the expansion of resources, both in terms of time and funding, that can be accessed through partnerships with university faculty and students is valuable for community organizations. Student practicums expand available time contributed to community outreach and services. The knowledge exchange through student practicums, for the most part, is valuable to students, faculty, and community members alike.

Research: Community Capacity Building. University faculty members bring access to grant funding and research capabilities which are helpful for community organizations to improve and function at higher levels of effectiveness. Faculty members can fill community gaps for knowledge generation that community organization members do not have capacity to conduct for themselves. As a result of university research, one of the community representatives interviewed tells how their organization has been able to give leadership within the city's immigrant settlement sector on the basis of solid data demonstrating the efficacy of their program model.

Service: Business Development Support. The University of Manitoba directly supports business and economic development in several ways. Documents highlight the business start-ups supported by the University, often using innovations generated through faculty research and community business partners. The University fosters relationships with the local business community, recognizing entrepreneurial achievements and hosting events to explore topics such as the nature of work, or the impact of new industry competitors. University members participate in community economic development boards and likewise, community members sit on university planning boards and committees. City councillors recognize the University's influence in the area of economic prosperity through its graduates, many of whom have gone on to found new successful enterprises in Winnipeg.

University Practice: Economic Prosperity Gap. Faculty members also recognize gaps in university practices that have impact on the University's economic prosperity directly, and the city's economic prosperity indirectly. One faculty interviewee points out that the University is currently failing to address the area of student enrollment from underrepresented and racialized groups. This concern stems from a perception that the Winnipeg demographic is changing, and the University is not keeping pace.

Good Health and Wellbeing. University activities that contribute towards Winnipeg's "good health and wellbeing" goal are summarized in terms of: (i) research: health practice improvements; (ii) teaching: community capacity building; and (iii) university practice: community support for student wellbeing.

Research: Health Practice Improvements. The University of Manitoba is home to leading facilities in medical research and practice. Healthcare programs have innovative interdisciplinary approaches to teaching and research according to university documents. Faculty interviewees talk about how these interdisciplinary activities and practices in healthcare can assist communities well

but can be difficult to manage over time to ensure that community needs are truly being met in ways that are meaningful to them. The example of the WISH Clinic closure demonstrates this challenge.

Teaching: Community Capacity Building. Faculty supervise student practicums and arrange for services to be provided through community partners that are filling gaps in Winnipeg's healthcare system and are reaching people who would otherwise not have access due to systemic barriers of language, culture, low socioeconomic status, and other concerns. These programs combine teaching with service to increase learning effectiveness for students and without cost for community participants. Community organization members talk about the importance of future healthcare providers to work with their community members, learning their culture and language, identifying the barriers they face in accessing healthcare, and gaining their trust.

Administrators talk about additional health care practicum programs run by the University that offer services directly to community members without working through a community partner. These function as a user-pay model albeit at a much lower cost than the market value (e.g. dentistry) or are offered free of charge (e.g. psychology), since practitioners are students, still learning their profession. The data does not mention if any of these latter activities involve partnerships in the community.

University practice: Community Support for Student Wellbeing. An interesting activity referenced in several places is the University's reliance on the hospitality and contributions of Winnipeg community members to university students. University news documents highlight programs for international students to become familiarized with the Winnipeg community, access culturally relevant support communities, and acquire items suited to their cultural preferences. A university administrator indicates the local community is expected to give wellness support for newly arrived international students, although no mention is made of how the community is

enlisted to provide this support or whether the community has been involved in designing this support activity. A faculty member mentions the importance of family and community support for students from racialized groups in the student's post-secondary education pursuit. The faculty member works personally with a community organization to help community members understand their role in supporting university students.

Social Equity. University activities that contribute towards Winnipeg's "social equity" goal are summarized by: (i) teaching: critical awareness development; and (ii) University practice: diversity-equity-inclusion awareness. It also includes a social equity gap.

Teaching: Critical Awareness Development. Faculty member participants in this study demonstrate a keen awareness of social equity and other inequities both in the community and on campus. One speaks about their practice to teach students about earned vs. unearned privilege and rights, which is reinforced as students see this within the community population they are serving during practicum. Practicum community organization hosts also work with students, helping them to gain trust with community member participants, showing them how to interpret what they are seeing and hearing through a trauma-informed lens. At times, community members with lived experience of course-relevant topics are invited to campus to share their knowledge and experience. Community organizations and faculty want students to understand community realities and know how to navigate differences so that they can take these skills into their occupations and professions after they graduate.

University Practice: Diversity-Equity-Inclusion Awareness on Campus. Much of what is written in university documents describe university practices to attempt to address social inequities on campus. Study participants indicate that this is an area of primary importance and critical impact. They reference efforts such as awareness events to celebrate particular cultures like the Indigenous Pow Wow and various events throughout the year; scholarship funding that eases the

burden for those with low socioeconomic backgrounds; hiring practices that support gender equity; the University's participation in city-wide Pride Week festivities, etc. These initiatives are to promote an inclusive and supportive campus for all students and staff of diverse backgrounds.

University Practice: Social Equity Gap. The reality, according to faculty, is that the University has a long way to go in this area. While the many initiatives to support Indigenous students and their communities are noted as good efforts in the right direction, minority students from other racial backgrounds are feeling under supported and faculty who represent these minorities are overburdened with the task of mentoring and supporting them. One faculty interviewee works with a community organization they founded to support Black students on their secondary and post-secondary education journeys. They are tackling significant equity issues, such as racism as a mental health concern, on university campuses and in local communities across Canada, including at the University of Manitoba. Faculty see possibilities for the University to make a significant difference in the area of social equity but declare that the University is not there yet. They maintain that not until University practices and systems are changed to reflect a decolonized worldview can the University of Manitoba achieve its goals in this area.

City Building. University activities that contribute towards Winnipeg's "city building" goal are summarized by: (i) research: planning and infrastructure expertise; (ii) teaching: community-based learning; and (iii) university practice: community development.

Research: Planning and Infrastructure Expertise. University documents and administrators refer to the University's substantial expertise and research in areas that support city infrastructure, planning, and design. With the City's funding, in partnership with the province and local construction corporations, the Municipal Infrastructure research chair is a good example of this collaborative activity. City Councillors also talk about research that supports flood mitigation efforts, transportation concerns, and rooming house impact in residential neighborhoods.

Teaching: Community-Based Learning. Faculty members identify entire teaching programs that rely on community-based learning and partnerships with local organizations. In these contexts, students might contribute fresh ideas to community planning and participate in research that fills a knowledge gap within the community organization, while they are learning how to appropriately apply their course learning in real time.

University Practice: Community Development. University administrators mention larger projects, such as the Southwood development, that reflect both university practice and service to the community. As a "living lab" environment, the Southwood Circle will monitor new environmental innovations and feed knowledge back into the city's planning and development community.

As "city building" is a top priority for City Council, and the University attracts many people to the neighborhoods near to it, perhaps it is natural for City investments to be made that enhance both the campus and its surrounding neighborhoods. The City's rapid transit system transports people from downtown to the campus with multiple stops in between. The City's investment in a new Active Living Centre on campus aims to serve the campus community as well as south end neighbourhoods nearby. The National Centre for Truth and Reconciliation located on the University campus supports the University's Indigenous plan as well as the Winnipeg Indigenous Accord.

Perceived Value of the University's Actions. The actions and interactions that the University of Manitoba has with its local community are undertaken with certain motivations and perceived values. The collected data reveal insights into how different population groups perceive the purpose and value of higher education in relation to community wellbeing. The first four of the following topics are valued from the perspective of university faculty and administrators. The latter two topics are valued from the perspective of City Council and community organizations.

Enhance Teaching. Faculty members work and interact with community at a grassroots level where interactions are closest to the lived experience of community members. The perceived value of developing community partnerships is closely related to their areas of work. They believe that teaching is enhanced through work-integrated learning with community practicum host organizations. Community-based experience helps students to understand how theory can be applied in "real life" situations, which prepares students for situations they will encounter in their post-graduation employment. As many students come from privileged backgrounds, working with organizations that are actively supporting lower socio-economic neighborhoods and populations gives an opportunity for students to learn cross-cultural skills, grows awareness of the challenges and barriers facing some segments of society, and involves students in problem-solving with complex social problems. Education, from the student's perspective, takes on new meaning and purpose through its practical applications, sometimes even redirecting a student's chosen career or giving clearer focus for concentrating future efforts in a particular area.

Improve Research. Faculty members also point out the value of connecting with community for research, basing their studies in topics relevant to community members who can take the findings and translate them in improved organizational management, new funding applications, or new connections with other organizations. The immediacy of research application in community-based situations has the benefits of testing and refining the research findings, garnering attention and potential networking opportunities, and the gratification of its contribution to social environments.

Personal Enrichment. A final perceived value from the faculty vantage point is the personal enrichment that comes from working in solidarity with community. Interviewees talk about the importance of listening and understanding community needs first, then act to meet them from their base of expertise. Working with the community as active listeners keeps faculty

grounded to the purpose of their academic work, which is to make a real difference in the lives of others' wellbeing.

Growth Opportunities. University administrators perceive community partnerships as having value in terms of enhancing institutional reputation, improving operational effectiveness, and identifying new areas of growth opportunity. Interactions with community through association memberships provides a forum to highlight the University's expertise and innovations. Community involvement also brings expertise and vision that can help unify employees through professional development. Community partnerships expand university capacity in many areas, from additional supports for students to funding university infrastructure needs. Community concerns present opportunities for new research work and expanded educational opportunities.

Social Cohesion. City Council is focused on the social cohesion of the city, its integrated functions, and its overall wellbeing. The University has been a long-standing contributor to the city even though its integration with city goals is unclear. Generally, the city sees the value of the University as a platform through which information and ideas can be disseminated broadly to bring about collective and cohesion action in strategic areas, such as environmental resilience. City Councillors also appreciate the value of research in informing decision making regarding policies and practices.

Expanded Capacity. Community organizations view the value of partnerships with the University as a resource they might access to extend the capacity of their work in the community. University research may be helpful for improving community organization practices, provided it is relevant and communicated effectively. Trauma informed research can also help community organizations identify the systemic barriers they are facing and connect these to the services the organization provides. Involving university members on advisory boards can provide ongoing assistance for understanding community complexities as they arise.

Perceived Barriers to University-Community Partnership. While there are many benefits to support university-community partnerships, barriers also exist which present challenges for initiating and maintaining long-term cooperation. Just to review, the barriers identified in Chapter 4: Results fall into five main categories: (i) university policy; (ii) university systems; (iii) institutional support; (iv) differing expectations; and (v) attitudes.

University Policy. In separate accounts, both faculty and community organizations have pointed to university policies that directly impede university-community partnership work. An example related earlier, i.e. policies prohibiting faculty from filling community gaps in health care services, likely stem from concerns about institutional efficiency and keeping jurisdictional boundaries clear.

Other student-related policies mentioned by both faculty and a community organization refer to institutional restraints placed on students that prohibit them from working at their placement site during scheduled school breaks. Institutional policies also prevent students from participating in certain activities in the community that are deemed to put their safety at risk. Through the lens of liability, insurance limitations, concern for student safety, and school responsibility to adhere to program schedules and timelines, these policies are quite understandable.

The problems occur when the University's policies do not consider and anticipate the implications for the other participants in the community-based based program, i.e. the community members. Such scheduling interruptions to client care are damaging to organizational relationships in the community and can also preset a risk to client wellbeing. Student safety is a high priority for all involved, but community organizations find safety restrictions to be puzzling as well as frustrating since they prevent students from experiencing the full range of situations they are likely to encounter once they enter the workforce. Students will not learn how to deal with difficult situations in the community if they do not encounter them during the placement.

University Systems. The University operates on a specific academic timetable that facilitates course instruction and completion. By needing to fit practicum experiences into tightly arranged course schedules, students do not have the flexibility to adapt and respond to community organization timetables and schedules. This prevents them from participating in some community events and opportunities. Additionally, degree programs are crammed with required courses that leave little or no room for flexible adjustments that could maximize the student's community experience. Students are left without any choice but to follow their course schedule and limit time in the community. F2's academic program that structures the entire program around community-based learning is an interesting and compelling alternative to consider for helping academic programs become more integrated with and relevant for the local community.

Several faculty members and one community organization spoke about the difficulty of obtaining university ethics approvals in a timely fashion. The community organization felt the stress researchers were facing and appreciated when more experienced members of the University team could coach those who were experiencing difficulties. One faculty member indicated that their students were producing publishable quality work through their community practicum, but these papers were not forwarded to journals due to the hassle of the ethics approval process. While the ethics approval process has substantive reasons for its design and requirements, it is a university system that has become a barrier to work with the community and the University will need to consider how to mitigate this challenge if it wants to encourage university-community partnerships, as indicated in its strategic planning documents.

Another community organization talked generally about the University's bureaucratic systems as being a negative part of their experience in working with the University, but that they tolerated this for the benefit of having practicum students provide additional help in their work.

These relational interactions will be discussed again, in greater detail within the Integrative Relationship Framework below.

Communication and Institutional Support. While this barrier may seem to be a solution rather than a difficulty, several faculty and community members referenced different ways that institutional support, or lack thereof, inhibits community work. The most referenced problem is the lack of recognition of the cost to the community organization tasked with hosting the University's practicum students and the consequent lack of compensation that flows to the community organization. Community survey participants rank lack of funding as the most significant barrier faced when working with the University. Community organizations design projects suited to the students' programs, orient and train students for site-specific tasks, supervise students and problem-solve any difficulties arising, and evaluate students at the end of the practicum. In one case, a community organization pays mileage expenses for students as they transport clients to appointments and other necessary activities. In another case, the community organization had to hire a new position to manage the University student practicums due to the volume of students the University was sending. Consciousness of the cost to the community organization, likely working on a limited and restricted budget, places more of a burden on faculty members who try to ease the community organization workload and keep responsibility balance reasonable.

Faculty members spend a considerable amount of time managing partnerships, particularly in their attempt to lift unnecessary burdens from community organizations that generally operate with a lack of resources to begin with. This time is often not recognized or fully compensated by the University and faculty are generally expected to manage community partnerships alongside a full teaching and research load. The result is that faculty perceive the University does not see community partnerships as important, nor the work of faculty in the community as being a priority

to the University's interests. It is understandable from this perspective that F1 feels the University's priorities are "different on paper" than in reality.

The University has established a central support office for community-engaged learning, but faculty members in this study see this office as quite siloed and not relevant to their interests. At times, this office can actually get in the way of faculty-managed programs and create more barriers than supports for the partnership. Faculty participants in this study indicate that investment in such a central office is not reaching them in pertinent ways. University administrators would do well to consider how university-community partnerships grow and develop at the faculty level and to look for faculty feedback as to how best to support these initiatives in ways that are meaningful and beneficial to the university-community partners.

Two university administrators in this study express regret and concern that their role as bridge-builders between faculty and community is inhibited by the lack of knowledge of existing partnerships between faculty and community organizations. This lack of knowledge inhibits their ability to advocate for additional supports within the institution and their networking abilities within the community. It also prevents a clear vision of university-community partnership activity and strategy for the future.

Building better knowledge about grass-roots partnerships connects to the point above. When faculty feel under-supported and under-appreciated for the work they do in the community, they are not likely to volunteer additional reporting work on their activities. Faculty see themselves as primary partnership builders in the community and are not looking to the University to replace this role with that of a centralized support office. They are looking for recognition of the time and effort it takes to create and maintain solid community partnerships. Perhaps if tenure and promotion policies within the University would recognize faculty achievements in the community in terms of long-term contributions to community wellbeing and would weigh this equally with

research and publication achievements, faculty would begin to attach greater value to community work. Such recognition and support for faculty efforts would meet faculty needs more directly than centralized administrative oversight.

Both administrators and City councillors acknowledge that university-community communication could be improved to better facilitate an effective collaborative relationship. Both documents and university administrators talk about ways the university systems need to change to better adapt to community needs, which implies that the University will need to better understand what these needs are so that work can be done to effectively fill them. City councillors also acknowledge that they could look for ways to work with universities in better, more productive ways. More frequent dialogue and knowledge sharing would help address this barrier according to one councillor.

Differing Expectations. Communication can also be a key factor in managing partner expectations. Faculty acknowledge that, given the limitations of the University systems noted above, student practicums are not suitable for some community organizations and their needs. Being transparent about this prior to establishing a partnership is imperative to avoid conflict and disappointment down the road with the community partner. Another faculty member applauds the work that the University is doing to reduce barriers for Indigenous students on campus but is disappointed that the same effort is not being put into welcoming and support students from other racial minority backgrounds. With the University's stated diversity, equity, and inclusivity priorities, this faculty member expects more effort to decolonize university systems and collectively support these important priorities, but they are not seeing evidence of this to date.

One of the unexpected outcomes of the University's activity described below has created problems between the University and the City due to the differing expectations each brings to the situation. The University has recruited international students to its campus, which has benefited

the institution financially and also in terms of enriching the cultural diversity of the campus. While the University maintains it has adequate campus residence space available for these students, they choose to live in makeshift rooming houses in residential neighbourhoods close to the University. Whether these choices are based on financial incentives or cultural incentives, these students have created a market for property owners to exploit. The University's expectations are that the neighbourhood problems these rooming houses are creating are off campus and therefore not their responsibility. The City's expectations are that the University, having recruited these students, should be responsible for their wellbeing while enrolled. These differing expectations have created a barrier between the City and the University with long-lasting effect.

Another example of differing expectations between the City and the University has been several construction projects on campus, which received partial funding from the City and were expected to serve the needs of the city as well as the campus. Perceived lack of use for some projects intended for public use such as the Active Living Centre and the University's bike kiosk creates frustration and disappointment. In another example, the University has requested permission for additional parking related to new construction in its Smart Park area, while the City's significant investment in the rapid transit system into the University was expected to reduce parking needs. This translates into the Councillor feeling that the University is not shouldering its share of responsibility in the effort to build a strong, integrated community. These examples of differing expectations contribute to misunderstanding and distrust that are barriers to overcome when considering new partnerships between the University and the City.

Among experiences related by community organizations, one example of differing expectations was an occasion in which university practicum supervisors requested the community organization take more students than it was prepared to host. The member related how difficult it was to find meaningful projects that met both the University's and the community's needs.

Ultimately, the organization had to stop activity for a while and then scale up to a new capacity under a better site management system.

Attitudes. Behaviour, both individual and collective, is rooted in beliefs and attitudes that can be difficult to change. They form the basis of organizational culture and are powerful determinants of an organization's influence in the community. Faculty members interviewed in this study turn a critical lens on the University and recognize that the collective culture of the institution is still mired in colonial elitism and segregation from the community. One member points to the stone gates at the University's entrance that marks the University's boundary and represents a physical barrier between it and the community. Internally, attitudes among some faculty still value their position and authority in terms of degree recognition and academic achievement. These attitudes are barriers to working in the community where the value system is not dependent on academic accolades. They are also barriers to the diversity, equity, and inclusion of students on campus from diverse backgrounds.

One faculty member provides an example of a university program that was unsuccessful, where program decisions did not account for a true understanding of community culture and values. This example underscores the point put forward by several faculty that university members must have a learning attitude when working in the community. University-community partnerships are best created and maintained when all participants, from frontline services to background institutional supports, are working together to understand the community, its values, its needs, and to step up with flexibility, teachability, and responsiveness in working effectively to a suitable solution.

Survey respondents from City Council indicate the top barrier to working with the University is that academic partners are not required to accomplish the work they are doing. For

the University to make itself a valued partner in the city will require a collective vision and effort to be relevant and clearly committed to local community wellbeing.

Expected Outcomes

The third research sub-question asked in this study is, "*What are the expected outcomes of the actions being taken?"* Additional clarification is gathered around this question by investigating the changes to the community anticipated from the University's actions, any unexpected or unintended changes noticed, and possible systemic barriers encountered and addressed.

Expected outcomes result from partnership activities, according to the partners' intent and purpose. Generally, expected outcomes are positive in nature as they are planned in advance. Activities, however, may also result in unexpected outcomes which may be positive, negative, or neutral. The discussion below first examines the expected outcomes from partnership activity in relation to each Winnipeg development goal. Unexpected outcomes are then discussed in general terms.

Leadership and Good Governance. Expected outcomes related to this Winnipeg development goal can be summarized as: (i) teaching: leadership and governance attitudes and ideas for a peaceful, just, and equitable society; (ii) teaching: increased participation of underrepresented groups in local government; (iii) research: public policy formation; and (iv) research: improved community organization performance.

Teaching: Leadership and Governance Attitudes and Ideas for a Peaceful, Just, and Equitable Society. University documents, faculty, and administrators expect that the University will positively influence the City's future through the ideas and insights generated in its programs and activities. University perspectives will challenge status quo attitudes in the community and will move public opinion towards greater inclusion of diversity and equity. Faculty see their

students offering fresh ideas through practicum experiences that benefit organizations and provide them with new knowledge to tackle strategic decisions. As students move on from their university education, equipped with knowledge and skills beneficial to society, they are expected to step into positions of leadership in the community.

Teaching: Increased Participation of Underrepresented Groups in Local Government. University administrators are hopeful that greater numbers of Indigenous youth will take an interest in various levels of government, through the exposure of university programs, and will begin to seek out greater involvement in local governance. In fact, with an increasingly diverse student body, administrators expect greater representation from other racialized groups in community governance in the future. Additionally, administrators participate in community associations with the expectation that this will lead to new community partnerships being created. Administrator survey respondents see this goal as one of the top three areas for the University's positive outcome influence in the community.

Research: Public Policy Formation. City Council expects university research to inform public policy at all levels of government. Council survey respondents indicate that 'leadership and governance' represents the area of the greatest contributions from the University.

Research: Improved Community Organization Performance. Community organizations expect their partnership with the University's researchers to result in improved organizational performance and outreach capacity.

Environmental Resilience. Expected outcomes related to this Winnipeg development goal can be summarized as: (i) teaching: improved understanding of sustainability; (ii) university practice: community acceptance of environmental resilience goals; and (iii) research: innovation to meet climate action goals.

Teaching: Improved Understanding of Sustainability. Through the University's inclusion of sustainability topics in many courses, university documents suggest that a better understanding of sustainability, it's impacts, and required actions will stay with students as they move through their programs and graduate into the community. Ultimately, students as community members will become champions for climate action and the community will see increased efforts to combat climate change.

University Practice: Community Acceptance of Environmental Resilience Goals. As the University promotes environmental sustainability on campus, City Council expects that the University's efforts will result in broad acceptance of the City's environmental resilience goals and actions to achieve them. Both the City and community organizations see this goal among the top three areas expected to yield the most significant positive outcomes.

Research: Innovation to Meet Climate Action Goals. Several indications from study participants hint at ways the University is helping the city meet environmental resilience goals. Researchers are exploring waste mitigation strategies with the city's landfill but are being challenged to find solutions that fit budget allowances. Other innovations are finding markets that appeal to the agricultural sector and other industries.

Economic Prosperity. This development goal is a high priority outcome across all participant groups. Expected outcomes can be summarized as: (i) university practice: attracting talent to Winnipeg; (ii) university practice: increasing entrepreneurialism and business start-ups; (iii) teaching: increasing Indigenous participation in local business community; and (iv) teaching: reducing the impact of poverty.

University Practice: Attracting Talent to Winnipeg. University administrators and City Council appreciate the role the University plays in attracting talent to Winnipeg, improving the city's competitiveness and overall economic growth.

University Practice: Increasing Entrepreneurialism and Business Start-ups. University documents point to an increasing number of start-up businesses stemming from university research and innovation support. This aligns with the City's expectations that the University will attract talent to the City, resulting in economic development and a competitive entrepreneurial environment.

Teaching: Increasing Indigenous Participation in Local Business Community. As the University attracts and teaches more Indigenous students, documents support university administrator expectations that university programs will lead to more Indigenous business leaders and Indigenous graduates with employment in many different sectors. The local community will gain from the increasing contributions of Indigenous business leaders who bring both cultural knowledge and business expertise to the community.

Teaching: Reducing the Impact of Poverty. University faculty also hope their students will gain a passion for community service that they will take into their workplaces. Community organizations expect students to graduate with a practical understanding of the causes and impacts of poverty so that as professionals, they will offer services from a sensitized perspective that serves people with understanding, compassion, and cultural empathy.

Health and Wellbeing. As the province's only medical-doctoral university, the University of Manitoba's School of Medicine has considerable influence in the provincial health care system. Expected outcomes can be summarized as: (i) research: improved health care practice and policy; (ii) teaching: improved awareness of Indigenous culture in health care services; (iii) teaching: improved awareness of community health needs in health care services; and (iv) university practice: improved general wellbeing.

Research: Improved Health Care Practice and Policy. The City relies on medical research to inform health care practices and policy, expecting improved health care with the

University's knowledge production. University documents point to new vaccines and treatments stemming from university faculty that improve health care for Manitobans. University administrators highlight the increased number of enrolment spots for new medical professionals in their degree programs with the expectations that this will help alleviate the health care professional shortage in the city and province.

Teaching: Improved Awareness of Indigenous Culture in Health Care Services. With current efforts to ensure all students are graduating with an awareness and appreciation for Indigenous knowledge and culture, administrators expect graduating health care professionals will approach their practice with cultural awareness and sensitivity. In prioritizing community-based learning in health care programs, faculty expect more interdisciplinary approaches to emerge that will treat patient concerns holistically and with culturally appropriate methods.

Teaching: Improved Awareness of Community Health Needs in Health Care Services. Community organizations are expecting improved health outcomes among their community participants as they work with university students to serve community health needs with low-cost/no-cost health care interventions. They also hope for health care services that are sustainable over time so that community members can build trust with the organization and expect continued care in a safe environment. One organization expects better emergency assistance for people experiencing homelessness thanks to the project created by university students to develop appropriately modified emergency response kits for this population.

University Practice: Improved General Wellbeing. Several other initiatives described in university documents show the University's influences in ways that support broader community wellbeing. The University supports healthy living for new immigrants to the City by providing community garden space. Additionally, the active transit line built with the City's help includes cycling and walking paths, leading to generally healthier neighbourhood communities.

Social Equity. Faculty, administrators, and community organizations believe the University's activities will have significant positive outcomes in social equity. Expected outcomes can be summarized as: (i) university practice: improved cultural understanding and acceptance; (ii) teaching: increased representation of racialized minority groups; and (iii) university practice: better inclusion and support for racialized groups.

University Practice: Improved Cultural Understanding and Acceptance. Documents suggest that the University's efforts will result in better awareness of racism and its effects for racialized populations. The University also anticipates being a bridge between culture groups and a pathway to improved opportunities for people historically marginalized in current society. University administrators expect to see more interdisciplinary collaboration emerging from community partnerships as faculty engage with complex social problems that require multiple perspectives to address.

Teaching: Increased Representation of Racialized Groups. City Council expects to see increasing racialized group representation across city sectors in keeping with the increasing diversity in the city resulting from the University's enrollment of international and racialized students. University administrators are particularly interested to see an increase in the number of Indigenous students enrolling in university programs. They expect that Indigenous students will leave the University with a better knowledge of their culture and language and a reclaimed sense of Indigenous identity. Along with diverse representation, the City is looking for the University to help build a sense of social cohesion in the community.

University Practice: Better Inclusion and Support for Racialized Groups. Faculty want the University and the broader community to think critically about equity, diversity, and inclusion so that barriers can be reduced for racialized minority students, and that they will be supported and affirmed to succeed in their chosen career path. As racism declines through the University's

efforts to address the existing biases and prejudices in community, mental health for minority students will improve and lead to better success in future endeavours.

City Building. As one of its top priorities, the City expects its investments in the University to serve the needs of the broader Winnipeg community. Expected outcomes related to "city building" can be summarized as: (i) research and practice: improved infrastructure quality and integration; and (ii) research and practice: new model for sustainable neighborhoods.

Research and Practice: Improved Infrastructure Quality and Integration. Through the City's funded research chair in municipal infrastructure, research efforts contribute to better construction specifications, monitoring and repair. Public access to high quality facilities and services on the University campus, such as a state-of-the-art fitness facility and sports stadium serve the community as well as university students and staff. More people using public transport through the rapid transit corridor promotes better integration between the suburbs and downtown.

Research and Practice: New Model for Sustainable Neighborhoods. In their collaboration with the City surrounding the Southwood land development, university administrators expect this carefully researched neighborhood community to become a model for future sustainable community design and development. As a living lab, the Southwood community will provide ongoing data and information to the City that can help to shape future planning efforts and construction practices. For the University, this development area represents new sustainability research opportunities. Also, there is an expectation that the City will recognize the University's expertise in this area and utilize it more in the future.

Unexpected Outcomes Noted. While the expected outcomes stemming from the University's activities in the community are stated as positive expectations of planned initiatives, unexpected outcomes do occur, and these may be positive as well as negative or neutral. Several examples are provided from the collected data.

Problem Avoidance. City Councillors are wary of the unintended consequences of decisions made and welcome university research to better inform their choices. The example provided is whether the City should set up a safe consumption site for drug users. Based on the experience of another city, the Councillor is aware that many unintended social, as well as health and safety consequences may result from this decision for city neighbourhoods.

Responsibility Conflict. City Councillors have provided several negative outcome examples that were not anticipated. The illegal rooming houses filled with international students within residential neighbourhoods is the one most-mentioned example. It does not appear that the University considered the possibility of students living off-campus as a negative consequence of its recruitment actions. From its refusal to accept responsibility as suggested by one City Councillor, it seems that the University was unprepared to develop an action response to the situation. Consequently, the City encouraged private development of multi-unit apartment buildings in the area, as an attempt to solve the problem independently from the University.

The city's diversity in terms of population demographics continues to grow as a result of the University's attraction of international and non-local students. One Councillor points out that while the diversity is welcome, the University and the City need to think about how to foster the inclusion and equity aspects of this changing population within the city, another likely area of unexpected responsibility on the University's part.

Career Impact. Faculty members have noted several unexpected positive outcomes from practicum programs. While not a planned outcome, students may be offered employment with their practicum site host organization, a gratifying outcome to the placement experience. One faculty member notes that students may be so impacted by their placement that they choose to take their education program and career in a completely new direction based on insights gained at their practicum.

Program Closure. Faculty also relay examples of negative unexpected outcomes. The closure of the Winnipeg inter-professional student health (WISH) clinic operated by the University did not surprise a faculty member who occasionally sent practicum students to this site. The unexpected demise of the program, according to the faculty member, was its failure to function as a truly inter-professional service and its lack of cultural awareness with the neighborhood community in which it was located.

Unknown Quantity and Quality of Local Partnerships. With the many faculty-based partnerships at work between the University and community, one administrator laments that partnership outcomes are taking shape that they are unable to track or record. This puts the University at a disadvantage when communicating with government as they are unable to relay the value of the University's full impact in the community. A caution from the comments voiced by faculty, however, is that centralized tracking and oversight of faculty partnership activities is not necessarily welcome. Information gathering for administrative purposes would need to be transparent concerning its intent and clear about its direct benefits for faculty and community partners.

Program Elevation. One community organization tells of many surprising positive outcomes from the research project collaboration with university faculty that have both elevated the organization and produced a significant ripple effect in the community. The research data produced clear, evidence-based results regarding the efficacy of the organization's service model which was published and widely communicated within that sector of the community. From this expected outcome, several unexpected things happened. First, other organizations noticed the research and contacted the organization to learn how to replicate the model for their own agency. Second, the like-minded organizations came together to form a learning and advocacy group. Based on the strength of the research data, they were able to successfully lobby local government

for policy changes related to the communities they serve. Third, the organization was able to use the data in their own promotional materials to strengthen their messaging, attracting attention from a wider audience. Fourth, the data supported additional funding applications that enabled the organization to access new financial resources to start new programs and services. The organization's interviewee was thrilled with the many outcomes that stemmed from this research work, which they never expected.

Community Organization Workload. Despite positive effects of partnership activity, partners need to be aware of community and organizational culture when conducting research or implementing an innovation. The organization that implemented new data management software is an example of this. Project partners were met with unexpected resistance from organization staff members who perceived the change as taking away from the very person-centric approach that staff were accustomed to providing. Care was needed to manage staff expectations and help them understand the benefits and ways the new system could better support community members. Another example of workload impact is an earlier project where a year's worth of data collection on the part of a university doctoral student had to be quietly shelved and not forwarded to the community due to a culturally insensitive title. This was certainly not the outcome expected since the research provided valuable information, but the organization felt it could neither change the student's work, nor could it send a problematic document to its board or community members.

Systemic Barriers Encountered: Identification of specific systemic barriers can be difficult for people who are not accustomed to working with them or do not experience them personally. University documents have indicated the University will identify and dismantle the systemic barriers that prevent community members from accessing its services. While not stipulated, the barriers identified through this study demonstrate that the University will need to

look both internally and externally to address barriers encountered in working with the local community.

Racism. Race and culture barriers are the top barriers identified by faculty survey participants in their community partnerships. In the interview, one faculty member talks in detail about racism barriers that have been both personally experienced and witnessed in the community. In working with the community to combat racism, this faculty member has used public forums to discuss the specific concerns with community. The topic has garnered significant attention both locally and nationally. But the problem also exists on campus and in the very structure of the University's operating system, according to this faculty member. This individual believes that it is possible for the University to reduce this barrier at some point in the future, but at this point they do not see evidence of it having any positive impact regarding this barrier.

Racialized Group Underrepresentation. The problem of diversity representation and models of success for underrepresented students and staff is part of the systemic barriers that individuals face. Faculty, administrators, and City Council members all recognize the concerns this presents for both the University and wider community. As diversity in both the University and the community grows, it is important that underrepresented groups see people like themselves among decision-makers and leaders. This systemic barrier is being fought through policy, education, and mentoring practices, according to university documents.

Academic Elitism. Looking within the University, a faculty member identifies a unique type of systemic barrier that inhibits true equity, diversity, and inclusion discussions, i.e. academic elitism and privilege. They point out that in the highly stratified and competitive environment of the University, some faculty members place themselves "above" others with lesser academic credentials. The basic structure and operation of a university is founded on a western, colonial paradigm, which presents a foreign and intimidating environment for individuals whose experience

and background do not fit this model. The way to combat this elitism, according to this faculty member, is to consciously practice "humanizing" individuals, recognizing them for who they are, rather than for their skin colour, or academic credentials.

Education. Interview participants suggest that education barriers for those with either inadequate pre-requisite for post-secondary programs, those educated in a different educational system, or those with gaps in their education means these individuals face substantial hurdles to university entrance. Education barriers are closely interconnected with other barriers, such as income/ economic barriers, technology barriers, and accessibility barriers, which are identified as top barriers by survey participants. Income barriers for those without the means to pay for their education are a significant obstacle. Strategies to combat these barriers begin with proper identification of the problem to understand what lies behind the barrier in order to determine the best way forward. Faculty are well placed to do this work according to one administrator interviewed.

Socio-Economic Status. Income and socio-economic status are top barriers identified by community organization members in their work in community. In addressing socio-economic disparity with students, a faculty member talks about their strategies for understanding and identifying earned and unearned privilege and earned and unearned human rights. This enables students to enter into practicum sites located in low socio-economic neighbourhoods with an appreciation for the complexity of this systemic barrier. Students are also challenged to look for systemic barriers when evaluating whether their program was effective for the community member participants.

Other Community Barriers. Community organization members, being individuals deeply involved with the community, have the greatest breadth of understanding concerning the systemic barriers faced in the community. Survey participants identify income/economic, education, and

technology as the most significant barriers. Interview participants also identify language, culture, homelessness, and other impacts of poverty as significant barriers. Many of these barriers intersect and amplify each other. Homelessness has a tremendous impact on an individual's access to technology, even something as simple as an emergency response kit. Language includes not just the mechanics of understanding English, but the expressions, idioms, and ways of using humour when crossing cultures as points that can generate misunderstanding and prevent people from becoming involved in services. Effective ways to combat these barriers, according to study participants, are education and orientation to community norms, values, and communication patterns; mentoring and helping students to understand the community member's point of view; and keeping clear lines of communication and check-ins throughout the program. These are activities in which university faculty members are engaged in their various partnerships though no mention of university supports or initiatives in the community to address these barriers is mentioned.

One community organization member notes that while universities are not necessarily creating systemic barriers, they are certainly accentuating them. This community member sees the possibility for universities to make a significant contribution to removing barriers but currently does not believe that they have the will to do so.

Observed Impacts

The fourth and final research sub-question asked in this study is, "*What observed impacts are the HEI-community partnership actions having on the achievement of localized community sustainable development goals?"* This question is addressed through a recounting of known impacts of partnership activities to date and expanded through an exploration of how partnership relationships influence activity impact, as well as how the partnership's ability to effectively

address structural change in the community influences its impact. The recounting of partnership impacts is related below with this section. The latter two points are examined through the theoretical frameworks, i.e. the Integrative Relationship Framework and the Integrative Community Development Framework, in a separate section. A summary overview of key findings will complete this chapter.

According to Wilkinson (1972), every act has structural and task accomplishment consequences. The University of Manitoba is a significant organizational actor in the city of Winnipeg, with resources and influence across many spheres and sectors. However, it is not, as one City Councillor points out, the only influence in the city. As an interconnected collection of individuals, organizations, neighborhoods, and various social groups resident in a particular geographic space, the city's primary purpose, as discussed earlier, is to move collective action towards collective wellbeing. The University's purpose, as proposed by Brennan et al. (2008), is to serve society through knowledge, justice, and critical thought, promoting its stability and cohesion through equity and inclusion. In this last section of the program evaluation framework, collected data offers insight into the University of Manitoba's fulfillment of its purpose as it impacts the local community.

Leadership and Good Governance. The University's planning documents maintain that the institution will be a leader in its local community and beyond in multiple disciplines, sectors, and community concerns. Observed impact of the University in relation to "leadership and good governance" can be summarized as: (i) teaching: knowledgeable leaders in the local community; (ii) university practice: partnership collaboration with local community; and (iii) university practice: leading contributions to community development goals.

Teaching: Knowledgeable Leaders in the Local Community. The University has historically educated the leaders in professional services, businesses, community services, and

government for the province and its capital city of Winnipeg. This action has not changed, and the University continues to impact the city through the influence of its graduating students. While a direct correlation of how the University influences the city through its graduates cannot be made from the data in this study, it is nonetheless an opinion expressed by faculty, administrators, and City Councillors alike, as well as university documents. In particular, university documents indicate a growing number of Indigenous graduates who will be taking their place in leadership and government positions to impact not just Indigenous communities, but the entire city and province.

University Practice: Partnership Collaboration with Local Community. Study respondents indicate active partnerships that are contributing to Winnipeg development in multiple ways. Faculty respond with insightful comments in partnership development and management, demonstrating good knowledge of their integration and involvement with the community. While there is uncertainty and skepticism that these collaborative actions contribute to an institutional orientation towards community wellbeing or lasting community impact, it is nonetheless an indication of community engagement at a meaningful individual level.

University Practice: Leading Contributions to Community Development Goals

Administrator feedback indicates that the University contributes to every Winnipeg development goal in substantive ways. Documents suggest it is actually leading the way in these community efforts. It is the University's duty and responsibility, according to one administrator, to ensure its impact contributes to the community's development and not just its own profit. Clear articulation of these contributions to the local community, however, is lacking and knowledge of local partnerships is not collected in a comprehensive way, making it impossible for administrators to speak with confidence about the University's impact in relation to Winnipeg development goals.

While aspirational statements indicate that the University is a development leader in its community, data does not currently substantiate this claim.

Environmental Resilience. City, community, and administrative respondents in this study indicate this development goal is one of the top areas of impact for the University. Observed impact of the University in relation to "environmental resilience" can be summarized as: (i) university practice: The University's achievement of SDGs; and (ii) university practice: sustainable neighborhood development.

University Practice: University Achievement of SDGs. The University has created targets and strategies for its own environmental sustainable development practice. Referencing its research and innovation in the areas related to environmental resilience, as well as its own climate action initiatives, university documents record expected impacts of these efforts within the University. In absolute terms, these gains may be counted within city gains, given the University's location in the city. However, the University's environmental targets are not described in relation to the City of Winnipeg's environmental resilience goals and so direct impacts for the community are disconnected from City priorities.

University Practice: Sustainable Neighbourhood Development. Although study participants indicate that environmental resilience efforts on the part of the University have significant impact locally, little evidence of the University's partnership with local community members, construction companies, utility providers, land developers, and the like is mentioned in university documents. Perhaps the most significant impact is yet to come with the University's development of the land adjacent to the University's south suburban campus. This initiative anticipates significant impact in environmental improvements for the institution, the neighbourhood, the city, and the various industries as environmental practices are tested and honed within this living lab on campus. City Councillors who are involved with the project appreciate its

potential but also indicate a concern that local members of the Winnipeg community are largely uninformed about the development.

The challenge remains for the University to work with the community towards its environmental goals. This is important not only for goal achievement but also to ensure that its efforts are adopted and expanded through other initiatives to carry forward environmental actions that will effectively change the whole community over time.

Economic Prosperity: Whether through university teaching, research, service, or practice, the institution has considerable economic impact in the city of Winnipeg, according to study participants. Observed impact of the University in relation to "economic prosperity" can be summarized as: (i) university practice: economic impact for the city and province; (ii) Research: innovation drives competitive advantage; and (ii) teaching: anti-oppressive practice.

University Practice: Economic Impact for the City and Province. University administrators and City Councillors are familiar with the University's statements that make the case that it contributes to $7.3 billion to the Manitoba economy annually. It is anticipated that much of this investment is in the city of Winnipeg where the University is located, although this is not parsed out. This statement includes a mention about the University being one of the city's largest employers, that it functions almost as a "city within a city" and its sheer size has a tremendous impact on the city.

Research: Innovation Drives Competitive Advantage. City Councillors talk about how the University provides a significant reputational boost for the city, giving it legitimacy on the global stage and attracting talent, thereby increasing the city's skilled workforce and driving innovation and development. The University, through its research and development improves the city's competitiveness and growth.

Teaching: Anti-Oppressive Practice. Through the anti-oppressive practices that faculty members teach and which are reinforced through practicum placement, students are expected to bring better community consciousness with them into their workplaces after they graduate. The anticipated impact will be educated community members who will work to reduce poverty and its effects to improve community wellbeing in years to come.

Health and Wellbeing. Both faculty and community organization survey respondents view this goal as one of the top three areas of impact for University research, teaching, service, and institutional practice activities. Observed impact of the University in relation to "good health and wellbeing" can be summarized as: (i) teaching: culturally appropriate health care; and (ii) teaching: reducing shortfalls and gaps in the health care system; and (iii) university practice: wellness support for racialized minority groups.

Teaching: Culturally Appropriate Health Care. Both faculty and community organizations anticipate that the health care system will change towards providing culturally appropriate care as students in health care programs learn to work effectively across cultures and socio-economic backgrounds.

Teaching: Reducing Shortfalls and Gaps in the Health Care System. University administrators expect that as the University produces more graduates in health care programs, the city and province's shortage of trained medical professionals will decrease. Also, through practicum placements, students are filling gaps in community health care services and are achieving learning outcomes that will enable them to be more effective health care providers in the future. However, it is important to note that both faculty and community organizations indicate these programs do not have any substantial long-term impact in the community. As one community organization member observes, students may help in small immediate ways but are not able to effect lasting change.

University Practice: Wellness Support for Racialized Groups. A specific impact mentioned by faculty is mental health and wellbeing for racialized minority students as the community explores racism as a mental health concern. However, for faculty members who are themselves from minority racialized groups, they are left feeling overwhelmed and "burned out" as too few institutional supports are offered and representation of racialized groups on campus remains low.

Social Equity. Many priorities coalesce around this development goal. The observed impact of the University in relation to "social equity" can be summarized as: (i) university practice: Increasing Indigenous representation; (ii) university practice: Increasing diversity; and (iii) university practice: Increasing need for social cohesion and DEIA practices.

University Practice: Increasing Indigenous Representation. University administrators note the advances made in recruiting, supporting, and successfully educating Indigenous students through to graduation. Through a comprehensive commitment to Indigenous student success, the University positively impacts not just individual students in their education pursuit, but also Indigenous communities that are gaining the skills and knowledge to care for their own wellbeing. City Council members acknowledge the contribution the University is making for Indigenous students as part of the Winnipeg Indigenous Accord commitments to truth and reconciliation.

University Practice: Increasing Diversity. Despite growth and improvement for Indigenous students at the University, other underrepresented racialized groups continue to struggle. City Councillors note the impact the University is having in attracting more international students who live, and work, and settle in Winnipeg, adding to the city's growing diversity.

University Practice: Increasing Need for Social Cohesion and DEIA Practices. While increasing diversity is welcomed by many, several study participants among faculty and City Council express concern that diversity must be accompanied by intentional efforts to build social

cohesion within the University and across the city. A faculty member participant advocates that true DEIA principles cannot be achieved on campus while pockets of academic elitism and a colonial mindset exist within the University.

City Building. Although study participants seem to downplay the significance of the University's impact in city building several impacts are noted. The observed impact of the University in relation to "city building" can be summarized as: (i) research: improved city infrastructure; (ii) research: improved urban design; and (iii) university practice: student demand drives new city construction.

Research: Improved City Infrastructure. University research is improving city infrastructure that will have a lasting impact on roads, bridges, and other infrastructure projects that will continue to use improved specifications and practices generated through the Municipal Infrastructure Chair.

Research: Improved Urban Design. Faculty researchers talk of improved urban design that is changing transportation flows, and neighbourhood connectivity. Administrators point to the Southwood development as a major project that will significantly impact on the city's south suburban neighbourhoods and will impact sustainable construction practices for years to come.

University Practice: Student Demand Drives New City Construction. Finally, several City Councillors have noted that the new multi-story apartment complexes that have been constructed near the University, as well as new businesses and services that have moved into this neighborhood, are significantly impacting its landscape permanently. While these are private developments, they have risen as an unintended outcome of the University's recruitment efforts to bring in international and non-local students.

Impact on Systemic Barriers. Wilkinson (1972, 1991) defines community development as essentially the process of changing the social structures of a community towards improved

wellbeing of its members. Another way to see this is the removal of systemic barriers that inhibit or prohibit certain community members from accessing benefits available to other community members. For the University of Manitoba to demonstrate its impact in terms of community development, it must give an indication of reducing or removing systemic barriers in Winnipeg.

Observed impacts in relation to systemic barrier reduction that the University has had in the Winnipeg community can be summarized as: (i) systemic barrier identification; (ii) expanding community ability to address barriers; (iii) the University as an agent of truth and reconciliation; (iv) the University as a systemic barrier; and (v) the siloed University.

Systemic Barrier Identification. The University's strategic plan states the University recognizes the need to change systemic structures to remove barriers and eliminate the root causes of inequities (University of Manitoba, 2024e). As a planning commitment, this aspirational statement is an encouraging indication of the University's orientation to community wellbeing. Statements from interview participants in this study, however, demonstrate that the University has a challenging path ahead before it can claim progress in this area. University faculty are doing this work in the community, identifying systemic barriers and linking these to community programs for added effectiveness, or creating community connection to build supports. However, faculty members also indicate difficulty with institutional supports and resistance to institutional change on campus.

Expanding Community Ability to Address Barriers. Faculty members demonstrate modest positive impacts in their partnerships with community organizations. Study participants indicate that student practicums help community organizations address systemic barriers in small ways but without long lasting impact. Still, students are helping to fill gaps in community organization capacity, and this is helping the organization do more to address systemic barriers than they could do alone. Faculty research also helps community organizations identify barriers

and make helpful links to community services, improving community participants to better access assistance for overcoming existing barriers. Both faculty and community organizations see the most significant positive impacts in reducing health, culture, and race barriers.

The University as an Agent of Truth and Reconciliation. With Winnipeg being "home to the largest Indigenous population in Canada" (Government Of Canada, 2022), it stands to reason that both City Council and the University of Manitoba would prioritize the journey towards Truth and Reconciliation that was guided by a University of Manitoba alumnus, the Honourable Murray Sinclair, through a federal Commission from 2009 to 2015 (Government of Canada, 2024). The University is currently home to the National Centre for Truth and Reconciliation, which promotes the work of the Truth and Reconciliation's 94 Calls to Action and serves as a resource for the community to promote learning and dialogue (NCTR, 2020).

The University's impact on Indigenous people in the province and the country is significant, according to university documents. Participants in this study are encouraged by the progress the University is making with increasing Indigenous student enrolment and staff representation. According to the data collected, there is an expectation that through the University, Indigenous people would rediscover identity, learn the knowledge and skills to care for the community, and take up leadership positions in the future to participate in leadership within Winnipeg and Manitoba. While progress seems to be made, its impact for Winnipeg, specifically, is unclear from study data.

The University as a Systemic Barrier. While progress is being made in some areas, faculty interview participants all question the University's progress in reducing systemic barriers in the Winnipeg community. Several credit support through their departmental program or faculty units for the ability to work closely with the community to address systemic barriers, but this is counter-balanced by constraints within the University that make community involvement more difficult.

Through its bureaucratic systems and policies, based on colonial structures, the University actually becomes a systemic barrier for some in the community. One faculty member asserts that the University has the capability to make a significant impact on reducing systemic barriers but there is no indication currently that it is doing so. Moreover, they claim that the University does not have the collective willpower necessary to make systemic changes in its own operations, much less positively impacting the surrounding community.

This perspective is supported by one community organization member who indicates the University reinforces and accentuates the systemic barriers in the community, making it more difficult for community members to overcome the barriers they are facing. City Council and community organization perspectives from the survey also find that the University increases systemic barriers in the areas of education and income/socio-economic status. This, perhaps, is a demonstration of the theory promoted by Bowles and Gintis (2002) that higher education discriminates against those in society that are unable to access its resources, for whatever reason, thereby deepening and expanding the societal barriers these individuals need to overcome.

The Siloed University. Several City Councillors have expressed some frustration with the University in terms of its community impact. One councillor sees the University as being completely siloed and disengaged from the community, unwilling to problem-solve mutual concerns with the community. Even the comment made by one administrator that they see the University as a "city within a city" suggests a siloed mentality. Faculty, also, see a disengagement from the community at the University, that it is still an "ivory tower" in its orientation to the community. A community member says they can imagine the University having a positive impact, if the University would make the community their concern, gathering information, talking with community organizations and seeing what they are experiencing in terms of systemic barriers, and

then being a voice or an advocate to eliminate those barriers. They can see that working, but they do not see it happening currently.

In summary, the University of Manitoba is a significant actor in the city of Winnipeg, Manitoba, Canada. Its history and current reality are intertwined with the city and yet it has not articulated a clear vision for how it will continue to grow and develop together with the city. Both the University and the City have articulated UN SDG priorities, but the University has identified a narrower focus than the City and does not reference City goals in its own planning and reporting documents. Individual faculty members have partnerships in the local community that are impactful for community organizations and for students, but faculty still see barriers to effective community engagement within the University. Administrators speak of the importance of the University's relevance to the local community but acknowledge a lack of understanding of current connections. City Council has a mixed experience with the University, noting its importance and valuable work that contributes to the city's future but also expressing concern about its lack of responsiveness to specific community needs. Community organizations value academic partnerships as resources to expand and improve their own programs and services but are burdened by added responsibilities and the limitations of partnership work as they bump up against university policies and expectations.

How, then, can we understand the influences in and between the University and the community that will result in truly transformative community impact? The remaining areas of discussion turn to the theoretical frameworks described earlier to examine (i) the University's relationships with the community as an indicator of the school's orientation to community interdependence and wellbeing, and (ii) the University's knowledge and agency for eliminating systemic barriers (i.e. social structural change) as indicators of the school's orientation to community development. With the help of these theoretical frameworks, the study will conclude

with an assessment of the University of Manitoba case study and an outline of the methodological framework that other institutions may use to conduct similar assessments for use towards improving institutional practices and community partnership effectiveness.

Influences on the University of Manitoba's Community Impact

Through surveys and interviews of University of Manitoba faculty and administrators, Winnipeg City Councillors and community organization members, this study has captured perspectives and insights regarding how one university interacts with its local community. While not a comprehensive collection of every relationship, the data provides examples to test and refine the Integrative HEI-Community Relationship Framework (i.e. Relationship Framework) derived from theory and described earlier in the theoretical framework section of this study. By sifting participants' ideas and lived experiences through the Relationship Framework, new principles can be added that sharpen the focus of the framework so that it becomes a better tool for sorting and assessing the orientation of different partnership relationships towards community interdependence and wellbeing. It is anticipated that each time the framework is used, it will become more refined and detailed, reflecting the range of relationship qualities of human interactions. The Relationship Framework is intended to be a "learning framework" that will evolve over time and be improved along the way.

Integrative Framework of HEI-Community Relationships

The Relationship Framework uses place building theory's interdependent vs independent continuum of orientation towards community wellbeing, along with its typology of four characteristic categories: transformative, contributive, contingent, and exploitive (Thomas & Cross, 2007). The Relationship Framework pairs this continuum with four relationship qualities described by Wilkinson (1972, 1991) deemed indicative of effective community development interventions:

aligned values, shared responsibility, mutual capability, and organizational commitment. This creates the four-by-four matrix presented earlier in Table 1 and re-presented in Table 6 below.

In this section, specific relationships documented in Chapter 4 demonstrate how the ideal type relationship qualities from the Relationship Framework are illustrated in the real partnership activities described by participants in this study. As this theoretical framework is applied to the case study participant situations, new understanding is gathered to make this framework more useful for other HEIs in their local context.

Table 6

Integrative Framework of HEI-Community Relationships Revisited

	Interdependent		**Independent**	
	Transformative	**Contributor**	**Contingent**	**Exploitive**
Values	Aligned values	Common values	Co-existing values	Contradictory values
Responsibility	Shared responsibility	Assumed responsibility	Obligated responsibility	Self-sustaining responsibility
Capability	Mutual & equal capability	Charitable capability	Conditional capability	Manipulative capability
Commitment	Collective commitment	Distributed commitment	Limited controlled commitment	Profit-driven commitment

Transformative University of Manitoba Partnership Examples from Data. Both faculty and community organizations describe transformative relationships between the University and the local Winnipeg community.

Aligned Values. Faculty values and priorities seem to align well with the Winnipeg development goals, particularly in relation to social equity and good health and wellbeing, according to survey respondents. For O3, university faculty members are working with their newcomer service organization to co-create goals that are based on aligned values and that are participant-focused, empowerment-based, and trauma informed. These faculty also bring a good understanding of managing healthy partnerships that consider first the needs of the community organization and ensure their agency in all decisions.

F1 notes that co-creating goals is an industry standard for their professional program. The first perspective considered is that of the community organization, their values, needs, goals. Any educational or research goals that faculty bring to the table will be adapted to the community. F2 expresses a similar approach to their community partnerships, carefully listening to community needs and priorities, and matching faculty and student abilities to fit the community organization's situation. F3 believes the basis for aligning values with community partners is for faculty to be in the community, personally engaging in multiple ways. It is imperative, says F3, that those who want to act for the community should be with the community first, and to see and accept the individuals for who they are, not just as study participants.

In hosting practicum students, O2 has come to value not just the expanded ability to help community members but is also actively invested in the students' learning experience. O2 wants the students to learn the difficult lessons of serving clients who have a different culture, language, and socioeconomic background from their own, so that these students can become attentive, trauma-informed future care givers in the health care profession.

Although speaking from a different perspective, university administrators and City Councillors also give indications of valuing transformational relationships. It begins, says C4, with a deep appreciation for the other. C4 asserts they "can't underestimate the importance of the University of Manitoba to the city and province. It is critically valuable to us." Agency in partnership work is also indicated. A4 mentions that they are involving the neighbourhood community through consultations regarding the development of the new Southwood neighbourhood. Willingness to publicly agree with community goals, according to A3 demonstrates an alignment of values with reference to the University's participation in the Winnipeg Indigenous Accord.

Shared Responsibility. Slightly less than half of faculty surveyed (43%) indicate an equal balance of shared responsibility between the University and community members within their partnerships. The sharing of tasks and responsibilities for implementing project work within the partnership is best when it is based on reciprocity, says O3. A truly successful partnership is "like a high functioning team" according to O3. Every member of the partnership is on board with the project objectives, knows their responsibilities within the team, and works cooperatively with others to achieve the common goals. Within this team, partner needs are both transparently communicated and anticipated. Equally important, both partners are involved in planning how to communicate and disseminate project results in a way that is audience-appropriate and comprehensive.

Being conscious of the workload burden for the community partner is very important for F1 who understands that many community organizations have few resources and are often stretched thin. But assumptions should not be made in terms of what the partner can and cannot do. F2 describes how they communicate transparently and openly about what the University will be able to provide to the partner, and where they are limited or unable to provide requested assistance to the partner, ensuring that the partner has full information before committing to the project. A2 talks about faculty who invite community partners to participate in their academic work, giving them agency to pose questions, teach students, and become co-authors of research publications, thereby conveying equal agency and responsibility as university faculty member participants.

O2 notes that proactive communication to check on partner needs and anticipate problems before they happen is key. Joint responsibility for problems that do occur produces the best results for all, as O2 speaks from past experiences. In one case, the University partner managed the situation on their own and reassigned a student before communicating with O2, leaving O2 feeling like the student was robbed of an important learning opportunity. In a different situation, O2

successfully coached the student through the issue and both the student, the community participants, and the project staff were better equipped to manage future similar difficulties.

Mutual Capability. More than half of faculty surveyed (65%) suggest that the University and community partnership members share equal capability for meeting project objectives. The key for transformational partnerships, according to study participants, is to start with a learning attitude towards capability. F3 advises that university faculty have a certain expertise, and the community also has a certain expertise. It is imperative that faculty admit that their expertise is incomplete when it comes to working with the community, that community knowledge is essential for the work being done, and that faculty and students must be willing to follow the community's lead, particularly as the partnership gets started. F1 and F2 echo this by saying that the community partner must establish the premise for the work and through communication and co-creation of goals, university faculty and students learn what will work in the community so that all partnership members can contribute mutually and equally. The community organization remains absolutely essential to the project's success and the university faculty rely on their local expertise to guide the theory that faculty and students bring to the project. It is a mutual and synergistic relationship, says F2.

Transformative partnerships don't just work off each other's strengths. They are conscious of weaknesses and limitations as well and work to help each other through these capability gaps. Transparent communication is key to understanding each partner's capabilities, says O3. They go on to relate that university researchers look for ways to build capacity within the community organization, even when not required to do so. One example that O3 provides is when funding is available to hire project staff, faculty will first ask whether the community organization constituents have the needed skill and availability for this employment opportunity. For O3, this speaks volumes about university faculty having a wider vision for capacity building beyond the scope of the project. "They really get it!" says O3.

At the university administrator level, A2 shares how important it is that academic work in the community is truly reciprocal and not just extractive. They support the idea that people with lived experience in the topic area are often the best teachers and research contributors, because they know by experience the truth of the matter as well as its implications. In City Council, C4 recognizes that it is becoming more necessary than ever before for community sectors to inform academic programs. “Gone are the days when schools can operate in silos,” says C4. The University must understand the community both on a broad and deep level to ensure that learning and research have relevance to community interests.

The result of a transformative partnership is not just the improvement of the partner organization, but the wider community as well, often in new and unexpected ways. As O3 has experienced, their partnership with the University has led to new opportunities for funding, for advocacy, for expanded influence in its sector, and for ongoing interaction and advice from other experts in the field. The University’s impact, through this partnership, has elevated the entire sector and helped to develop new collaboration and improvements broadly within the city and beyond.

Collective Commitment. In considering commitment to community partnership work, it is necessary to reflect on the organizational levels of commitment and how this is demonstrated and communicated. At the faculty level, working with community organizations, there is evident commitment demonstrated through faculty member actions. In O3’s case, the university faculty members go above and beyond their partnership obligations to ensure the community organization and the organization’s community members and participants are cared for and given agency throughout the process. O2 also talks about the good relationship, transparent communication they have with university faculty, and demonstrates their own organizational commitment to ongoing partnership through the creation of a position to support and facilitate partnership activities. F1

and F2 talk about the commitment and support they see from their own academic units through the common values to community engagement and supports received. Expectations for community engagement is common throughout the unit and transformative practices are standards of practice for the discipline.

When it comes to the University's level commitment, much less evidence is available. O3 indicates they don't really know what the University's commitment to their partnership is, unless a memorandum of understanding is signed. A2 acknowledges that more could be done to articulate commitment broadly and help to incentivize community engagement collectively within their academic unit. C1 notices that the University of Manitoba is trying to be part of the local conversation about community development but is not there. C4 advises that both the city and the University should never take each other for granted. The University should not assume that the city knows about its community involvement and vice versa.

Relatively little collective commitment towards community partnerships is apparent at the University of Manitoba from the data collected in this study. One area that is consistently mentioned among multiple documents, disciplines, and individuals is the University's commitment to Indigenous students and their communities. While this commitment is generally applauded, community members would like to see other priorities given as much weight as this one seems to have garnered.

Transformative Aspirations: University Documents. Planning documents demonstrate that the University is seeking a transformative approach to its relationship with the broader community. Its missional commitment is to work in partnership with diverse communities and to build relationships of "authenticity, respect, and reciprocity" (University of Manitoba, 2024e). Its strategic plan talks about sharing responsibility with the community to find solutions for common concerns and working together in purposeful ways to achieve these mutual goals. Stated

commitments favour community-based work that addresses systemic barriers for diverse populations (University of Manitoba, 2024e).

The examples above demonstrate the University of Manitoba's transformative activity and aspirations in the community through the partnership work of its members with the local community. Examples of other interactions between the University and the community also demonstrate other types of relationships according to the Relationship Framework.

Contributive University of Manitoba Partnership Examples. Several examples of partnership activity demonstrate how the University is oriented towards local community wellbeing in contributive ways.

Common Values. Partnerships that coalesce around common goals and values can benefit partners by filling specific needs and gaps that both partners have. These partnerships are mutually beneficial but do not necessarily stem from the same needs or values. F2 talks about their partnerships where the community organization identifies a particular need or gap suited to the University's ability to help. The organization's goal is quite different from the University's goal, which is to provide community-based learning experiences for students. These goals offer synergies between the partners for a particular project, during a specified time period.

Similarly, F3 sees the common need that both university students and community members have for critical awareness of racial and social justice. By coming together in community forums, university participants and community participants can help each other develop better understanding of a common topic. This strengthens and supports both the goals and values at that moment, but the ongoing development of how these goals and values are applied may be done in separate environments.

Administrators and City Councillors point to common goals, one to educate students and one to build an educated and skilled workforce. These goals naturally fit together, but do not

necessarily rest on the same set of values. Likewise, A3 advocates that the University sees Indigenous student support and success as a priority, and C1 suggests that "everyone is wrestling with Indigenous representation." These goals fit together but are not co-developed with intentionality.

Assumed Responsibility. With University of Manitoba's historic significance in providing the educational and research means for the province's development, there is an orientation towards assuming its responsibility in this regard. This is reflected by C1 in acknowledging that the University is a "big player in educating professionals" in the city. Also, A1 who observes that the University has a "strong sense of responsibility for educating the province's young people." This assumed responsibility has impact in both direct and indirect ways, notes C4. Indirectly the University's impact is felt through the career achievements and contributions of its graduates, and directly through community projects such as student placements with community organizations.

Role definition can be a concern in a partnership with assumed responsibilities. When entering a new partnership, F2 explains that faculty discuss with partners to determine the skills and capabilities required to successfully carry out project objectives. Faculty will match student skills and aptitudes to project needs and assign practicum placements accordingly. The community presents a need, a gap that they need filled, and the University's faculty respond. Clarity is helpful when presented up front, asserts F2.

While good work is happening through the University's assumed responsibilities, it does not have the intentionality of influence that shared responsibility does. Individual actors in the university-community partnership accept responsibility for their assigned task and work to its fulfillment. As C2 remarks, "they're just beavering away!" Regular communication keeps partners updated at intervals on each other's activity and partners may conduct regular checks on the balance of responsibility to adjust as required. Problems, when they arise, are resolved by the

partner closest to the concern who may report back to the other partner during the regular check-in. Project results will be communicated when ready, with distribution to those who request it as noted in O3's experience.

At times, assumed responsibility misses opportunities for community impact, like the example O2 relates when their University of Manitoba partner resolves a student concern without consulting and the practicum host. The student leaves the practicum site without working through their difficulty, which in O2's estimation was the result of a communication misunderstanding and thereby loses a valuable learning opportunity. Also, a partner operating under assumed responsibility may get so wrapped up in their task it is easy to neglect noticing opportunities for wider impact. F3 sees opportunity for academic work to impact the community broadly, like the work they are doing to combat racism, but few people know about the impact this work is having. In F3's opinion, there are few resources within the University to showcase the work of racialized groups of faculty and students. They point out that even general promotional material lacks representation of the school's diverse population.

Charitable Capability. Charitable capability assumes a giving attitude. It is a unidirectional flow of resources (time, money, expertise, etc.) to fill a gap in another area. The University is an entity with access to each of these resources, which can be used for community improvement, as noted by A2. Likewise, F1 recognizes that the University can apply for grant funding that is not available to community organizations. Knowing that community organizations often struggle with insufficient resources, A2 indicates the University will step up to help. Community organizations also contribute their knowledge of the local community, which is an invaluable contribution, according to A2.

University resources are relatively well known in the community. C4 applauds the expertise available through the University and indicates that its influence on public policy is

apparent. With charitable capability, partners contribute what they can to the project goals and activities. When additional resources are needed, partners are free to request assistance, and the partner may respond as they are able, as demonstrated in O2's experience. Communication is encouraged as needed and asking questions is key to gathering information within the partnership. The danger of charitable capability, which both A2 and F1 point out, is the tendency to go the community as a "white saviour" to fix problems with university knowledge and resources. While often well-intentioned, this approach does not align with Bhattacharya's community development principles of self-help and felt needs. "Good intentions become problematic if they are naïve," says A2.

The limitations of charitable capability also stem from its rather sporadic and inconsistent nature. Charitable contributions are made as responses to immediate need, without planning for long-term sustained impact. C2 remarks, "I'm sure the University profs are knowledgeable, but it's just silos." They lament the fact that they are not able to see the valuable resource of knowledge in the community, working towards community wellbeing. C2 goes on to relate that the University is doing good work with the Southwood Circle development but regrets that so few people in the neighborhood know what is going on. There are exciting things that C2 wishes the community would have opportunity to see and celebrate together with the University, perhaps to come alongside help to spread the impact of these innovations farther afield.

Distributed Commitment. With distributed commitment, pockets of support are present within the organization, resource distribution is generally projected-based and timebound. Communication about partnership goals, reports on activities, and celebration of impacts are circulated among those who support partnership activity. Widespread acknowledgement of community partnerships is not expected or supported.

Much of the data collected in this study suggests a distributed commitment for university-community partnerships. Starting with City Council, C1 observes that funding from the City to the University is generally given as capital grants, not operating funds, citing the ease of decision-making surrounding project-based initiatives as their primary rationale. C3 notices the University's commitments to the community through its different campuses, event sponsorships, and promotional campaigns to recruit women into science and ethnocultural communities into post-secondary education. Community organizations see and experience the commitment of the faculty members that interact with them in the partnership but are otherwise not aware of the University's commitment to the community.

At the University, F1 and F2 comment on strong commitment and support from their respective academic units but are otherwise unaware of the University's commitment to local community engagement. F2 suggests that the University is generally unaware of faculty partnerships in the community. While a centralized student engagement office exists on campus, F2 does not think it is relevant for their program. F1 believes community engagement is strongly supported at the department level, but lack of solid resources and support for this activity at the institutional level causes them to question whether the institution sees community engagement as a priority. A2 acknowledges that since the University commitment to community partnerships has grown organically out of individual efforts on the part of faculty, the institutional vision is ambiguous. The University could spell out how it supports community goals better, in A2's opinion.

Contributive relationships can be helpful but limited in their impact. The sporadic, short-term nature of resources cannot sustain long-term efforts for development and social change. Uncertain messaging and lack of awareness regarding institutional commitment or direction leads

to ambiguity and uncertainty. Still, pockets of supported activity are making a substantive and valued contribution to Winnipeg community organizations in the work that they are doing.

Contingent University of Manitoba Partnership Examples. The idea of a contingent partnership is that the association is conditional on a different force or authority than what is naturally existing within the partnership. The binding force is generally acknowledged to be formal regulations, requirements, contracts, or laws. As seen in the literature review in this study, this is commonly noticed in funding grant requirements, accreditation standards, or institutional policies. Contingent references have also been collected in relation to the University of Manitoba's partnerships in the local community.

Co-Existing Values. In contingent relationships, common values do not underpin the partnership. Each partner has separate goals and values that are likely not well understood by the other partner. They exist in uncertainty and ambiguity. In this study, F1 mentions that "goal alignment with the University is different on paper than in practice." This reference to a disconnect between what the faculty might read in institutional documents and what they might experience as an individual actively working with community partners, suggests a contingent relationship between the faculty member and the institution. Consequently, F1's approach for managing their community partnership within the institutional system is, "it's better to ask forgiveness than permission."

For O1, they note their organization's values align "quite well" with the academic discipline, but in terms of aligning with the University, they don't know how the institution aligns with the values of their organization. The University's goals seem unrelated to them. Likewise, C2 remarks, "I don't know what the University's values are. I don't know how they engage in community," demonstrating uncertainty and ambivalence between the Councillor and the University.

O2's community organization demonstrates how difficult it can be to manage co-existing values and goals. Even in a partnership where partners have good communication and a respectful relationship, the introduction of multiple partnership objectives can derail project aims. O2 talks about how difficult it can be to integrate different practicum site requirements, university requirements, community constituent needs, and student expectations within a single project. After one intake that resulted in frustration for multiple partner groups, O2's organization stopped activity for a while until they sorted out a manageable approach. One of the solutions the community organization has developed is to create as much structure as possible so that expectations for students are less ambiguous. It is still challenging to bring co-existing goals together, but partner cooperation is moving towards finding common goals that will lead to a successful outcome for all.

Obligated Responsibility. In contingent partnerships, members accept responsibility according to a contractual plan or agreement which can be either implicit or explicit. Like O2's program "structure" above, diverse goals are easier to manage when responsibility expectations are clearly articulated and organized. Each partner will hold the other to account according to the preset plan or agreement. Communication about partnership needs is conducted as needed and partners will generally solve problems as required and report the result to the partner after completion. Results are communicated to a limited number of people within the partnership.

In O2's situation, the University requested they take more practicum students than the community organization was set up to handle. The community organization, taking this as a sign of program success, felt obligated to accept the additional work of supervising more students. Subsequently, the organization was unable to provide the type of experience the students hoped to receive and which the program was obligated under accreditation practicum requirements to deliver. Students felt frustrated, O2's organization felt overwhelmed, and university faculty were

left without a placement site for the next cohort. Significant time and resources were required for the organization to employ an additional position to supervise the larger groups of future practicum students.

Other obligated responsibilities raised by City Council remain as unresolved concerns. C3 raises concern regarding international students coming to the University. These students pay substantially higher tuition fees to the University than domestic students and on top of this they must pay health insurance fees since the provincial government stopped their coverage. C3 feels this is a joint concern that the University and government should be collaborating to resolve.

C2 brings forward other areas of concern that they feel the University is currently not delivering on the responsibilities expected as part of its collaboration with the City. One concern relates to their perceptions of low public use of City funded building projects, such as the Active Living Centre and bicycle repair kiosk. Another concern relates to the City's cooperation with the University to build a rapid transit system that was to reduce the number commuters going to campus, but the University has come forward with a request for additional parking space. The request is incongruent with the City's expectations concerning rapid transit use. In both cases, responsibility obligations remain ambiguous, resulting in frustration for at least one partner.

Conditional Capability. In a contingent partnership, partners feel the need to control and safeguard their interests through contractual arrangements. Actions are undertaken as part of the contractual obligations and any additional activities are only undertaken if it is in the partner's interest to do so. In looking after their self-interest, each partner will ensure their own needs are met regardless of what happens with the partner in the arrangement. Communication and information are distributed on a need-to-know basis.

In O1's organization, practicum students are given an opportunity to work directly with people most at risk in the city's inner-city neighbourhoods. O1 has developed a way of supporting

these individuals that is effective and relational. O1 indicates they are not looking for the University to tell them how to do their work better and they will not tolerate the University's intervention. Generally, the University respects O1's approach, however university policies can get in the way of program management and community outcomes. O1 expresses frustration that university policies prevent students from fully participating due to institutional safety or scheduling concerns. While O1 understands the University's concerns, inflexible university policy creates problems in the community with restrictions to service.

As a result of O1's experience, they are uncertain about program continuation based on a cost-benefit analysis to their community organization. If the students being placed are confident, adaptable, and quick to learn, O1 feels they benefit the organization sufficiently for O1 to put up with university bureaucracy. But if the student needs additional support in their placement, O1 feels the student is a net liability for the organization and not worth the added time and expense of taking them on. This conditional perspective is indicative of a contingent relationship with the University, which O1 readily agrees is the case.

Limited Controlled Commitment. In a contingent orientation to community, an organization will manage partnership commitments through administrative controls and contractual agreements. Faculty and community organizations both raise concerns about this at the University of Manitoba. F2 indicates that the ethics board approval at the University is so cumbersome and difficult that faculty and students are writing papers that should be published in journals but are not due to the time and hassle it takes to get ethics approval. O3 has noticed among the faculty researchers on their team that obtaining ethics approval can be a terrible experience for faculty and can be a real barrier to project work due to delayed activities. O3 says it helps to have more experienced researchers on the team who can coach others through the process and who can also navigate the bureaucratic systems successfully.

In F1's experience, the University cannot effectively promote community engagement because its systems and controls are prohibitive. When speaking about the centralized community experiential learning office's support, F1 indicates that they are more of a problem than a support. F1 suggests this office is very siloed and does not help faculty-based partnerships. Generally, F1 feels the University pays "lip service" to community engagement but is not truly committed to actively supporting it.

Exploitive University of Manitoba Partnership Examples. Likely very few, if any, institutions or organizations would openly subscribe to being an exploitive organization. It is important to note that individual actions that fall within this category may not be intentionally exploitive actions. Rather, when acting in a threatening or uncertain environment, individual actions may take a protectionist stance to safeguard their own interests. These actions, when coupled with additional similar actions, produce an overall tendency or orientation towards exploitation, which has potential to become a reputational concern in the community. Institutional representatives may wish to evaluate their actions in relation to the community to gauge whether this is how it wishes to be known widely in the broader community.

Contradictory Values. An exploitive orientation towards community starts with its goals and the values that underpin these. In reviewing the study data, examples can be found that illustrate the dissonance between institutional and community values within the University of Manitoba. F1 feels their values and goals are in opposition to University policy and practice. The University values protecting jurisdictional boundaries and does not support faculty filling gaps in community services that should be filled by the public health care system. F1 sees purpose and meaning in working with community organizations to help them fill the gaps they are experiencing. In this case, F1 feels compelled to do what is right in their estimation and fill the

service gaps their community partner is asking them to fill, rather than abide by university policy. This demonstrates different value systems, resulting in different goals and actions.

Within City Council, C2 is frustrated that they do not see the University actively contributing to the part of the city where they are located. C2 acknowledges that faculty produce good work and are knowledgeable, but the University is not making this known to the community. C2 believes the University values isolation from the community since they observe no university efforts to participate in the local community. C3 is conflicted about whether the City's and the University's goals and values align. In some ways they do, but in other ways not. C3 draws attention to the international students the University is recruiting and the concern they have about the high fees the University is charging, questioning whether the institution values student revenue over student care.

A4 mentions a particularly difficult clash over values and goals when student and community protesters took over the grounds of the University to try to force the institution to take a stance on overseas attacks on Palestine. The University's values of academic freedom and safety for staff and students came into conflict with protester values of perceived justice and human rights. The University had to resort to law enforcement as leverage to resolve this contentious situation.

There will be times when values and goals at the University will conflict with those in the community. The University's purpose, after all, is to seek justice and to challenge the community to think critically. Conflict in this area does not necessarily mean that the University is acting in exploitive ways, but awareness of relational cost within the community may temper the University's actions or encourage university members to look for ways to mitigate and minimize harmful outcomes.

Self-Sustaining Responsibility. An exploitive orientation towards community does not involve a partnership, at least not in its true form since the organization seeks only to act in its own interest. Consequently, there is no communication about its intentions unless required by the situation to do so. The organization will solve its own problems without communicating results to others.

The situation regarding international students attending the University choosing to live off-campus in illegal rooming houses located in residential neighborhoods near to the University have elements of self-sustaining responsibility characteristics. The University maintains that sufficient campus housing exists for students and yet students choose an unsafe, disruptive living situation over campus dormitories. Notwithstanding personal preferences, a reasonable assumption might be that the students do not have financial means to live elsewhere. C2 and C3 suggest that the University has a moral responsibility to find suitable alternatives for student accommodations. The University, however, maintains this problem is not their responsibility. As it has been over a decade since this disagreement initiated, it seems that the University and the City have reached an impasse. C2 has taken matters into their own hands and invited private developers to fill this gap in service for the University's student population. In resolutely maintaining their non-involvement, the University has preserved their own interests, but at a relational cost with the City.

In accepting practicum students for work with their community organization, O1 has come across several university policies that inhibit the student's full experience and have caused gaps in service for community constituents. O1's experience with their university contact is that the practicum supervisor has a very "benign" role that does little to mitigate O1's concerns. There seems to be no recourse but for O1 to accept the University's position and either agree or not agree to work with them. O1 considers all the extra time devoted to training, mentoring, and evaluating student participants and says, "it's a real balancing act." The perceived cost for O1 to receive the

University's students for practicums with O1's organization is not always worth the benefit of student help with organization services.

O3 understands this position well. In a previous partnership with the University, they were asked to do much of the work required. It became so onerous for O3's organization that they had to write a detailed set of guidelines to protect themselves from university partners assigning a disproportionate responsibility load onto organization staff. This demonstrates that even if one partner is oriented towards a more interdependent cooperation, it may be necessary to take more independent actions to prevent undue advantage being taken by the other partner.

Manipulative Capability. An organization that is not concerned with community wellbeing and is rather focused on preserving their own interests will manipulate its resources to maximize benefits for its own use. References to the University of Manitoba's actions in this regard are few, but there are several examples from situations mentioned by study participants. O2 relates a memory from a previous employer who expected that O2 would repeatedly ask for contributions from supporters without providing anything in return. O2 felt uncomfortable and at odds with the demands of their organization supervisor for requiring this action.

Actions may not be intended to manipulate a situation but may nonetheless be misleading. C4 relates a conversation with a university instructor in which the instructor was misinformed about City policy and practice. C4 expresses a concern that this misinformation may be passed along to students, who upon entering their profession would continue working under a wrong assumption about the City, potentially leading to very problematic results. Unexamined information taught from a source of authority can be damaging to both the University and the object of the misinformation.

Similarly, a lack of information may skew perspectives leading to unexpected outcomes. A1 talks about the lack of information collected by the University regarding faculty partnerships

within Winnipeg. Without information, A1 is unable to make the connection between the University and local government as well as they would like to. At the same time, A1 laments that the City is too easily swayed by out-of-town consultants with large budgets for slick marketing plans and overlooks local expertise at the University. C4 suggests that better and more frequent knowledge sharing can resolve this concern, which is echoed by A2 who believes the University could articulate its community commitment and relevant expertise more clearly.

F3 believes that the University is not ready for mutual sharing of expertise with the community. But they see a time in the future when the University will be forced to recognize the community as an equal source of expertise and knowledge. The University risks becoming irrelevant and obsolete if it does not, a somewhat manipulative scenario based on external factors beyond the institution's control.

Profit-Driven Commitment. Ultimately, in the dearth of communication and information people are left to form their own impressions of the University's orientation to the community based on personal experiences and observations. C1 notices that aside from a few projects, the University of Manitoba has not done much in the City of Winnipeg, particularly compared to other institutions. C2 states, "it's the UofM and the rest of the world – or it's the rest of the world and the UofM," indicating a sense of isolationism regarding the University's relationship to the community. F1 is encouraged by the community commitment within their academic unit, but not with the University as a whole. F1 maintains that "the institution as a whole is still ivory tower." O1 sees no commitment on the part of the University towards the community. From their perspective, the University's only interest seems to be in sending students to O1's organization so that they can fill practicum requirements and then O1 sends them back. It's a transactional arrangement that benefits the University, but it is questionable whether it benefits O1's organization.

A2 summarizes the situation well: “Where are the specific moments when you see actual financial commitment to a community organization by providing admin support or research support or services in ways that are less about the University and more about the community organization?” This is a good question for reflection at the University and its many members contemplate their impact on the local community.

Refined Integrative Relationship Framework. The Integrative HEI-Community Relationship Framework uses the “place agent identities” created by Thomas and Cross (2007, p. 41) to describe an organization’s orientation to community interdependence and wellbeing. Using examples from the University of Manitoba case study, additional type indicator characteristics for each category of relationship quality can help to discern how to place partnership actions within the framework. These are noted in Table 7 below.

Table 7

HEI-Community Relationship Framework: Type Indicator Characteristics and Assessment Tool

	Interdependent		**Independent**	
	Transformative	**Contributive**	**Contingent**	**Exploitive**
Values	*Aligned values* • Goals are the same • Values are the same	*Common values* • Goals are different but meet a common objective • Values are different but helpful	*Co-existing values* • Goals are different but don’t conflict • Values are different but acceptable	*Contradictory values* • Goals are different and threatening • Values are different but irrelevant
Responsibility	*Shared responsibility* • Co-created project plan meets partner needs and wider community; implement jointly • All partner members take responsibility for outcomes, know	*Assumed responsibility* • Project plan meets respective needs and implemented cooperatively • Partner members accept their own responsibilities in differentiated roles	*Obligated responsibility* • Contractual plan asserts respective needs; implemented separately • Partner members accept responsibility as obligated by contract	*Self-sustaining responsibility* • Leverage influence over others to maximize profit and achieve goals • Takes responsibility for own development • No partner; no

	Interdependent		Independent	
	Transformative	**Contributive**	**Contingent**	**Exploitive**
	& understand roles • Communicate proactively & anticipate other's needs • Joint problem-solving • Anticipates partners' workload and adjusts accordingly • Joint communication plan to send results to distribute broadly, ensuring audience appropriateness	• Communicate regularly to keep partner informed • Problem-solve as concerns arise, keep partner informed • Works according to plan and checks in with partner about balance of responsibility • Communicate results with partner when ready; distribute on request	• Communicate as required to meet project objectives • Problem-solve when requested or required, report back • Works according to preset plan; holds partner to account when necessary • Communicate results if required by contract; limit distribution to necessary recipients	communication • Problem-solve as necessary to meet own objectives • Anticipates opportunities to exploit others' resources • Communicate achievements as suits their own purposes
Capability	*Mutual & equal capability* • Learning attitude • Partners develop capability with and for each other • Anticipates partner capability gaps and work cooperatively to build capacity • Results in partner and wider community having new ways to grow and develop beyond the project • Transparency is key	*Charitable capability* • Giving attitude • Each partner contributes their part • Responds to partner requests for additional assistance with own resources • Results in both partner and own needs being met according to project plan • Asking questions is key	*Conditional capability* • Controlling attitude • Each partner contributes what is required, contractual accountability • Responds to partner requests for additional resources based on what is best for own interests • Results in own needs being met, regardless of what happens to partner • Need-to-know information is key	*Manipulative capability* • Taking attitude • Leverage for maximum resources from community • Acquires resources from community to fill own needs • Results in own needs being met at the expense of the community • Insider information is key
Commitment	*Collective commitment* • Every member of the partnership is	*Distributed commitment* • Various groups and individuals	*Limited controlled commitment* • Partnership action managed through	*Profit-driven commitment* • Clients are assessed in terms

	Interdependent		Independent	
	Transformative	**Contributive**	**Contingent**	**Exploitive**
	"on board" with collective agenda • Partnership goals actively communicated broadly within and beyond organization	within partner organization are "on board" with collective agenda • Partnership goals, activities communicated to supportive groups & individuals	administrative and legal controls • Partnership activity communicated upon completion if results are favourable for the partner	of ability to pay; enter 'market' if profit is assured • Influential promotional material to attract new profit opportunities

The Relationship Framework may help an institution to understand the "how" of its impact in the community, as represented and influenced by the multiple relationships between individuals in both the University and the community. It does not, however, describe the "how much" and "why" questions of institutional impact. For this, the study turns to the second conceptual integrative framework created from the literature, the Integrative Framework for HEI-Community Development Impact (i.e. Development Framework). Using the University of Manitoba's case study to apply the framework principles within an actual institutional environment, further discernment of the framework's usefulness as a methodological tool for replication with other higher education environments can be determined.

Integrative Framework for HEI-Community Development Impact

Structural change within a community, as noted earlier in this study, can be a difficult and challenging process since social structures are created and maintained by the members of the community. When structures are established by a dominant group, exclusionary practices and norms may be built into the structure, creating barriers for other members of the social field. These exclusionary practices and norms are the systemic barriers that maintain social structures which favour certain social groups and keep others from achieving the same privilege. The benefits for some may even come at the cost of others. For a university to fulfill its purpose of being a force

for justice and stability in society, its influence in the community must first be to identify the systemic barriers (critical impact) and to apply its collective knowledge (knowledge impact) to remove these barriers so that all members may achieve fulfillment and purpose equitably.

A university, however, is not a single actor when it comes to its impact and influence in the interactive social field, although many people perceive it to be. University actions are carried out by individual people who are acting in their own, as well as their collective interests within the institution. The purpose of strategic plans is an attempt to gather individuals around a collective social action. With a large, multidisciplinary institution such as the University of Manitoba, it is difficult for many in the University to strongly identify with the institutional whole, sensing stronger affinity within their discipline, their academic unit, or academic program. The challenge of harnessing collective will within a complex organization is significant and requires very clear articulation of what change is needed, why it is needed, how change will proceed, and what the end outcome will be. A2 has identified the necessity of this process and indicates that the University as a whole has not yet accomplished its end goals regarding social justice.

The Development Framework, is a methodological tool to assist universities through this process. The framework begins where the Relationship Framework concludes, with the institution's orientation to community interdependence and wellbeing. University actions (i.e. individuals acting on behalf of the institution as a collective whole) demonstrate an orientation to the local community that ranges from fully interdependent to fully independent. These actions, in themselves, are based on rational choice intended for the good of the institution and while the typography presented by Thomas and Cross (2007) offers somewhat value-laden terms, the framework is not constructed to stand in judgement of those at the exploitive end of the continuum. It is intended to be a tool for critical reflection and self-awareness as an instrument to identify possible problem areas and a path towards finding sustainable solutions.

On the horizontal axis of the Community Development Framework is the institution's orientation to community interdependence and wellbeing as derived from the Relationship Framework. On the vertical axis are the different orientations to structural change noted by Wilkinson (1972, 1991), i.e. (i) no knowledge or agency/power to change social structures, (ii) knowledge but no agency/power to change social structures, and (iii) knowledge and agency/power to change social structures. This study adds a fourth orientation to fill out the matrix, i.e. agency/power but no knowledge to change social structures. When paired with corresponding "place agent identities" (Thomas & Cross, 2007, p. 41), a new range of social action characteristics emerges, as noted in Table 8 below.

Table 8

Integrative Community Development Framework Revisited

		Orientation to community interdependence and wellbeing			
Orientation to community development		Interdependent		Independent	
		Transformative	Contributive	Contingent	Exploitive
		Consistent community self-determination	*Sporadic community self-determination*	*Controlled community self-determination*	*No community self-determination*
	No knowledge or agency/power to change	Idealist Aspirational ideas based on perceived community needs	Patron Supports community actions without participation	Observer Watching community action from the sidelines	Isolationist Self-sufficient without interest in community action
	Agency/power without knowledge to change	Altruist Positive influence but uncertain effectiveness	Donor Contributes charitably to various causes but not strategically	Reactionist Disinterested in community action until it impacts the institution	Bulldozer Uses influence indiscriminately to achieve own objectives
	Knowledge without agency/power to change	Activist Lobbies for action and supports others to lead social change	Benefactor Gifts of time and expertise to project-based community priorities	Maintainer Acts as necessary to maintain organizational interests	Opportunist Waits for favourable conditions before acting
	Knowledge with agency/power to change	Transformer Effects positive social change <u>with</u> community to reach collective priorities	Contributor Responds consistently with charitable gifts to community	Controller Actively maintains *status quo* through legal & regulatory frameworks	Exploiter Strategic extractive action for organizational profit

Bhattacharyya's (2004) community development theory, which highlights the importance of community agency in devising development activities, describes three principles for community self-determination that help to further discern actions within the Development Framework and which are noted in italics in Table 8 above. These principles are: (i) self-help: the principle that given health and opportunity communities are able to improve their own lives, in other words they are empowered to better their own situation; (ii) felt need: the principle that those impacted by the development intervention should define their own needs; and (iii) participation: the principle that those impacted by the development activity must participate in every aspect of its planning, execution, and evaluation. According to Bhattacharyya's (2004) principles, the degree of community self-determination experienced by community members most impacted by the development action, is the degree to which the action has the most positive and transformative impact in the community.

With the components of the Development Framework in place, discussion proceeds with an analysis of the University of Manitoba as the case study institution to discern its interactions with community members in the City of Winnipeg. Application of the Development Framework is more clearly understood when applied to discreet relationships within the institution. Consequently, this section uses case analyses from the specific partnership examples described in Chapter 4 of faculty member and community organization interview participants in this study.

Case Analysis #1: F1 – Practicum Student Placement in the Community. F1 is managing a student practicum placement program in the community as a side activity beyond their regular teaching and research responsibility role. Practicums are an integral part of the program's accreditation standards, enhance student learning, and contribute to students becoming community-conscious members of their healthcare profession following graduation. F1 indicates that building strong relationships with community partners and involving them in each stage of the project is

essential and says a collaborative approach to community partnerships is a standard expectation in their program area. F1 also indicates lessons that they are currently learning relate to how best to manage relationship development, that reliance on student interactions with community partners is insufficient since students are temporary connecting points who come and go and have limited availability according to strict course schedules. Faculty must be the constant actor with whom a community relationship is established so that there can be continuity between student cohorts and who can navigate relationship actions between institutional and community needs and concerns.

While F1 sees the importance of faculty involvement in the community partnership relationship, they are finding it challenging to fit into an already full teaching and research schedule. Additional support or even recognition of faculty time and investment in community partnerships is not available through the University. In fact, F1 experiences opposition from the University when they set up practicum projects that help community organizations to fill a gap in the health care system. University policy is to not offer service that should be filled by public health care. And yet, the various systemic barriers and gaps experienced by community members make it difficult for them to access care. F1 believes there is an opportunity for their program to make an important contribution to community organization efforts to bridge gaps and make health care more accessible for community members.

Systemic barriers that F1 faces in their community work are not just the barriers in the community. The University, as a highly bureaucratic and stratified system of policies, processes and standards of practice, also presents systemic barriers that must be overcome in community-engaged academic work. The policy that prohibits community work in community health care gaps is an example of this. A siloed community engagement office is another. With lack of institutional support, F1 also sees the burden of responsibility that the practicum program places on community organization hosts.

Given the short-term, limited nature of F1's practicum, its community development orientation according to the Community Development Framework fits in with the *contributive* area. Since faculty and students have some knowledge about systemic barriers they are facing, both in the community and in the University, but lack agency to change these barriers, their role as a community developer is largely that of a *benefactor*. F1 acknowledges that their program is not making significant contributions to community development, and the limitations of time availability do not permit more extensive engagement. Contributions are short-term and project based.

Indications of the work trending towards a *transformative* influence, however, show up in the community organization's consistent involvement throughout the project, the evolution of the project to other collaborative activities, the practice of having students assess their practicum in terms of its community impact, and the awareness of social structures and barriers in the student learning experience. F1 also expresses their hope that students will impact the health care profession as they take lessons learned in the community to the workplace after graduation. This demonstrates an *activist* mindset in F1. Inroads are already being made with professional standards of practice valuing collaborative community relationships, indicating possibility for truly *transformational* change in the future.

F1's interactions with the University during partnership management suggest they view the University as having a more *exploitive* orientation towards the community. An *isolationist* tendency is demonstrated through lack of community understanding and cultural awareness that leads to a program closure. A siloed central support unit that is more problematic than supportive, and F1's comment that they see the University's values "on paper" being different from its practice suggest a *bulldozing* effect as documents portray ideals not matched by F1's personal experience. The burden that university programs place on community organizations to achieve the

University's ends points to an *opportunist* impact in the University's community development efforts.

Case Analysis #2: F2 – Community-Based Learning Program. While F2 also supervises student practicums in the community, they are doing so in a somewhat different context. F2's entire program is structured around community-based learning. Consequently, F2's teaching and research load exists in the context of the community partnerships they are managing. As F2 describes the partnership relationship, they talk about transparent communication regarding student capabilities, respecting and relying on each other's expertise to achieve project goals, and focusing on community needs first and foremost. These *transformative* relationship practices help F2's work in the community take on community development influence that broaches a *transformer* orientation in the community. The short-term nature of student practicums is a limitation, however, that F2 recognizes and readily communicates to community partners at the outset. Community partners seek out F2's assistance for new projects, based on past experience, program reputation, and community referral, indicating that the bulk of F2's program influence is that of a *contributor* with respect to community development.

F2's perceptions of the University's actions in the community field suggest a *contingent* position in the community. F2's experience working with university administrative systems points to significant bureaucratic barriers that limit project outcomes. The University's research ethics board system is so time consuming and problematic that F2's students and colleagues are not publishing papers that would otherwise be disseminated broadly in the community due to the perceived "hassle" of this process. F2 is also not able to engage with community members as much as they would like due to ethics board restrictions. Additionally, F2 has experienced problematic delays with payments to community partners through the University's financial

system. These regulatory controls demonstrate a *controller* position within the Community Development Framework.

Case Analysis #3: F3 – Community Mentoring and Support Program. The community organization that F3 helped to found has its basis in the needs of Black students at secondary and post-secondary levels who are underrepresented and under supported in Canadian educational systems. F3 has worked their whole life as a community *activist* and brings these ideals to their faculty role at the University of Manitoba. Their belief is that faculty must be personally engaged in the community to first understand community needs and second to gain community trust. F3 suggests that everyone who wishes to influence community development must take on a learning attitude and let the community lead when it needs to lead and offer leadership only when the community needs this leadership. This reflects Bhattacharyya's (2004) development principle regarding the shared felt needs of the community.

As F3 works with the community, they are conscious to "humanize" people, i.e. to not make assumptions based on personal characteristics, but to treat everyone with the recognition, respect, and agency they deserve as fellow humans. F3 is active to erase barriers, recognizing that with awareness and support, the community has agency to look after their own wellbeing. As a result, F3 is facilitating community connections so that an entire community understands its role in proving wrap around support for students entering higher education. F3 is also making connections between systemic barriers, such as racism, and its impacts in community, such as mental health, to gather momentum towards change. These *transformative* efforts are garnering widespread attention locally and nationally.

Unfortunately, F3's efforts seem to be minimized and thwarted by the University's systemic barriers. F3 does not see the University taking responsibility for the wider community, demonstrating an *isolationist* position. While F3 applauds the University's progressive efforts

towards Indigenous students, they see this as an *opportunist* stance that overemphasizes one group above others and detracts from supports from other underrepresented groups. Ultimately, this will do the University and the City of Winnipeg a disservice as those who are working to support racialized groups are overwhelmed with the community's need and are becoming "burned out."

Most significantly, F3 calls out a colonialist, elitist mindset that is still pervasive at the University and which guards the historic power concentrated in learned individuals who have achieved the requisite academic credentials. On the more aggressive side, F3 talks about a "willful ignorance" attitude that suggests a *bulldozer* mentality, using influence indiscriminately to achieve their own objectives. This mindset exerts power with little knowledge or acceptance of the structural barriers this imposes on others. At a more benign level, this mindset acts as a *maintainer* of existing social structures by protecting the attitudes, traditions, and even physical barriers that demonstrate to the wider community the separation between others and the academic elite of the institution. When it comes to the University's goals to advance diversity, equity, and inclusion (DEI) on campus, F3 sees these attitudinal barriers as significantly blocking any activity. Until everyone is supporting the DEI goals, they cannot be curtailed as there will always be pockets of resistance that counteract the effort.

Case Analysis #4: O1 – Student Practicum Host. O1 takes in practicum students from several universities, including the University of Manitoba, to expand organizational capacity to service the needs of Indigenous community members living in Winnipeg's inner-city neighbourhoods. O1 sees the University as a resource *donor*, taking students from several programs and disciplines. Students assist the organization with existing work, as determined by O1's organization but do not have influence beyond this. Student placements are generally task-based as assigned by O1. O1 generally finds that university supervisors have a benign and detached role in managing the practicum, except in the case of F1 who has worked with O1 to

develop a project-based approach. O1 sees projects as having a *contributor* quality, assisting community needs more consistently over time.

O1 sees the University of Manitoba as highly bureaucratic, which inhibits community action by creating more work but O1 generally feels the assistance from students is worth this cost. The University has a *controlling* role in O1's perception, limiting student activity in terms of its type and schedules. O1 bears the cost of student practicum activity, which can reach a tipping point for O1 when the burden of responsibility outweighs the student's capacity to undertake practicum tasks capably.

O1 does not see any evidence that the University of Manitoba is making a positive impact in the community. Neither does O1 know what values the University has that would motivate community action, pointing to an *isolationist* tendency. Rather, O1 perceives the University reinforces and even accentuates existing community barriers. This suggests a perception of the University's actions as an *exploiter* in the community.

Case Analysis #5: O2 – Student Practicum Host: O2's organization also takes practicum students from the University of Manitoba, working with one health related faculty program and indicating they have a very positive relationship with the program supervisors at the University. University students are upper level undergraduates with sufficient skills to assist the organization with various health related projects, identified jointly between O2 and the University supervisors. Student practicum participants help O2's organization provide no-cost health care services in a safe and familiar environment, reducing the barriers experienced by community members when accessing public health care services. O2 ensures that students are well oriented to community participant needs and helps them build relationships of trust with community members.

Although O2 strives to organize projects that can be sustained over time after students complete their practicum, this can be a challenging task. Meeting community needs, university

needs, student needs, and sustainability needs is very difficult. Consequently, most projects take on a *benefactor* development characteristic, trying to balance the many priorities and being unable to change healthcare system barriers. Projects take on more *activist* tendencies as students learn to advocate for community clients within the healthcare system from which they feel excluded. O2 hopes that as students learn about systemic barriers and how to overcome these with individual clients, they will become informed health care professionals that could possibly make more *transformative* systemic changes once they enter the profession.

The high demand from the University for O2's organization to take increasing numbers of students suggests an *opportunist* outlook on the situation from the University's side. O2 maintains, however, that program supervisors are very respectful of organizational needs. In one incident, university supervisors pull a student from the program after one difficult situation involving a language/ cultural misunderstanding. Preemptive action without discussing the situation with O2 suggests a *reactionist* response to the problem.

Case Analysis #6: O3 – Community Capacity Building Research Project. O3's cooperation with university researchers to develop success indicators for the organization's community services, has many indicators of a *transformer* influence in the community. Starting with faculty members who bring clearly aligned values with the organization's approach to community-focused, trauma-informed capacity building, the University and community co-create the project's design. The University researchers understand the organization's constraints and anticipate their needs, taking every opportunity to involve not just organizational staff, but also community constituents, directing resources back into the organization's community. Specific goals and clear articulation of responsibilities help the partnership function as a high performing team with everyone being willing and able to take on the tasks that are jointly assigned.

This university-community partnership demonstrates how researchers can use their knowledge to bring to light new ideas for best practice among community organizations. O3 relates how researchers understand the systemic barriers in their community and make strong connections with organization programs and services. In introducing new technologies to the staff team, university faculty work with the organization to help them communicate the benefits these changes will bring, introduce training and apply for additional grant funding for the organization to hire permanent support experts to manage the innovation. The strength of the research, the credibility of the University's faculty, and the organization's positive community relationships work together to attract the notice of other organizations in the same sector. It also enables these organizations to come together to effectively advocate their needs to the government in reducing systemic barriers. New funding and new projects are built on earlier ones and university faculty continue in an advising capacity on the organization's board. Promotional materials and reports are strengthened with credible data, and the organization grows its support base as it implements strategies for improving program effectiveness. This partnership is a good example of a *transformer* orientation to community development, demonstrating ripple effects well beyond project goals and resonating broadly within the wider community.

O3's experience has not always been so positive. The burden of work experienced from earlier projects caused O3 to write detailed guidelines to protect staff from *opportunist* requests from the University for research among their community constituents. Often results would not be shared or would be shared in such a way as to negate their value, leaving O3's organization with no benefit for their significant effort. Needless to say, O3 is very grateful for their current university research partners!

The Integrative Framework for HEI-Community Development – Summary. Using case study data collected in this study, the Community Development Framework helps to describe

the actions and influences of the University of Manitoba and its members in ways that create better understanding of its individual and collective impact in the local community. While partnerships are more easily described at the level of individual faculty working with community organizations, examples of wider institutional actions can also be found in the study and present a range of community development impacts relevant to each section of the Community Development Framework.

Discerning Community Development Type Indicators. In applying the Community Development Framework to this case study, several typology characteristics have emerged through inductive assessment of the conceptual framework to clarify each type indicator within this framework. Similar to the process used with the Relationship Framework, this process has produced the list of characteristics shown in Table 9 below, which serves as a guidepost for future applications of the Development Framework.

Much subjectivity is still required in categorizing various university-community interactions and activities, given the limited amount of knowledge regarding each actor's motivation, context, unknown pressures, additional goals, and limitations that may have an influence but are not part of the consideration. Yet both the Relationship Framework and the Community Development Framework serve as useful reference points, or mental models, for making decisions regarding complex partnerships as they develop to ensure the desired outcomes are realized.

Further assisting the discernment process of where to place individual and institutional actions within the Community Development Framework are the community development principles described by Bhattacharyya (2004), i.e. (i) level of participation among those impacted by community actions, (ii) degree to which the needs addressed by community actions are defined by those most impacted, and (iii) ability by those most impacted to be empowered to support their

own wellbeing. These principles are incorporated in the Community Development Framework alongside the relationship characteristics determined through the Relationship Framework.

The identifying characteristics in Table 9 below are taken from both theory and practice as a tool to assess a university's community partnerships in terms of their community development impact. The left column references the Relationship Framework type determined by observed relationship qualities. Added to this are the community self-determination characteristics of community development described by Bhattacharyya (2004). Together, the four points in the left column define the type indicator represented in the grey section header. Moving towards the right, points under "Development Characteristics" are the distinguishing characteristics noted in various partnerships throughout the case study. These characteristics help to determine the "Development Category" listed as one of 16 types in the Development Framework. Finally, a case study example that demonstrates the Development Category is provided to illustrate how the Development Category can be identified in an actual university-community partnership situation.

Table 9

Integrative HEI-Community Development Framework: Assessment Tool

Relationship Characteristics	**Development characteristics**	**Development Category**	**Case Study Example**
Transformative			
• Partnership characterized by aligned values, shared responsibility, mutual and equal capability, and full commitment from all involved, cf. Relationship Framework • People who are impacted by the project participate in each stage of the	• Partnership identifies systemic barriers that limit an area of community capacity • Links barriers to ongoing community solutions to reduce or eliminate • Partnership has the resources and influence to make lasting changes in the community	Transformer	O3: Community organization capacity increased to (i) lead sector in best practice; (ii) lead advocacy effort for policy change; (iii) continue to create new future projects
	• Partnership identifies systemic barriers that limit an area of community capacity	Activist	F3 advocates for equity, inclusion & access for diverse racialized people

Relationship Characteristics	Development characteristics	Development Category	Case Study Example
project • People who are impacted by the project define the needs addressed by the project • People who are impacted by the project are empowered to address their own needs in new ways after the project has concluded	• Links barriers to ongoing community solutions • Partnership does not have resources to address barriers and advocates for others outside the partnership to reduce or eliminate identified barriers		groups in post-secondary and secondary education and wider community
	• Partnership does not identify or plan to address systemic barriers • Partnership has the resources and influence to make lasting changes in the community	Altruist	A3: Indigenous representation in government and future leadership in province
	• Partnership does not identify or plan to address systemic barriers • Partnership advocates for others outside the partnership to act on reducing or removing the identified barriers	Idealist	A1: Membership in community associations leads to new connections for positive community impact
Contributive			
• Partnership characterized by common values, assumed responsibility, charitable capability, and pockets of commitment from those involved, cf. Relationship Framework • People who are impacted by the project participate several key stages of the project • People who are impacted by the project share their	• Project plan works within its scope to address needs for an identified group • Partnership identifies community needs and the underlying factors. • Partnership plans for continued cooperation to address needs as these arise	Contributor	F2's academic program is available to community as a resource. Partners identify needs and F2 students work collaboratively to find solutions.
	• Project plan works within its scope to address needs for an identified group • Partnership identifies community needs and the underlying factors • Partnership lacks resources for continued influence beyond existing project plan	Benefactor	F1 places students with community organizations for practicum activities identified in the community educating students about social determinants of health but can't address gaps beyond limited periods of time.

Relationship Characteristics	Development characteristics	Development Category	Case Study Example
needs with project staff who select which needs can be addressed • People who are impacted by the project are given tools and information to address their own needs in the future	• Project plan works within its scope to address needs for an identified group • Partnership responds to needs but does not have capacity to address underlying factors • Partnership plans for continued contribution of resources to have positive community impact	Donor	O1 gives time to supervising university students to be a "good citizen" towards universities and extend organization services; they take university students for as long as it suits organizational needs
	• Partnership coalesces around common interest but does not identify specific needs to address • Supports the actions of others and participates when suitable	Patron	C4 and A4 identify the university's strength in environmental research but do not talk about common goals; applaud the university's efforts in this area
Contingent			
• Partnership characterized by co-existing values, obligated responsibility, conditional capability, and limited controlled commitment, cf. Relationship Framework • People impacted by the project can only participate in controlled circumstances • People impacted by the project have needs that are defined by University members • People impacted by the project cannot	• Project delineates goals and actions that are accepted and approved by university regulatory systems • Community partnerships must be controlled to manage university risk • Projects supported upon successful reviewed application; Projects that propose actions different from university approved controls are seen as contrary to University interests	Controller	F2 and O3 indicate the burden of faculty obtaining approval from the university ethics board for research in community; results in unpublished papers and limitations on community engagement
	• Project delineates goals and actions that are accepted and approved by university regulatory systems • Community partnerships must be controlled to manage university risk • Attitudinal norms and social values of majority culture form informal controls on project outcomes	Maintainer	F3 talks about the elitist, hierarchical mindset of academics in the university that exclude the community; university systems based on colonial structures, function through the "lens of whiteness"

Relationship Characteristics	Development characteristics	Development Category	Case Study Example
influence University practices or procedures	• Project delineates goals and actions that are accepted and approved by university regulatory systems • Community interests are irrelevant to university • Projects supported upon successful reviewed application; Projects that propose actions different from university approved controls are seen as contrary to university interests	Reactionist	O2 talks about a University supervisor responding to student complaint by removing student from the practicum without consulting O2, resulting in missed learning opportunity for the student and agency for the community organization
	• Community interests are irrelevant to university • Attitudinal norms and social values of majority culture form informal controls on partnership outcomes	Observer	A1, A2, C2, C4 all note the university's financial impact in the city as a positive outcome, but is not resulting from strategic cooperation with City; C3, C2 talk about the City's increasing diversity, but the university is not taking responsibility for negative impacts
Exploitive			
• Partnership characterized by contradictory values, self-sustaining responsibility, manipulative capability, profit-driven commitment • External participation in	• University strategy maximizes profits to grow opportunities for its faculty, staff, and students • Knowledge of resources in the community are actively sought for university benefit • University has capability to attract new resources from the community to further its own strategic priorities	Exploiter	C2, C3: The university recruits international students who pay exceptionally high tuition fees but does not provide sufficient affordable campus residence space;

Relationship Characteristics	Development characteristics	Development Category	Case Study Example
University business limited to information gathering to serve University purposes • Community needs & concerns are not relevant to the University • Community is a resource for the University to use to further its mission and purpose			resulting burden on community is not university responsibility
	• University strategy maximizes profits to grow opportunities for its faculty, staff, and students • Knowledge of resources in the community are actively sought for University benefit • University unable to provide resources self-sufficiently for its programs	Opportunist	O1, O2, O3 all describe an over burden of responsibility placed on community organizations for taking practicum students or supporting research without adequate compensation from the university
	• University strategy maximizes profits to grow opportunities for its faculty, staff, and students • University looks after its own strategic goals without knowledge of local community goals • University has capability to attract new resources from the community to further its own strategic priorities	Bulldozer	C2 describes instances when public funds were used but community benefit not realized: rapid transit system built but staff parking still subsidized, Active Living Ctr hours prohibit public use; C3 says diversity in City is a social cohesion concern
	• University looks after its own strategic goals without knowledge of local community goals • University is either self-sufficient or looks past the local community for resources to achieve goals	Isolationist	C2, F1, O1: University is “ivory tower” looking out for itself not concerned with community; F2, O1, O2, O3: don’t know what university values, how it supports community;

Limitations

This study has several notable limitations that have restricted the analysis and application of the conceptual frameworks. Future research efforts in this area would benefit from adjustments to the following areas.

Limited empirical evidence regarding case institution data collection

The evidence gathered relating to the case institution's local partnerships is limited to the perspective of one member of a multi-member team of partners. This limitation is essentially due to the limited availability of time and resources to conduct a more comprehensive examination of each institutional partnership. While the data in this study represents a sampling of different perspectives towards HEI-community partnerships, it may not sufficiently reflect the institution's true partnership orientation towards the community. The empirical evidence highlights examples of partnership relationships that may be cause for concern, given the institution's strategic plan statements to "be a partner of choice within the greater community" (University of Manitoba, 2024e, p. 13), but does not provide a comprehensive description of any single partnership. These examples serve to demonstrate how the Relationship Framework and Development Framework can help to identify and support the types of partnerships needed for community transformation.

Methodological limitations

With several frameworks engaged in this study, and research questions with a broad reach of complex ideas, it has been challenging to create a simple, straightforward survey instrument to collect relevant data. The small survey sample size that has prohibited use of inferential statistical analysis may be improved by shortening the survey and revising questions to ask for fewer responses per question. For example, in Part 4 of the survey, instead of asking about the impact of research, teaching, service, and practice for each Winnipeg development goal, one question might

adequately summarize respondent's perceptions towards the value of each university action in terms of its overall influence on community development goal achievement.

Additionally, response rates may be improved by conducting the study as part of a broader effort to promote collaboration between the university and the City, perhaps formalized through a city-university agreement, and involving awareness efforts to engage the city and university communities in partnership activity. It would also assist data analysis to create identical questions between stakeholder groups on key comparative items.

A second methodological limitation in this study is that while it has collected perspectives from university administration, it did not include senior administrators within City Hall. City Hall administrators, who had been included in the original study plan, were excluded from the final survey distribution based on advice received. In hindsight, the perspective of City administrators who supervise various departments and programs would provide perspectives on resource allocation and administrative decision-making that would give balance to City Counsellor responses. Including City administrators would also widen the pool of possible respondents.

A third methodological limitation involves the interview questions, which neglected to ask specific questions concerning systemic barriers experienced from university policy and practices. While this came out in several interviews in the natural flow of conversation, it was not until the data analysis phase that its wider concern within the community became apparent. Consequently, interview questions did not gather data on how these barriers are being experienced in the community, what choices and decisions are being made as a result of these barriers, and possible solutions imagined by the participants.

Limitations of case study scope

The final limitation to note is that this study is based on a single case institution bounded by a particular history, geographical location, and size. It is difficult, from a single case study, to assess how much influence these institutional characteristics have on the institution's relationship with the community. Conducting additional research with another institution in the same city but with a different history, location, and size, may provide helpful comparative data to help isolate institutional characteristic factors and enhance understanding of HEI-community relationships within particular institutional contexts.

Summary of key findings

The data gleaned through this study supports several important findings concerning the case study of the University of Manitoba, which have implications for other HEIs and their respective relationships with the local community. Select key findings from this study are summarized below.

1. **Sustainable development goals provide an effective common framework to align the goals and values of HEIs with their respective communities.** The data collected through document analysis, surveys, and interviews demonstrates the relevance of HEI activities in relation to SDG achievement. Evidence points to the ability of the SDGs to have relevance and applicability to a diverse range of academic disciplines and departments within higher education, and multiple sectors in the community. As such, the UN SDGs offer a promising common framework for assessing the alignment and divergence of HEI-community priorities.

   The University of Manitoba demonstrates a lost opportunity in this regard. While the University of Manitoba has identified seven UN SDGs as institutional priorities, ample evidence exists that it is active in each of the six Winnipeg development goals, which represent

a composite of all 17 UN SDGs. By aligning its priorities with the local community, the University could broaden the participation of different academic units and demonstrate its local impact across the breadth of the institution.

Several challenges remain with using the UN SDGs to align HEI-community priorities. Many communities have not shaped their local priorities around the UN SDG framework. This adds an additional layer to the analysis, but it is not insurmountable. Most, if not all, community priorities can find related goals within the SDG framework. Identifying this goal relationship, translating community priorities to development goals, and clearly stating this process could be done by HEIs or the community, or a cooperative effort of both. This would lay the foundation for understanding the HEI's contributions within the community in a clear, mutually understandable framework.

2. **Partnership activities support the integrity of the HEI-Community Relationship Framework.** Actions between the University and its local community have observable qualities that can be understood within the proposed conceptual HEI-Community Relationship Framework. The categories of the Relationship Framework can be a helpful mental model for quickly understanding the nature of a particular community relationship, or certain aspects of the relationship. In this way, those involved with either managing the relationship or supporting it institutionally can have a sense for how it could be influenced towards a different, more desired orientation towards community interdependence and wellbeing.

For example, the University of Manitoba's case suggests that a collaborative effort to align goals between the University and the community has not taken place since no reference towards the Winnipeg development goals is indicated in any data source (documents, surveys, and interviews) from the University of Manitoba. This lack of alignment suggests that the city and the University have each devised separate goals with co-existing values, indicating a

contingent relationship according to the Relationship Framework. The contingent orientation to the community is supported by survey respondents, the majority of whom see the University as being “somewhat independent” of the local community.

If the University truly wants to be an agent of transformational change in the city of Winnipeg, as stated in its planning documents, this relationship will need to be adjusted. This presents an opportunity for both the city and the University to work towards common goal identification, harnessing each other’s strengths and bridging each other's weaknesses. Together, they are better able to influence the community social field towards a knowledgeable, critical, just and stable society.

3. **Partnership activities support the integrity of the HEI-Community Development Framework.** Similar to the Relationship Framework, the Community Development Framework derived from theory applies accurately and appropriately to partnership activities to help both frontline partnership managers and administrative supporters to understand the development dynamics at work within the partnership. The knowledge about systemic barriers and their impact for individuals both in the community and in the university is a key indicator for determining the institution’s community development influence, as is the community’s participation in self-determination actions. The university’s access to resources (financial, influential, positional, etc.) to achieve their objectives is the other signifying indicator of community development influence. How the institution collectively uses its knowledge and agency/power in the community determines its ability to remove or reinforce the systemic barriers present.

   In the case of the University of Manitoba, planning documents advance the University's desire to being a transformative agent for its community. Data from this study, however, demonstrates that its current influence is quite mixed and there is little to suggest that it is

perceived, collectively, as a transforming agent in the community. In the survey, university faculty and administrators perceive that their institution's capability, as well as responsibility, for community is among the most significant influences in the city and yet community respondents place them at the lowest level compared to other city actors.

If the University states goals to be a transformative influence in the community, but members of the community experience its actions to be largely reactionist, opportunistic, or controlling, it will not achieve its stated goals. Its actions will be the voice that community members hear, and no amount of communication to the contrary will be believed. Understanding these differences can lead partner members and their institutions to develop strategies and practices better suited to their intended outcomes.

4. **The University is both a change agent and a barrier maintainer**. As a post-secondary institution, the University of Manitoba is also a social structural institution that creates systemic barriers for community engagement. Class schedules, program requirements, funding application procedures, ethics approvals, and risk management limitations all represent systemic barriers for faculty who are working with community organizations.

While removing these barriers completely would not be a feasible option, strategies for front-line university members responsible for building and maintaining partnerships might help mitigate and reduce the effect of these systems on community members. Identifying the University's systemic barriers is the first step. Transparency and openness about institutional limitations enables partners to plan together for how best to manage partnership requirements while minimizing negative effects of institutional controls.

Involvement of faculty and community partners needs to be considered when developing a collective community engagement strategy for the University, since these are the individuals most impacted by such a strategy. While such inclinations are stated in its current

strategic plan (University of Manitoba, 2024e), faculty members currently involved in community partnerships are skeptical that these goals will translate into real changes at their level, as noted with both interview and survey participants. Critical self-reflection of the University's current institutional impact in the community, and joint development of barrier reduction goals would help the University achieve its stated goals of becoming a transformative influence in community.

5. **Faculty members are the primary university actors who are leading transformational change in the community.** Faculty members are actively working with local community organizations in ways that are expanding and enhancing community capacities. While students gain valuable first-hand experience working with community organizations in their practicum placements, the primary relationship builder is still the faculty member who offers continuity between student cohorts and has institutional knowledge to navigate university systems. Given their key function in building and maintaining community partnerships, faculty members need to be intentionally and effectively supported in this role if the University sees community impact as an important strategic priority as suggested in its current strategic plan. Additionally, faculty members who do not see community engagement as relevant, necessary, or efficient relative to their academic work, could be encouraged to see the community differently. Perhaps helping faculty to understand the purpose of higher education, as Brennan (2008) suggests, or providing clear connection points for every faculty unit to community sustainable development goals might help ignite a sense of collective responsibility towards the community.
6. **The University and City share responsibility for clearly articulating and communicating their respective community development goals, responsibilities, capabilities, and commitments.** Both the City and the University put out strategic development plans, but

members in both institutions seem unaware of the other's goals. Alignment of academic work with city development priorities appears to be accidental rather than intentional. Additionally, the University's stated commitment to the "community" is ambiguous. Does this refer to the city of Winnipeg? If it does not, in which community(ies) does it intend to apply its significant expertise and resources? Without clearer definition of its commitment, the University is unlikely to garner collective local community support for this goal.

Likewise, lack of transparency concerning the University's capabilities relevant to City priorities makes it difficult for partnerships to form around strategic development objectives. While study participants acknowledge the need for dialogue and conversation to facilitate sharing of respective interests, the University cannot share partnership information with the City since it does not track the information. Whether this is due to its mandate to serve the interests of the province, rather than the City, or another reason, it adds a challenge that would need to be addressed to better facilitate strong partnerships within the community.

7. **New thinking is needed to see the University as a development tool with and for the City**. It is evident from the surveys and interviews in this study that University faculty and administrators, City Councillors, and a number of community organizations see the University being "somewhat independent" of the City. The University has been described as "a city within a city", highlighting its separateness from the rest of the Winnipeg community. As long as it rests on the "independent" end of the "orientation to community wellbeing" continuum, the University cannot achieve transformative influence in the community. The University and its members need to find a way to describe the utility and value of their work in terms of community priorities. This study suggests the SDG framework as a common set of priorities, particularly as they have been localized to meet Winnipeg's needs.

Likewise, the City is under-utilizing a significant resource for community development by accepting the University's isolated position in the community. Rather than limiting HEI value assessment to only one SDG (e.g. "quality education") or one community priority (e.g. "jobs and the economy"), it would be beneficial and more accurate to assess HEI contributions related to a broad spectrum of social priorities, such as the entire Winnipeg development framework. The lack of intentionality to harness the tremendous resources of the University in every one of its community development goals represents lost opportunity for the City.

More than a communication strategy between the City and the University, a changed mindset is required to shift thinking about higher education generally. It is not helpful for levels of government to limit HEI contributions to a "jobs and economy" strategy. While educating the city and province's future leaders and professionals continues to be critically important, the University's influence is much broader and deeper than this. Understanding the ways that higher education contributes to each and every community development goal enables clearer, more constructive thinking of how the post-secondary sector can be involved as a full partner in the community-building mission of this city.

Chapter 6: Conclusion

The journey towards understanding HEI impact in the local community is complex and fraught with differing subjective views and opinions. It is nonetheless necessary, particularly in light of growing calls for public accountability of higher education's social purpose. It is precisely because this area is so complex that carefully constructed tools and methodological frameworks are required to assess HEI-community activities in thoughtful and dispassionate ways. This paper concludes with a summary of the case study used in this explorative journey, a critical examination of the Integrative Frameworks that have evolved through this study, and recommendations for the future.

Case summary: The University of Manitoba's Sustainable Development Impact in Winnipeg

The University of Manitoba has served, and continues to serve, as the sole research intensive medical-doctoral university for the province. It is the largest university in the province, eclipsing the next largest university by three times in terms of student enrolment, and maintaining a higher enrolment by approximately one third over the next largest post-secondary institution in the community college sector. Its size, its history, and its research significance all suggest that this university is positioned to have tremendous impact in its local community. While there is ample evidence in this study to confirm that its impact is indeed significant, there remains some doubt as to whether this impact is a positive contributor to local community development.

University planning documents project an aspirational picture of the University of Manitoba being a leader in its community, generating the necessary knowledge resources for the province's future. It also aspires to be a positive social change agent, combating systemic barriers and helping its community move towards a more just and stable society. University reports show steps the institution is taking to create a more welcoming, more equitable experience for Indigenous students and their communities. Interview participants agree that the University is taking great strides to promote reconciliation in the city and province. Various data sources point to the University's achievements in contributing towards sustainable development through research and innovation, cultural events, critical dialogue, and sustainable institutional practices.

Despite these recognitions within the community, pockets of frustration, confusion, and disconnect indicate the University cannot yet claim to be the transformational force for community development that it aspires to be. University systems, policies, and practices create barriers between it and the local community. Those at the frontline of building partnerships in the community remain isolated from University support and experience barriers to maintaining their community partnerships. To achieve its aspirations of being a positive change influencer in the

Winnipeg community, the University will need to understand its local relationships in more concrete and critical ways and work constructively to build public confidence in its capacity to do so. The Integrative Frameworks developed in this study may prove to be useful conceptual tools to guide this process.

The University's importance to its local community appears to have a conflicted assessment according to study participants. In the process of redefining the University of Manitoba's local impact, the institution will need to find a way for communicating its relevance to local community needs in ways that connect with community-based values and understanding. Traditional academic metrics of publications, citations, grants, and the like are irrelevant to community interests unless they can be reinterpreted and applied to areas that the community has identified is a felt need. Community participation and partnership contribution are also key to ensuring public appreciation for the University's efforts to support the collective wellbeing of the community.

This study suggests that defining collective goals around the UN sustainable development goals provides a useful common framework for identifying areas of community needs. Further, the UN goals need to be refined and redefined to meet local community needs as appropriate for the community's context. The University of Manitoba's local community, i.e. the City of Winnipeg, has already done this in preparing its own community development plan. The Winnipeg development goals synthesize the UN SDGs into six community priority areas. Rather than limiting the possible areas of alignment with university academic work, the Winnipeg development plan actually expands the possibilities for academic contributions relative to the University's own strategic plan. This study demonstrates how academic interests in disparate disciplines can find meaningful alignment with all six community priority areas.

The City, also, can be encouraged to look for meaningful contributions from higher education in each of its community development goal priority areas. Rather than limiting higher education to contributions only in relation to jobs and the economy, local government should be challenged to consider higher education's impacts in leadership and governance, environmental resilience, health and wellbeing, social equity, and city building. The value of higher education extends well beyond the contributions of its graduates. It is a powerful agent for sustaining the wellbeing of society and contributing to its progress and development.

The University of Manitoba can be encouraged to know that many of its local community members have a solid appreciation for its role in the community. It can also be challenged to reflect on ways it can help local community members better understand its transformational intent and to adjust its own systemic practices to ensure community members' experience aligns with this intent. Some assistance may be available through the methodological framework proposed in this paper, as detailed below.

An Interactive Relationship Framework for Assessing Higher Education Institution Impact in the Local Community

This study has been a deductive exploration of two integrative conceptual frameworks derived from the literature to discern how an HEI might impact its local community through the partnership relationships of its members. By using a relationship framework for assessing HEI impact, and by applying the theoretical framework to a case institution, a methodological framework for assessing higher education relationships within the community has been refined for possible reapplication to other institutions in different community contexts. Similarly, using a structural change framework to assess an HEI's development impact provides an approach for determining how much the HEI impacts its community and why the impact takes the shape that it does, according to the institution's orientation to community development.

As demonstrated, the integrative frameworks appear to have applicable relevance for the case study institution that helps to describe and understand HEI-community partnerships in a new way. It is now time to use inductive reasoning to suggest ways the conceptual framework can be applied to other partnerships going forward, helping to evolve and strengthen the model over time. Taking lessons learned from the case study example, an outline for how this methodological framework might be used for assessing higher education institution impact in the local community is provided below.

How to Use the Frameworks

Identify Partnerships. The methodological framework proposed in this study begins with an identification of the interactions between members of the HEI and the community that coalesce around a common community objective, i.e. the interactive social field. Interactions that continue for a time to meet a collective objective may be considered to be a "partnership." Formal partnerships are created through systemic processes and requirements and are characterized as having external accountabilities beyond the partners themselves. Grant funded projects, activity conducted under the terms of a signed agreement, or awarded contracts would be examples of formal partnerships. Informal partnerships are created by individuals to meet their common purpose without institutional agreements or contracts. They are characterized by internal accountabilities between those involved in partnership activities. Some research and teaching activities, service work, and volunteering would be examples of such partnerships.

Formalizing partnership activity through contractual arrangements may be required for the work envisioned, but it remains the responsibility of the partners to handle the partnership in the way that meets their goals. Having said this, it is intuitive to think that partnerships with stronger internal accountabilities will be more transformative than partnerships with stronger external

accountabilities. Partnerships with strong internal accountabilities may never look at a formal agreement once signed because each partnership participant is clear about their role and responsibility and contributes their efforts willingly out of a commitment to partnership success and not out of a controlled legal environment. Weak partnerships may require legal agreements to ensure partners give what is necessary to the project. Both formal and informal partnerships have the potential to be transformative or exploitive, contributive or contingent.

Determine Orientation to Community Interdependence and Collective Wellbeing: The second step in the methodological framework is to take stock of relationship patterns to determine the partnership's orientation to community interdependence and collective wellbeing. Asking key partnership stakeholders questions regarding the relationship assessment characteristics noted in Table 7 will help to determine how the partnership is oriented to community interdependence and wellbeing. When identifying the relevant participants, care should be taken to include both those impacted by the activity as well as those implementing the action. A "stakeholder circle" is comprised of all those who both influence and are influenced by project activities (Bourne & Walker, 2005).

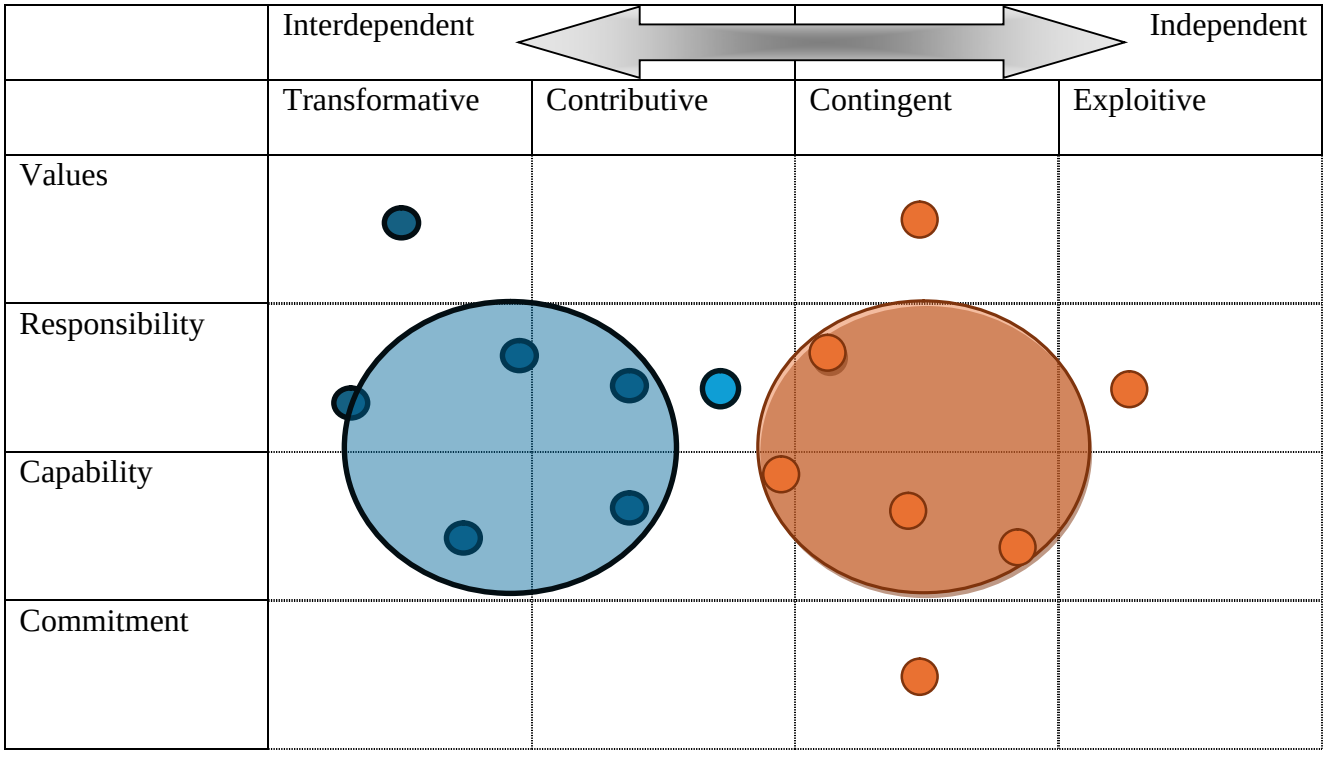
The goal is to make such assessment less arbitrary and subjective, although some subjectivity is expected. This may be a process that is best done several times during the lifespan of the partnership. Once, at the outset to determine initial stakeholder orientations within the partnership; once mid-way through the partnership (or periodically for long-term partnerships) to assess any changes to orientations and whether these have the effect of strengthening or weakening the partnership; and, once at the conclusion of the partnership to help determine how relationships have been impacted through partnership activity. This last assessment would lay the ground for potential future partnerships, should such be considered.

Note that a single partnership may occupy different categories along the transformative-exploitive continuum. For example, partners may work to co-create a project plan with aligned

values (transformative), and once the plan is created they go and conduct work independently assuming responsibility according to the plan (contributive), providing capability as needed (contributive), and relying on a signed agreement to ensure all project work is successfully completed (contingent). The array of relationship nuance within a partnership may resemble more of a scatter plot than a direct correlation to any one category, depending on the number of partnership stakeholders involved, complexity of project tasks, and other factors. The more frequent activities with observable qualities in one area of the transformative-exploitive continuum, the stronger the identity with that part of the spectrum. This is conceptually represented in Figure 24 below. The blue circles represent partnership activities that as a whole may be observed as somewhere between contributive and transformative. The circles in orange on the right seem solidly in the contingent category.

Figure 24

Hypothetical Representation of Two Partnerships in the Relationship Framework



As noted by several interview participants and even one or two survey participants, the size of the University of Manitoba makes it difficult to gather a concrete sense of its relationship with the community because it is different depending on what you look at or consider. It is easier to assess the relationship with an academic department or even a research team than the entire institution. Smaller HEIs may have an advantage in this respect where it is easier for members of the general community to understand what the institution represents to the community. This is a possible explanation for survey results where community organization members rank other Winnipeg post-secondary institutions higher than the University of Manitoba in terms of responsibility and capability for achieving local sustainable development goals. As a larger institution, the University of Manitoba will need to work hard to demonstrate its orientation towards community interdependence and collective wellbeing if this is how it wishes to be perceived in the community.

It should be noted that the exploitive category in the Relationship Framework describes an institutional position rather than a partnership. It may be that a contractual arrangement exists between the University and another entity or group, but exploitive relationship qualities will not serve to create a partnership from the contractual arrangement. There are no internal accountabilities in an exploitive relationship, and external accountability, unless it exerts existential control (e.g. as a requisite for funding), is not likely to sufficiently influence partner actions that are contrary to self-interest. This effectively results in zero accountabilities in this relationship.

While partnership aspirations may desire transformative relationships, it may be necessary to undertake actions at the contingent or exploitive end of the spectrum. Institutional controls, such as ethics reviews and academic schedules which are evident contingent actions, cannot be side stepped. In these cases, a transformative partnership will anticipate and plan for mitigation strategies that minimize the negative effect on partnership relations. While exploitive actions, such

as the University placing an excess burden of responsibility onto their community organization partner, may take place within a successful partnership, they come at a relational cost. If such actions are sustained or multiplied, they may lead to the end of the partnership relationship.

Determine Orientation to Community Development. Determining a partnership's orientation towards community development impact starts where the Relationship Framework concludes. Having determined the partnership's orientation to interdependence and wellbeing, the first step of the process is complete. The type indicator can be further augmented with questions emerging from Bhattacharyya's (2004) self-determination principles concerning the involvement of people impacted by the partners' actions, as noted in the left column of Table 9. These questions ask (i) To what degree or level are people most impacted by the partnership activity involved as participants? (ii) To what degree or level are people most impacted by the partnership activity asked to define the needs that are being addressed? and (iii) To what degree or level are people most impacted by the partnership activity empowered through partnership actions to address their own needs going forward?

The next step is to apply Wilkinson's (1972, 1991) concepts of "knowledge" and "agency" or "power" regarding systemic barriers and the need for structural change to the partnership. Knowledge, according to the examples in this study, takes on many forms. It may be gained through study and research of theoretical concepts and scientifically proven data that are accurately communicated, such as the knowledge acquired by academic researchers and educators. It may be gained through experience and the lived realities of people who understand the environment and its challenges because they are living in it, like the community members involved in this study. It may be learned through structured and intentional learning opportunities that take theory and mold it into practice, such as the practicum students in this study. The knowledge required for community development, according to Wilkinson (1972, 1991) relates to the structural systemic barriers in the

community that prevent it from being a just and stable community for all members. The degree to which partnership members can demonstrate an accurate understanding of these barriers will determine, in part, their effectiveness in removing them.

The other quality identified by Wilkinson (1972, 1991) is the "agency" or "power" to effect change within the community. As defined earlier, agency reflects the ability of individuals to act with autonomy within the social fields and structures of the community. To effect change as an agent of community development, a partnership must have a certain amount of power to exert change beyond its own actors. Such power may stem from various places, including positional authority, access to resources, social influence, and more. One of the key discerning factors of a partnership's development influence is to have a clear-minded assessment of its agency to work autonomously within existing social structures and its power to influence change beyond its own internal organization.

To obtain an assessment of the level of knowledge and agency/power within the partnership, a survey of key stakeholders may be conducted using the assessment tool provided in Table 9. This could be conducted quantitatively if the partnership has a large stakeholder group, or through focus groups, interviews, or informal conversations within the partnership management team and the project participants. With a baseline assessment, presumably at the start of partnership activities, tracking partnership actions over time will help to better understand and anticipate partnership outcomes and impacts. With this knowledge, unexpected outcomes can be minimized, negative impacts mitigated, and accurate communication delivered to stakeholders and the wider community.

Beneficial Aspects of the Frameworks

The primary benefit of both the Relationship Framework and the Community Development Framework is the ability of those with active vested interests in partnership work to gauge

partnership activity in terms of its impact in the local community. The Relationship Framework gives a sense of how activities are achieved through interactions between the HEI and the community, how the relationship is perceived, and whether this relationship demonstrates interdependence or independence of action on the part of the partners. If these interactions are categorized differently in the Relationship Framework than intended, partners have the opportunity to implement corrections, guided by the principles in the Framework, to bring it back on course to achieve intended relational outcomes.

The Community Development Framework puts awareness of systemic barriers at the forefront of the analysis, requiring the actors in the partnership to have both knowledge and agency to effect lasting change. As partnership actions are understood through this framework, actors within the partnership may gain a better understanding of why the partnership may or may not be achieving their objectives. The Community Development Framework might help partnership members to anticipate the long-term impact partnership actions will have, based on the characteristics of current partnership actions as noted by the relevant identity type within the matrix. As partners increase their knowledge of systemic barriers in the community and understand how their actions are oriented towards community interdependence and self-determination, they can use the power at their disposal to make choices that align with intended outcomes.

For example, in a transformative partnership that has both the knowledge and power to make lasting positive change in the community, the partnership's impact moves beyond stated objectives, continuing a positive change trajectory and becoming a catalyst for additional positive impacts in the community, as shown in O3's case. A contributive partnership has the ability to meet its partnership objectives and contribute positively to the community as long as the partnership functions, but does not have lasting impact, as noted by F1's work with practicum placement

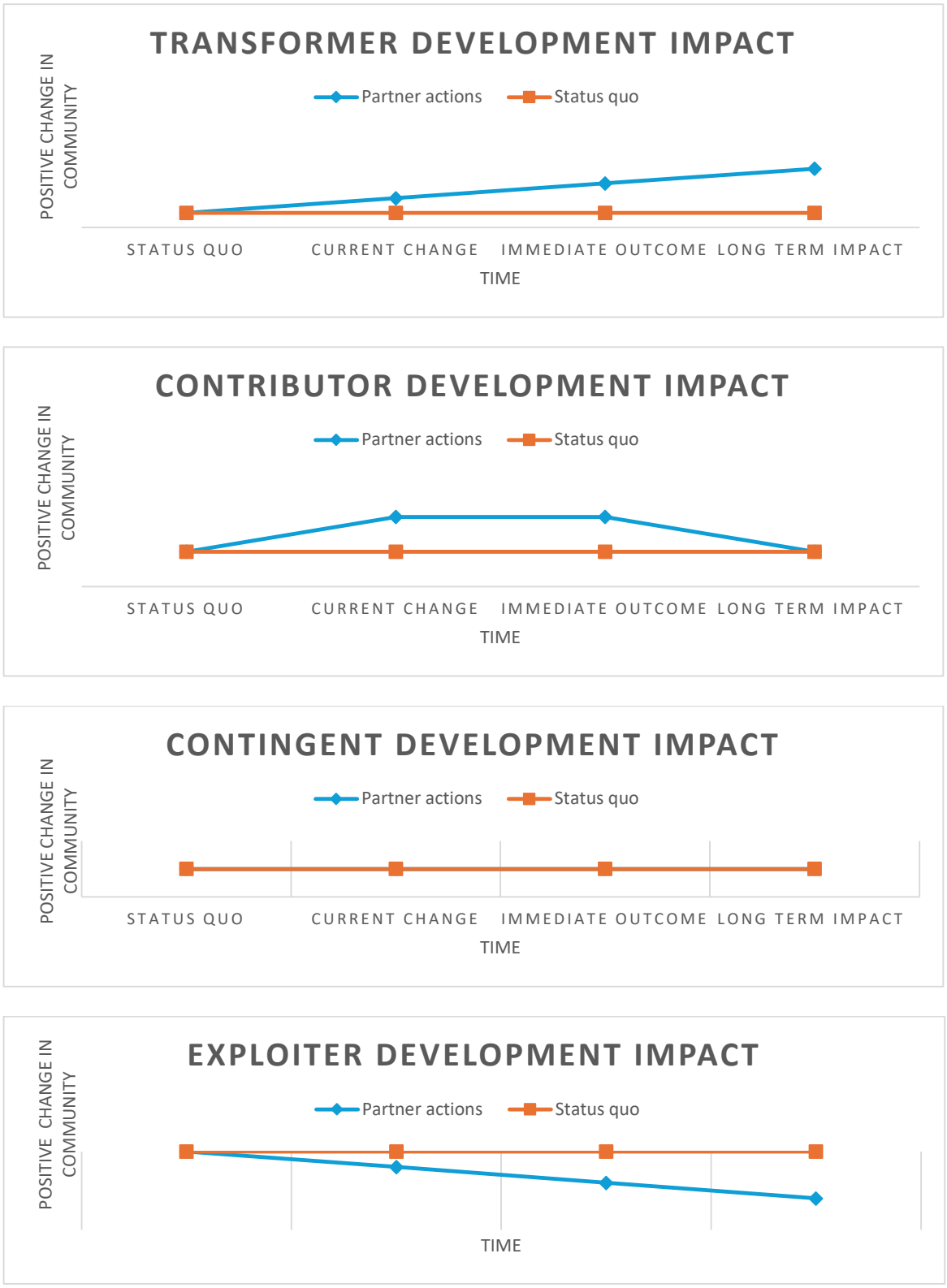
students. A contingent partnership maintains status quo through regulatory frameworks and does not seek to change the community, focusing instead on protecting current policies and systems, as observed by F3 and O1 concerning the case university's policies and practices. An exploitive partnership takes resources from the community without accepting responsibility for its cost to the community in order to preserve its own objectives. Such a scenario is hinted at by C2 and C3 with respect to the case university's recruitment of international students, which places additional burden on community housing, health care services, transit services, social cohesion efforts and more.

These cases suggest different trajectories in terms of a HEI's community impact. Taking current state of the community as the status quo, a transformative partnership has the possibility for launching positive change that builds upon each preceding impact to influence a long-term trajectory of positive social change. A contributive partnership has the ability to bring positive change in one area of the community while the project is ongoing, but which upon conclusion reverts to the status quo. A contingent partnership does not change the community, it maintains the status quo, forcibly if need be. And, an exploitive partnership is a drain on community resources, resulting in a negative trajectory that lowers the community's status quo in terms of collective wellbeing in the long-term.

A graphic representation of the potential development impact of different types of partnerships is shown in Figure 25 below. The figures are a hypothetical representation of the possible trajectories of community impact discussed above and are not based on data results from this study. They serve as mental tools derived from a reasonable hypothesis, rather than as data-based results, to illustrate the "how much" potential of different types of partnerships described in the conceptual frameworks of this study. Using these visual representations, partnership members can quickly understand the trajectory of their actions to assess the likely outcomes their partnership will have.

Figure 25

Hypothetical Representations of Four Partnership Type Trajectories



These graphic representations can offer quick reference mental models for discerning appropriate actions within HEI-community partnerships. As decision-making tools, they offer benefits for partnership managers and institutional supports but should not be used alone to represent the entirety of partnership outcomes unless a detailed analysis is conducted first. In using these mental models care must be taken to substantiate the assessment and to not use the labels without due consideration of factual evidence.

Limitations of the Frameworks

Those using the frameworks developed in this study must keep in mind the subjectivity on which assessment is based to ensure fair representation within framework categories. In applying these frameworks to complex social institutions and human interactions, it is impossible to reduce such calculations to mathematical precision, but a framework that helps establish clear thinking about important relationship influences can help create a better decision-making environment to understand the obtained outcomes more clearly.

A second limitation is the balanced requirement for input from both community and university stakeholders. The effectiveness of the frameworks requires honest input from stakeholders in both the community and the University, something that can be difficult to achieve. With concerns about institutional reputation at stake, and pressing agendas of decision-makers, obtaining feedback from all key stakeholders can be challenging.

Finally, the frameworks are best recognized and utilized within the bounds of specific projects that involve relatively small numbers of stakeholders. While it would be possible to use the framework assess the institution as a whole and evaluate individual actions throughout, it may be more helpful to use the “circles of stakeholders” approach described above to gather a collective sense of various internal pockets and initiatives of community activity.

Recommendations and Future Research

In answering the research question, "*What is the impact of higher education – community partnership on the achievement of community-level sustainable development goals*?", this study has made several key proposals, which form the basis for continued research and exploration.

Sustainable Development as a Common Reference Point of HEI Value to Community

This study has been motivated, in part, by the tension and misunderstanding between how universities and communities see the value of academic work. Suggesting that a common reference point might be based on local sustainable development goals has provided a rich array of relevant local impacts for the case study institution and the community. It has also uncovered some differences. Given the global use of UN SDGs, and the variations of localized contexts, further investigation is needed to determine:

- Whether higher education institutions in other local contexts also contribute to local sustainable development goal attainment and whether partnerships between HEIs and their local communities are working cooperatively to achieve this. Comparisons between different contexts may uncover new and helpful information for understanding these tools.
- Whether the UN SDG framework is best suited as common reference point through which members of higher education institutions can find helpful cooperation partnerships with local community members. Given some of the SDG limitations discussed earlier, such as its limited inclusion of an Indigenous perspective, it would be good to approach the topic of this study using an Indigenous research methodology to offer a comparative analysis. A different framework may yet prove to be more inclusive of different cultures and perspectives than the one used in this study.

Community Partnership as an Effective Development Strategy

This study has accepted the assumption proposed by the United Nations SDG #17 that "partnership for the goals" is the most effective way to achieve sustainable development (United Nations, 2023). Despite this UN SDG assumption, HEIs such as the one in this case study may undertake SDG priorities without referencing local partnership activity. Further research is needed to explore:

- Whether community development can be achieved more effectively when universities work on their own institutional sustainability plans, or whether community partnership is in fact a better strategy for achieving the best long-term impacts for community sustainable development.
- How different stakeholders within a partnership interact and build relationships that influence the partnership's orientation toward community interdependence and community development. Given the complex nature of higher education institutions, it would be helpful to examine how stakeholder groups work in the context of HEI-community partnerships and how they can be better understood through the Integrative Relationship and Community Development Frameworks. One of the significant challenges for assessing institutional impact is that it is really an assessment of multiple impacts coalescing under the administrative umbrella of a single HEI. Understanding how different stakeholder circles are oriented towards community wellbeing, interdependence, and development may provide important information for how the institution as a whole is oriented towards the community.

Further Development of the Integrative Relationship and Community Development Frameworks

This study is the first foray into exploring HEI-community partnerships in the local community through a relationship-based sustainable development goal framework. It has generated two interesting and, hopefully, useful methodological frameworks that may serve as guideposts for those involved with HEI-community partnerships, as well as for those with policy and resource allocation authority. The Integrative Relationship and Community Development Frameworks are still in nascent form and require further work to bring to full fruition. Using the Framework assessment tables (Tables 7 and 9), additional tools might be created that would make the Frameworks easier and more effective to use. Surveys could be developed from type indicator characteristics, tested for validity and reliability, and constructed in user-friendly formats. A partnership development guide might serve as practical support for individuals looking to create new community partnerships for sustainable development, or to breathe new life into existing ones. Discussion questions might provide helpful starting points for partnership dialogue between higher education and community member stakeholders. The opportunities arising from this research for partnership-related research, education, service, and practice between higher education institutions and local community members are numerous and will open possibilities for more creative innovation in the future.

Higher education's transformative presence in its local community is not an unrealistic dream, nor is it an assumed reality. Its transformative work is realized through individual people, choosing to work collectively towards a future that is inclusive, equitable, accessible, and relevant for all within its reach. With adequate knowledge and understanding of its role and purpose, as well as its influence in the community, higher education's social impact can truly become a force for positive transformative change in the local community.

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Appendix A: UN SDGs and indicators

The 17 United Nations Sustainable Development Goals with indicators (United Nations, 2023)

Goal	Targets and Indicators
1. End poverty in all its forms everywhere	• Eradicate extreme poverty and reduce by half those living under poverty line • Improve social protection systems, access to services, disaster management • Create policy frameworks based on pro-poor, gender-sensitive strategies
2. End hunger, achieve food security; improve nutrition and sustainable agriculture	• Ensure access to safe, nutritious, and sufficient food for all • Double agricultural productivity and incomes for small scale food producers • Ensure sustainable food production systems and practices • Ensure proper functioning of food commodity markets
3. Ensure healthy lives and promote wellbeing at all ages	• Reduce maternal and child mortality rates • End global communicable disease • Prevent and treat substance abuse, traffic accidents • Universal access to health care and health coverage
4. Ensure inclusive, equitable quality education for all; promote lifelong learning	• Free primary and secondary education; quality early childhood development • Affordable quality technical, vocational, and higher education • Increase number of adults with skills for decent employment • Eliminate disparities in education level and access in terms of gender, disabilities, indigenous peoples, and other vulnerable groups • Ensure learners understand sustainable development • Expand scholarships and teacher education
5. Achieve gender equality & empower women & girls	• End all discrimination, violence & harmful practices for women & girls • Recognize & value care in the home and domestic work • Ensure full participation in governance & leadership • Ensure access to sexual & reproductive health • Ensure equal rights to economic resources and technology
6. Ensure available & sustainably managed water & sanitation resources	• Universal access to drinking water and sanitation • Reduce water pollution and increase efficiency in its use • Integrate water management systems & increase cooperation • Protect water-related ecosystems, strengthen local management systems
7. Access to affordable, reliable, sustainable energy for all	• Ensure universal access to affordable, reliable and modern energy services • Increase proportion of renewable energy, improve energy efficiency • Enhance cooperation and expand infrastructure
8. Inclusive & sustainable economic growth; productive & decent employment for all	• Sustained per capita economic growth, particularly in least developed areas • Increase productivity through innovation & technology • Promote development-oriented policy & activity, decent work, entrepreneurship • Consumption & production efficiency that does not degrade environment • Productive & decent employment for all genders, ages, disability

Goal	Targets and Indicators
	• Increase number of youth in education, training, and employment • Eradicate trafficking, protect labour rights • Increase financing, trade, technical assistance to less developed areas
9. Build resilient & sustainable industry, infrastructure, & innovation	• Ensure infrastructure supports economic and human wellbeing equitably • Improve resource efficiency and increase productivity in less developed areas • Increase small-scale industrialization, affordable credit & financing • Improve technological capability & innovation, access to information communication technology
10. Reduce inequality	• Income growth for bottom 40% of population higher than national average • Promote inclusion for all human rights protected groups • Ensure equal opportunity for all & adopt equitable policies • Ensure representation among disadvantaged groups in decision-making • Ensure safe and responsible migration of people
11. Make cities safe, inclusive, resilient, sustainable	• Access to affordable housing and basic services • Safe, affordable and accessible transportation • Participatory, integrated, sustainable urban planning • Protect and safeguard cultural and natural heritage • Protect poor & vulnerable in disaster situations • Improve air quality, waste management, access to green space
12. Ensure sustainable production & consumption	• Achieve sustainable management & use of natural resources • Cut food waste by half, reduce food loss in production and distribution chains • Environmentally sound practice for chemical & waste management • Reduce waste generation by reduce, reuse, recycle practice • Require corporate reporting on sustainable practices, including procurement • Ensure public awareness re sustainable development and lifestyle
13. Take urgent action to combat climate change	• Strengthen resilience to climate-related disasters • Integrate climate change measures with policy, strategy & planning • Improve public awareness & institutional capacity to mitigate and adapt to climate changes
14. Conserve & use ocean (lake & river?) resources sustainably	• Prevent and reduce marine pollution • Sustainably manage and protect marine ecosystems • Minimize and address ocean acidification • Effectively regulate harvesting and over-fishing • Conserve at least 10% of coastal areas • Eliminate subsidies and incentives for over-fishing & increase economic benefits of conservation
15. Protect, restore, promote sustainable use of land resources	• Conserve, restore, sustainably use land and freshwater ecosystems • Sustainable management of all forests • Combat desertification, floods, drought, land degradation

Goal	Targets and Indicators
	• Conserve mountain ecosystems and biodiversity • Urgent action to prevent loss of natural habitats, end loss of biodiversity • Fair and equitable sharing of genetic resources • Urgent action to end poaching and trafficking • Prevent and reduce impact of invasive species
16. Promote peaceful, inclusive, and just society; effective & accountable institutions	• Reduce violence and death rates • End abuse, trafficking, and all violence towards children • Promote rule of law and ensure equal access to justice • Reduce illicit financial flows, strengthen recovery, combat organized crime • Reduce corruption at all levels, and develop accountable, transparent institutions • Ensure responsive, inclusive, participatory and representative decision-making at all levels • Provide legal identity for all • Ensure public access to information, protect fundamental freedom • Strengthen relevant institutions; promote non-discriminatory sustainable development
17. Strengthen means of implementation through partnership for the goals	• Strengthen domestic resource mobilization & commitment to development assistance to less developed areas • Assist less developed areas attain long-term financial stability • Ensure access to science, technology, knowledge sharing, coordination • Promote dissemination of environmentally sound technologies • Enhance support for effective capacity building, equitable trade & cooperation with less developed areas • Enhance policy coherence • Respect policy and leadership space to make decisions within disadvantaged areas • Encourage effective public-private, and civil society partnerships • Develop measurements of progress on sustainable development

Appendix B: City of Winnipeg development goals

Localized sustainable development goals and objectives excerpted from the City of Winnipeg, 'OurWinnipeg 2045 Development Plan' (City of Winnipeg, 2022b).

Localized Goal	Related UN SDGs	City Development Plan Objectives
1. Leadership and good governance	16 – Peace, justice & strong institution 17 – Partnership for the goals	• Prioritize actions through evidence-informed decision making. • Build trust and government responsiveness through community engagement. • Achieve community-responsive service delivery & improved organizational culture.
2. Environmental resilience	6 – Clean water and sanitation 7 – Affordable clean energy 12 – Responsible consumption/ production 13 – Climate action 14 – Life below water 15 – Life on land	• Transition to a low-carbon future to mitigate and adapt to climate change. • Prioritize sustainable transportation as mobility option of choice. • Promote low-carbon, energy efficient building design. • Minimize and divert waste from landfill. • Protect and value ecosystems.
3. Economic prosperity	1 – No poverty 4 – Quality education 8 – Decent work and economic growth	• Transparent and predictable conditions to support business growth through attraction, investment, and retention. • Grow the economy through innovative technology and industry. • Address poverty: Identify and implement strategies and actions for a community return on investment related to housing, education, training & employment, physical & mental health, social supports for individuals, families, and communities. • Optimize local economic competitiveness by strengthening local business and workforce retention, build industry sectors, connection.
4. Good health & wellbeing	2 – Zero hunger 3 – Good health & wellbeing	• Enable access to basic needs for good physical and mental health. • Support positive health outcomes in built and natural environments. • Identify and address threats to safety and wellbeing.
5. Social equity	5 – Gender equality 10 – Reduced inequalities	• Uphold human rights by eliminating systemic barriers. • Build bridges, promote truth, understanding and rights-based reconciliation between

Localized Goal	Related UN SDGs	City Development Plan Objectives
		individuals and groups. • Build social cohesion through coordinated, effective partnerships and service delivery.
6. City building	9 – Industry, innovation and infrastructure 11 – Sustainable cities and communities	• Plan, prioritize & accommodate growth to support SDGs & *Complete Communities** principles. • Integrate land use, transportation & infrastructure planning, and investment. • Develop new and existing communities as complete and connected from the outset.

**Complete Communities* is a separate city strategy documented in *Complete Communities 2.0 An OurWinnipeg Direction Strategy* (City of Winnipeg, 2022a).

Appendix C: University of Manitoba faculty survey

Thank you for participating in this survey research. When completing the survey please note several things:

- Please answer each question as fully as possible to the best of your knowledge and based on your personal opinion.
- You may move to a previous page to change a response, and your responses on all other pages will automatically be saved.
- You do not need to complete the entire survey all at once. You may leave the survey and come back to it any time prior to final submission. Your answers will be saved automatically when you return to the survey.
- After clicking the 'Submit' button at the end of the survey, you may not go back to change your answers.

This research has been reviewed and approved by the University of Manitoba Research Ethics Board 2. Please take a few minutes before you begin in order to review the Consent Form available for viewing/download. Continuing with this survey indicates your consent.

Should you have any questions while completing this survey, please contact:

Rhonda Friesen, PhD Candidate
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Let's begin!

Part 1: Academic work as it relates to sustainable development goals

While the academic work of teaching, research, and service primarily relates to the interests of the researcher in their disciplinary field, this work may also relate to local sustainable development interests. The first part of this survey asks how the broad goals of local sustainable development relate to your academic work.

While the academic work of teaching, research, and service primarily relates to the interests of the researcher in their disciplinary field, this work may also relate to local sustainable development interests. The first part of this survey asks how the broad goals of local sustainable development relate to your academic work.

Winnipeg Development Goal	**Related UN Sustainable Development Goals**
1. Leadership and good governance	16 – Peace, justice & strong institution 17 – Partnership for the goals
2. Environmental resilience	6 – Clean water and sanitation 7 – Affordable clean energy 12 – Responsible consumption/ production 13 – Climate action 14 – Life below water 15 – Life on land
3. Economic prosperity	1 – No poverty 4 – Quality education 8 – Decent work and economic growth
4. Good health & well-being	2 – Zero hunger 3 – Good health & well-being
5. Social equity	5 – Gender equality 10 – Reduced inequalities
6. City building	9 - Industry, innovation, infrastructure 11 - Sustainable cities & communities

Q1. As a University of Manitoba faculty member, you are responsible for creating and disseminating knowledge through your teaching, research, and service that address various human needs. Your efforts may have both intentional and unintentional impact on Winnipeg community development. For each Winnipeg Development Goal below, indicate its level of priority in relation to your academic work.

Please also indicate whether this work is being done in partnership with a Winnipeg community organization (e.g. businesses, associations, social service agencies, not-for-profit organizations, etc.).

Note the corresponding UN Sustainable Development Goals (SDGs) in brackets ().

Leadership & good governance (Includes SDG16 Peace, justice, & strong institutions; SDG17 Partnership for the goals)	• Top priority • High priority • Moderate priority • Low priority • Not a priority • Not applicable to my area • I don't know	Community organization involvement? • Yes • No • Unsure
Environmental resilience (Includes SDG6 Clean water & sanitation; SDG7 Affordable clean energy; SDG12 Responsible consumption; SDG13 Climate action; SDG14 Life below water; SDG15 Life on land)	• Top priority • High priority • Moderate priority • Low priority • Not a priority • Not applicable to my area • I don't know	Community organization involvement? • Yes • No • Unsure
Economic prosperity (Includes SDG1 No poverty; SDG4 Quality education; SDG8 Decent work & economic growth)	• Top priority • High priority • Moderate priority • Low priority • Not a priority • Not applicable to my area • I don't know	Community organization involvement? • Yes • No • Unsure
Good health & well-being (Includes SDG2 Zero hunger; SDG3 Good health & well-being)	• Top priority • High priority • Moderate priority • Low priority • Not a priority • Not applicable to my area • I don't know	Community organization involvement? • Yes • No • Unsure
Social equity (Includes SDG5 Gender equality; SDG10 Reduced inequalities)	• Top priority • High priority • Moderate priority • Low priority • Not a priority • Not applicable to my area • I don't know	Community organization involvement? • Yes • No • Unsure

City building (Includes SDG9 Industry, innovation, & infrastructure; SDG11 Sustainable cities & communities)	• Top priority • High priority • Moderate priority • Low priority • Not a priority • Not applicable to my area • I don't know	Community organization involvement? • Yes • No • Unsure

Q2. [Optional] Examples or comments of your work in the Winnipeg community.

Q3. In your opinion, what are some barriers to faculty members becoming involved in the local community? Select all that apply.

- ❑ Working with local community partners is not relevant to teaching or research interests
- ❑ Insufficient time available to engage in the community
- ❑ Inadequate funding to support community development work for academics
- ❑ No suitable community partners are locally available
- ❑ More effective/efficient to work without community partners
- ❑ Local community partners are not required for work in some academic fields
- ❑ No barriers exist

Part 2: University - community cooperation and relationship

This part of the survey looks at the cooperation between University of Manitoba faculty members and Winnipeg organizations. It examines four influences on collaboration relationships: (i) priorities/goal alignment; (ii) responsibility sharing; (iii) capability balance; and (iv) organizational commitment.

Each Winnipeg Development Goal discussed in Part 1 has several objectives, which are described below. This summary list serves as a reference guide for responses to the following questions.

A. Leadership & good governance: Evidence informed decision-making; improved government responsiveness & community engagement; community-responsive public services; improved government processes & organizational culture.

B. Environmental resilience: Low-carbon future for Winnipeg; local adaptations to climate change, sustainable transportation; energy-efficient building design; minimize waste to landfill; protect local ecosystems.

C. Economic prosperity: Support local business growth & competitiveness; innovative technology & industry; reduce poverty through improved access to housing, education, training & employment, health services (mental & physical), and social supports.

D. Good health & wellbeing: Improve access to basic needs for physical & mental health; support positive health outcomes; identify & address threats to safety and wellbeing.

E. Social equity: Strengthen human rights by eliminating systemic barriers; build bridges & promote rights-based reconciliation between individuals and groups; improve social cohesion through effective partnerships and service delivery.

F. City building: Effective planning for city growth; integrated land use, transportation, and infrastructure planning; development for completed and connected community.

Q4. What are the most valuable ways that your academic work, or that of your academic team, contributes towards Winnipeg sustainable development priorities? Rate each category based on your perceived value of academic work to the city of Winnipeg.

Examples or comments may be provided for any of the categories in the next question, which is optional.

Research- New knowledge that informs Winnipeg development actions and decisions, including: published research on a development topic; primary research conducted within Winnipeg; co-authored papers with community members; innovation and discovery with local application.	o Significant value o Considerable value o Some value o Little value o No value o Unsure of value
Teaching- Communicating knowledge and facilitating learning for Winnipeg community members, including: Community-based practicums, training and professional development, community-based seminars/ workshops/ short courses.	o Significant value o Considerable value o Some value o Little value o No value o Unsure of value
Service & Volunteer- University members serve the needs of the community by contributing time and expertise in areas such as policy development, consulting, volunteering, and hosting community events.	o Significant value o Considerable value o Some value o Little value o No value o Unsure of value

University Practice- The University sets an example with programs that meet development goals on campus, including: University subsidy programs (food, housing, financial, etc) for low-income students; employment equity; ethical policies and business practices; environmental sustainability policies and practices; giving public access to facilities and spaces.	o Significant value o Considerable value o Some value o Little value o No value o Unsure of value
Other (please specify):	o

Q5: [Optional] Please provide any comments or examples of the contributions academic work makes to the Winnipeg community.

Q6. According to the University of Manitoba's 2024-2029 Strategic Plan, its priorities are to:

- Create knowledge that matters by supporting excellence, building community relationships, and identifying sustainable high-impact solutions.
- Empower learners by supporting learner needs, increasing opportunities for meaningful learning, strengthening teaching and student supports.
- Reimagine engagement in the community by building mutually beneficial relationships, creating a culture of well-being and inclusion, achieving sustainability and accessibility targets through community decision-making.

In your opinion, how well do these priorities align with the sustainable development objectives of the *OurWinnipeg 2045 Development Plan* summarized above? Please provide one response for each line.

Leadership and good governance	o Significant priority alignment o Considerable priority alignment o Some priority alignment	o Little priority alignment o No priority alignment o Unsure of priority alignment
Environmental resilience	o Significant priority alignment o Considerable priority alignment o Some priority alignment	o Little priority alignment o No priority alignment o Unsure of priority alignment
Economic prosperity	o Significant priority alignment o Considerable priority alignment o Some priority alignment	o Little priority alignment o No priority alignment o Unsure of priority alignment
Good health & well-being	o Significant priority alignment o Considerable priority alignment o Some priority alignment	o Little priority alignment o No priority alignment o Unsure of priority alignment
Social equity	o Significant priority alignment o Considerable priority alignment o Some priority alignment	o Little priority alignment o No priority alignment o Unsure of priority alignment
City building	o Significant priority alignment o Considerable priority alignment o Some priority alignment	o Little priority alignment o No priority alignment o Unsure of priority alignment

Q7. Achieving Winnipeg community development will require cooperation between the city's many organizations. It is expected that the City of Winnipeg, along with its post-secondary

institutions and local community organizations each have some degree of responsibility. In your view, how is responsibility for local sustainable development divided between post-secondary institutions and the Winnipeg community?

Level of responsibility attributed to the City of Winnipeg.	o Significant responsibility o Considerable responsibility o Moderate responsibility o Little responsibility o No responsibility o I don't know who has responsibility
Level of responsibility attributed to Winnipeg community organizations.	o Significant responsibility o Considerable responsibility o Moderate responsibility o Little responsibility o No responsibility o I don't know who has responsibility
Level of responsibility attributed to Winnipeg post-secondary institutions.	o Significant responsibility o Considerable responsibility o Moderate responsibility o Little responsibility o No responsibility o I don't know who has responsibility
Level of responsibility attributed to the University of Manitoba specifically.	o Significant responsibility o Considerable responsibility o Moderate responsibility o Little responsibility o No responsibility o I don't know who has responsibility

Q8. With respect to the work that you or your academic team is doing in partnership with local community organizations, how is responsibility generally divided to carry the work to completion?

- ❑ The community organization has primary responsibility for completing the work.
- ❑ The community organization has somewhat more responsibility than our University of Manitoba team.
- ❑ The community organization and our University of Manitoba team share equal responsibility for completing the work.
- ❑ Our University of Manitoba team has somewhat more responsibility than the community organization.
- ❑ Our University of Manitoba team has primary responsibility for completing the work.
- ❑ I do not know who has more responsibility for completing the work.
- ❑ I am not involved in any partnership with a local community organization.

Q9. Achieving sustainable community development also requires capable knowledge and expertise in different sectors. In your opinion, how much of the knowledge and expertise needed for

achieving local sustainable development is contributed by the City of Winnipeg, Winnipeg community organizations, Winnipeg post-secondary institutions (generally) and the University of Manitoba (specifically)?

Proportion of the required knowledge and expertise contributed by the City of Winnipeg.	o Significant proportion o Considerable proportion o Moderate proportion o Small proportion o None of the required knowledge & expertise o I don't know what proportion
Proportion of the required knowledge and expertise contributed by Winnipeg community organizations.	o Significant proportion o Considerable proportion o Moderate proportion o Small proportion o None of the required knowledge & expertise o I don't know what proportion
Proportion of the required knowledge and expertise contributed by Winnipeg post-secondary institutions.	o Significant proportion o Considerable proportion o Moderate proportion o Small proportion o None of the required knowledge & expertise o I don't know what proportion
Proportion of the required knowledge and expertise contributed by the University of Manitoba specifically.	o Significant proportion o Considerable proportion o Moderate proportion o Small proportion o None of the required knowledge & expertise o I don't know what proportion

Q10. With respect to work you and/or your academic team conducts in partnership with local community organizations in Winnipeg, who contributes the knowledge and expertise required to bring your project to completion?

- ❑ The community partner has all the required knowledge and expertise; I/my academic team contribute in other ways.
- ❑ The community partner has somewhat more of the required knowledge and expertise; I/my academic team contribute in minimal ways.
- ❑ Both the community partner and I/my academic team have equal knowledge and expertise required to complete project work.
- ❑ I/my academic team has somewhat more of the required knowledge and expertise ; the community partner contributes in minimal ways.
- ❑ I/my academic team has all the required knowledge and expertise; the community partner contributes in other ways.
- ❑ I do not who has more of the required knowledge and expertise.

- ❑ I am not involved in any partnership with a local community organization.

Q11. When considering organizational commitment in terms of allocated resources, internal and external communication, and levels of organizational engagement, how committed is the University of Manitoba to Winnipeg's sustainable development?

- ❑ High level of commitment.
- ❑ Medium-high level of commitment.
- ❑ Average level of commitment.
- ❑ Medium-low level of commitment.
- ❑ Low level of commitment.
- ❑ Don't know/ unsure of level of commitment.

Q12. In considering the ways that you and/or your academic colleagues are working together with the local community, how much do each of the following factors influence the effectiveness of the cooperation in terms of outcomes?

Alignment of priorities	o Significant influence o Considerable influence o Some influence o Little influence o No influence o Don't know/ unsure
Shared responsibility	o Significant influence o Considerable influence o Some influence o Little influence o No influence o Don't know/ unsure
Relevant mutual capability	o Significant influence o Considerable influence o Some influence o Little influence o No influence o Don't know/ unsure
Level of organizational commitment	o Significant influence o Considerable influence o Some influence o Little influence o No influence o Don't know/ unsure

Q13 [Optional] Please provide examples or comments of your experience partnering with Winnipeg community organizations.

Part 3: Expected outcomes of academic work in the community

In this section, questions are focused on understanding how Winnipeg community partnerships with the University of Manitoba are contributing to expected development goal outcomes. Alignment of respective priorities may be intentional or unintentional. Outcomes may be positive, negative, or neutral.

Q14. For which of the following sets of City of Winnipeg development goal objectives do you believe that your work, or that of your academic team, will have the most significant outcomes?

Examples or comments may be provided for any of the categories in the next question, which is optional.

Leadership and good governance: Evidence-informed decision-making; Improved government responsiveness and community engagement; Community-responsive public services; Improved government processes and organizational culture	o Many positive outcomes o Several positive outcomes o One or two positive outcomes o No outcomes/ neutral o Negative outcomes o Not applicable to our work o Don't know/ unsure
Environmental resilience: Low-carbon future for Winnipeg; Local adaptations to climate change; Sustainable transportation; Energy efficient building design; Minimize & divert waste from landfill; Protect local ecosystems	o Many positive outcomes o Several positive outcomes o One or two positive outcomes o No outcomes/ neutral o Negative outcomes o Not applicable to our work o Don't know/ unsure
Economic prosperity: Support local business growth & competitiveness; Innovations in technology & industry; Reduce poverty through improved access to housing, education, training & employment, health services (physical & mental), and social supports	o Many positive outcomes o Several positive outcomes o One or two positive outcomes o No outcomes/ neutral o Negative outcomes o Not applicable to our work o Don't know/ unsure
Good health & well-being: Improve access to basic needs for good physical & mental health; Support positive health outcomes in built & natural environments; Identify & address threats to safety and wellbeing	o Many positive outcomes o Several positive outcomes o One or two positive outcomes o No outcomes/ neutral o Negative outcomes o Not applicable to our work o Don't know/ unsure
Social equity: Strengthen human rights by eliminating systemic barriers; Build bridges & promote rights-based reconciliation between individuals and groups; Improve social cohesion through effective partnership and service delivery	o Many positive outcomes o Several positive outcomes o One or two positive outcomes o No outcomes/ neutral o Negative outcomes o Not applicable to our work o Don't know/ unsure

City building: Effective planning for city growth; Integrated land use, transportation, and infrastructure planning; Development for complete and connected community neighbourhoods in Winnipeg	o Many positive outcomes o Several positive outcomes o One or two positive outcomes o No outcomes/ neutral o Negative outcomes o Not applicable to our work o Don't know/ unsure

Q15. [Optional] Please provide examples or comments of the expected outcomes of your work.

The next few questions provide opportunity to reflect on systemic barriers that might be anticipated (if any) and how such barriers might be addressed. Systemic barriers are defined as the "attitudes, policies, practices, or systems that result in individuals from certain population groups receiving unequal access to or being excluded from participation in employment, services, or programs (e.g., through discrimination, racism, sexism, homophobia, transphobia, ableism, etc). These barriers result from individual, societal or institutional practices, policies, traditions and/or values that may be "unintended" or "unseen" to those who do not experience them" (Government of Canada, 2023).

Q16. In your view, to what degree do the systemic barriers listed below prevent or limit your team's achievement of the Winnipeg Development Goals stated above?

Accessibility / disability barriers	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence
Communication or language barriers	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence
Culture barriers	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence
Education barriers	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence
Gender barriers	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence
Health barriers	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence

Income/ socio-economic barriers	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence
Racial barriers	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence
Sexual identity barriers	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence
Technology barriers	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence

Q17. In your opinion, how effective are each of the following strategies in terms of reducing or removing systemic barriers within Winnipeg? Are you or your community partner(s) taking any action within Winnipeg to reduce these barriers?

	Effectiveness	Action taken?
Changes to policy, practice, or decision-making processes	o Very effective o Somewhat effective o Not effective o Don't know/ unsure	o Yes - we are using this strategy o No - we are not using this strategy o Unsure - I do not know
Incentive programs (e.g. funding, awards)	o Very effective o Somewhat effective o Not effective o Don't know/ unsure	o Yes - we are using this strategy o No - we are not using this strategy o Unsure - I do not know
Education and training	o Very effective o Somewhat effective o Not effective o Don't know/ unsure	o Yes - we are using this strategy o No - we are not using this strategy o Unsure - I do not know
Legal or government legislation change	o Very effective o Somewhat effective o Not effective o Don't know/ unsure	o Yes - we are using this strategy o No - we are not using this strategy o Unsure - I do not know
Public awareness campaign	o Very effective o Somewhat effective o Not effective o Don't know/ unsure	o Yes - we are using this strategy o No - we are not using this strategy o Unsure - I do not know

Public forum, dialogue	o Very effective o Somewhat effective o Not effective o Don't know/ unsure	o Yes - we are using this strategy o No - we are not using this strategy o Unsure - I do not know

Q18. How much influence do you think you/your academic team and/or your community partners have in effectively reducing or removing the systemic barriers you may encounter in Winnipeg?

- ❑ Significant influence
- ❑ Considerable influence
- ❑ Some influence
- ❑ Little influence
- ❑ No influence
- ❑ Unsure/ don't know

Q19. [Optional] Please comment on the expected outcomes of your work, as well as the strategies and limitations concerning any systemic barriers that may influence these.

Part 4: Observed impacts of academic work in the community

In this section, the survey asks about the longer-term impacts in Winnipeg that can be attributed to the work that you/your team is accomplishing. For the purpose of this survey, "impact" refers to the overall change in Winnipeg due to the intentional actions of your academic team's involvement in this community.

For the next four questions, please answer each part before advancing. Examples or comments may be provided for any of these questions in the following optional text box question.

Q20. What impact has **research** (ie. new knowledge relevant to Winnipeg development actions and decisions) conducted by you/your academic team had in advancing each of the following Winnipeg Development Goals and objectives?

Leadership & good governance: New knowledge leads to improved governance efficiencies, responsiveness, or organizational culture	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
Environmental resilience: New knowledge leads to improved climate change adaptations and environmentally sustainable practices	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
Economic prosperity: New knowledge leads to improved local business competitiveness, poverty reduction, or access to social services	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know

Good health & well-being: New knowledge leads to improved access to basic needs for good physical & mental health, safety	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
Social equity: New knowledge leads to improved human rights, rights-based reconciliation, social cohesion	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
City building: New knowledge leads to improved land use, transportation, and infrastructure	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know

Q21. What impact has **teaching** (ie. communicating knowledge & facilitating learning within the Winnipeg community) conducted by you/your academic team had in advancing each of the following Winnipeg Development Goals and objectives?

Leadership & good governance: Communicated knowledge & learning leads to improved governance efficiencies, responsiveness, or organizational culture	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
Environmental resilience: Communicated knowledge & learning leads to improved climate change adaptations and environmentally sustainable practices	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
Economic prosperity: Communicated knowledge & learning leads to improved local business competitiveness, poverty reduction, or access to social services	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
Good health & well-being: Communicated knowledge & learning leads to improved access to basic needs for good physical & mental health, safety	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
Social equity: Communicated knowledge & learning leads to improved human rights, rights-based reconciliation, social cohesion	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
City building: Communicated knowledge & learning leads to improved land use, transportation, and infrastructure	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know

Q22. What impact has **community service** (ie. contributions of individual university members through consulting, volunteering, or other community service) conducted by you/your academic team had in advancing each of the following Winnipeg Development Goals and objectives?

Leadership & good governance: University member service contributions lead to improved governance efficiencies, responsiveness, or organizational culture	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
Environmental resilience: University member service contributions lead to improved climate change adaptations and environmentally sustainable practices	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
Economic prosperity: University member service contributions lead to improved local business competitiveness, poverty reduction, or access to social services	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
Good health & well-being: University member service contributions lead to improved access to basic needs for good physical & mental health, safety	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
Social equity: University member service contributions lead to improved human rights, rights-based reconciliation, social cohesion	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
City building: University member service contributions lead to improved land use, transportation, and infrastructure	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know

Q23. What impact has **university practice** (ie. examples of sustainable development policy & practice on campus) at the University of Manitoba had in advancing each of the following Winnipeg Development Goals and objectives?

Leadership & good governance: University practice on campus leads to improved governance efficiencies, responsiveness, or organizational culture in the community.	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
Environmental resilience: University practice on campus leads to improved climate change adaptations and environmentally sustainable practices in the community.	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know

Economic prosperity: University practice on campus leads to improved local business competitiveness, poverty reduction, or access to social services in the community.	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
Good health & well-being: University practice on campus leads to improved access to basic needs for good physical & mental health, safety in the community.	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
Social equity: University practice on campus leads to improved human rights, rights-based reconciliation, social cohesion in the community.	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
City building: University practice on campus leads to improved land use, transportation, and infrastructure in the community.	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know

Q24. [Optional] Please provide any examples or comments of the impacts noted above.

Q25. How much influence would you say that your academic work has had in reducing systemic barriers (if any) within the City of Winnipeg? Has it added to or increased barriers? You may provide examples or comments for any of the categories at the end of the question.

Accessibility / disability barriers	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence
Communication or language barriers	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence
Culture barriers	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence
Education barriers	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence
Gender barriers	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence

Health barriers	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence
Income/ socio-economic barriers	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence
Racial barriers	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence
Sexual identity barriers	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence
Technology barriers	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence

Q26. How would you rate the overall influence of Winnipeg's post-secondary institutions on the achievement of Winnipeg's Development Goals? The University of Manitoba specifically?

Winnipeg post-secondary institutions generally	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence
The University of Manitoba specifically	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence

Q27. How would you rate the significance of relationship influences (ie based on priority alignment, shared responsibility, relevant mutual capability, and institutional commitment) between the University of Manitoba and community organizations on the achievement of Winnipeg Development Goals?

- ❑ Significant influence: Community-University relations is the most important influence that will determine the achievement of Winnipeg Development Goals.
- ❑ Considerable influence: Community-University relations is one of the more important factors that will determine the achievement of Winnipeg Development Goals.
- ❑ Some influence: Community-University relations is as important as other factors in determining the achievement of Winnipeg Development Goals.

- ❑ Little influence: Community-University relations is one of the lesser factors that will determine the achievement of Winnipeg Development Goals.
- ❑ No influence: Other factors are more important than Community-University relations in determining the achievement of Winnipeg Development Goals.
- ❑ I don't know the influence that relationship factors have on University-community efforts to achieve Winnipeg Development Goals.

Q28. In your opinion, what is the degree of independence/interdependence between the University of Manitoba and the City of Winnipeg in terms of achieving local sustainable development goals?

- ❑ Fully interdependent –The City of Winnipeg and the University of Manitoba have common sustainable development goals and must work together as equal partners to achieve them.
- ❑ Mostly interdependent– The City of Winnipeg and the University of Manitoba have many common goals concerning local sustainable development on which they should cooperate substantively.
- ❑ Somewhat independent– The City of Winnipeg and the University of Manitoba have many divergent goals but may come together as needed to cooperate on certain mutually beneficial sustainable development goals.
- ❑ Fully independent – The City of Winnipeg and the University of Manitoba have very few common goals concerning local sustainable development and should not be obligated to work cooperatively in this area.
- ❑ I don't know

Part 5: A bit about you.

Finally, understanding a few general pieces of information about you such as your academic discipline, your place in the institution, and your role in community project work, will provide data to better understand how post-secondary institutions engage in the community through the work of faculty members. No identifying data is collected beyond the name of the institution. Data in this section is aggregated and kept confidential. If you have any questions, please contact Rhonda Friesen at [E-mail address]

Q29. How would you describe your primary academic discipline?

- ❑ Humanities [study of the human condition] (e.g. language, literature, history, philosophy, and art)
- ❑ Social Sciences [study of human interaction] (e.g. economics, sociology, anthropology, political science)
- ❑ Natural science [empirical study of the living & physical world] (e.g. astronomy, biology, chemistry, earth science, health science, physics)
- ❑ Professional programs [leading to a career profession] (e.g. architecture, business, education, engineering, medicine, nursing, public administration, social work)

Q30. What position best describes your role within your current or most recent community partnership?

- ❑ Project manager/ principal investigator
- ❑ Project partner/ secondary investigator
- ❑ Supervisor/ manager
- ❑ Organizational support
- ❑ Organizational leadership

Q31. How many years (total) have you been involved in Winnipeg community development work, including your current project(s)?

Q32. How many years (total) have you worked as a faculty member in higher education?

Q33. How many years (total) have you worked at the University of Manitoba?

Post-Survey Part 6: Additional participation in this study

Additional participation is this study is possible by sending a separate e-mail to Rhonda Friesen at [E-mail address]. A separate e-mail is necessary in order to keep your answers to this survey confidential. **Responses must be received by January 31, 2025**, to be included in this study.

Please e-mail [E-mail address] if you would like to:

- Participate in a follow-up 45 minute interview. Interviews will cover much the same topics as the survey but will provide opportunity to explore community-university partnerships and their impact in greater detail. Interview participant responses are confidential and are published as coded responses.
- Recommend documents from the University of Manitoba to be included in the document analysis portion of this study.
- Request a copy of the summarized preliminary study findings. Please indicate how you would like to receive this information:
    - by e-mail (provide preferred e-mail address),
    - by mail (provide mailing address), or
    - by fax (provide fax number).

Also, please forward this online survey link for the **WINNIPEG COMMUNITY ORGANIZATION SURVEY [https://www.surveymonkey.com/r/Community_Organization]** to any Winnipeg-based community organizations that could provide a community perspective of the University of Manitoba's impact within the Winnipeg community. You may include this short description:

Rhonda Friesen is a PhD Candidate at the University of Manitoba and is conducting research

related to university-community partnerships in Winnipeg and how post-secondary institutions are influencing the outcome of local sustainable development goals. She is looking for community organizations from various sectors to complete an online survey to contribute a community perspective towards this study. If you, or someone from your organization, could spend approximately 25 minutes completing this survey, it would be very much appreciated. Thank you for considering!

Any questions can be directed to Rhonda Friesen, PhD Candidate, Faculty of Education, University of Manitoba, [E-mail address], or Dr. Robert Renaud, Supervisor, Faculty of Education, University of Manitoba, [E-mail address] .

You're done! **Thank you** for providing your perspectives and opinions in this survey. It is a tremendous help in gaining better understanding about the social impact of higher education in the community. Please read the text below and click the "Submit Survey" button when ready. Once you submit the survey, you will not be able to change your answers.

By clicking "submit" you are indicating that you have understood to your satisfaction the information regarding participation in the research project, agree to participate as a subject, and have given consent to the dissemination of material provided to the researchers for use in their Research Project.

I understand that the information I provide will be incorporated in a presentation, report and academic publications. I understand also that all research data will be treated as confidential, stored in a private and secure place, and subsequently destroyed at the end of the project by the researchers. I understand also that providing consent does not waive my legal rights by participating in the study.

Appendix D: University of Manitoba administrators survey

Thank you for participating in this survey research. When completing the survey please note several things:

- Please answer each question as fully as possible to the best of your knowledge and based on your personal opinion.
- You may move to a previous page to change a response, and your responses on all other pages will automatically be saved.
- You do not need to complete the entire survey all at once. You may leave the survey and come back to it any time prior to final submission. Your answers will be saved automatically when you return to the survey.
- After clicking the 'Submit' button at the end of the survey, you may not go back to change your answers.

This research has been reviewed and approved by the University of Manitoba Research Ethics Board 2. Please take a few minutes before you begin in order to review the Consent Form available for viewing/download. Continuing with this survey indicates your consent.

Should you have any questions while completing this survey, please contact:

Rhonda Friesen, PhD Candidate
[E-mail address]
Faculty of Education, University of Manitoba

OR

Robert Renaud, PhD (Supervisor)
[E-mail address]
Faculty of Education, University of Manitoba

Let's begin!

Part 1: Post-secondary education as it relates to Winnipeg community development goals

The value of post-secondary education may be understood and assessed in various ways relevant to both private and public good. This study explores the possibility of understanding the value of post-secondary institutions in terms of their contribution to local community sustainable development. The University of Manitoba has been selected as a specific case study for this research.

The City of Winnipeg's current development plan, OurWinnipeg 2045 Development Plan identifies 6 priorities, which are local goals taken from the UN Sustainable Development Goals. Please see the chart below for reference and note any areas that relate to the University of Manitoba's contributions within Winnipeg.

Winnipeg Development Goal	**Related UN Sustainable Development Goals**
1. Leadership and good governance	16 – Peace, justice & strong institution 17 – Partnership for the goals
2. Environmental resilience	6 – Clean water and sanitation 7 – Affordable clean energy 12 – Responsible consumption/ production 13 – Climate action 14 – Life below water 15 – Life on land
3. Economic prosperity	1 – No poverty 4 – Quality education 8 – Decent work and economic growth
4. Good health & well-being	2 – Zero hunger 3 – Good health & well-being
5. Social equity	5 – Gender equality 10 – Reduced inequalities
6. City building	9 - Industry, innovation, infrastructure 11 - Sustainable cities & communities

Q1. As a University of Manitoba administrator, you are responsible for policy frameworks, strategic decisions, budget allocations, and establishing University priorities. For each Winnipeg Development Goal below, please indicate its level of priority for your area of responsibility.

Please also indicate whether this work is being done in partnership with one or more Winnipeg community organizations (e.g. businesses, associations, social service agencies, not-for-profit organizations, etc.).
Note the corresponding UN Sustainable Development Goals (SDGs) in brackets ().

Leadership & good governance (Includes SDG16 Peace, justice, & strong institutions; SDG17 Partnership for the goals)	• Top priority • High priority • Moderate priority • Low priority • Not a priority • Not applicable to my area • I don't know	Community organization involvement? • Yes • No • Unsure
Environmental resilience (Includes SDG6 Clean water & sanitation; SDG7 Affordable clean energy; SDG12 Responsible consumption; SDG13 Climate action; SDG14 Life below water; SDG15 Life on land)	• Top priority • High priority • Moderate priority • Low priority • Not a priority • Not applicable to my area • I don't know	Community organization involvement? • Yes • No • Unsure
Economic prosperity (Includes SDG1 No poverty; SDG4 Quality education; SDG8 Decent work & economic growth)	• Top priority • High priority • Moderate priority • Low priority • Not a priority • Not applicable to my area • I don't know	Community organization involvement? • Yes • No • Unsure
Good health & well-being (Includes SDG2 Zero hunger; SDG3 Good health & well-being)	• Top priority • High priority • Moderate priority • Low priority • Not a priority • Not applicable to my area • I don't know	Community organization involvement? • Yes • No • Unsure
Social equity (Includes SDG5 Gender equality; SDG10 Reduced inequalities)	• Top priority • High priority • Moderate priority • Low priority • Not a priority • Not applicable to my area • I don't know	Community organization involvement? • Yes • No • Unsure

City building (Includes SDG9 Industry, innovation, & infrastructure; SDG11 Sustainable cities & communities)	• Top priority • High priority • Moderate priority • Low priority • Not a priority • Not applicable to my area • I don't know	Community organization involvement? • Yes • No • Unsure

Q2. [Optional] Please provide any examples or comments of University of Manitoba work being done in the Winnipeg community.

Q3. In your opinion, what are some barriers to University faculty and staff members becoming involved in the local community? Select all that apply.

- ❑ Working with local community partners is not relevant to teaching or research interests
- ❑ Insufficient time available to engage in the community
- ❑ Inadequate funding to support community development work for academics
- ❑ No suitable community partners are locally available
- ❑ More effective/efficient to work without community partners
- ❑ Local community partners are not required for work in some academic fields
- ❑ No barriers exist

Part 2: University - community cooperation and relationship

This part of the survey looks at the cooperation between University of Manitoba faculty members and Winnipeg organizations. It examines four influences on collaboration relationships: (i) priorities/goal alignment; (ii) responsibility sharing; (iii) capability balance; and (iv) organizational commitment.

Each Winnipeg Development Goal discussed in Part 1 has several objectives, which are described below. This summary list serves as a reference guide for responses to the following questions.

A. Leadership & good governance: Evidence informed decision-making; improved government responsiveness & community engagement; community-responsive public services; improved government processes & organizational culture.

B. Environmental resilience: Low-carbon future for Winnipeg; local adaptations to climate change, sustainable transportation; energy-efficient building design; minimize waste to landfill; protect local ecosystems.

C. Economic prosperity: Support local business growth & competitiveness; innovative technology & industry; reduce poverty through improved access to housing, education, training & employment, health services (mental & physical), and social supports.

D. Good health & wellbeing: Improve access to basic needs for physical & mental health; support positive health outcomes; identify & address threats to safety and wellbeing.

E. Social equity: Strengthen human rights by eliminating systemic barriers; build bridges & promote rights-based reconciliation between individuals and groups; improve social cohesion through effective partnerships and service delivery.

F. City building: Effective planning for city growth; integrated land use, transportation, and infrastructure planning; development for completed and connected community.

Q4. What are the most valuable ways the University of Manitoba contributes towards Winnipeg sustainable development priorities? Rate each category based on your perceived value of academic work to the city of Winnipeg.

Examples or comments may be provided for any of the categories in the next question, which is optional.

Research- New knowledge that informs Winnipeg development actions and decisions, including: published research on a development topic; primary research conducted within Winnipeg; co-authored papers with community members; innovation and discovery with local application.	o Significant value o Considerable value o Some value o Little value o No value o Unsure of value
Teaching- Communicating knowledge and facilitating learning for Winnipeg community members, including: Community-based practicums, training and professional development, community-based seminars/ workshops/ short courses.	o Significant value o Considerable value o Some value o Little value o No value o Unsure of value
Service & Volunteer- University members serve the needs of the community by contributing time and expertise in areas such as policy development, consulting, volunteering, and hosting community events.	o Significant value o Considerable value o Some value o Little value o No value o Unsure of value
University Practice- The University sets an example with programs that meet development goals on campus, including: University subsidy programs (food, housing, financial, etc) for low-income students; employment equity; ethical policies and business practices; environmental sustainability policies and practices; giving public access to facilities and spaces.	o Significant value o Considerable value o Some value o Little value o No value o Unsure of value
Other (please specify):	o

Q5: [Optional] Please provide any comments or examples of the University of Manitoba's contributions to the Winnipeg community.

Q6. According to the University of Manitoba's 2024-2029 Strategic Plan, its priorities are to:

- Create knowledge that matters by supporting excellence, building community relationships, and identifying sustainable high-impact solutions.
- Empower learners by supporting learner needs, increasing opportunities for meaningful learning, strengthening teaching and student supports.
- Reimagine engagement in the community by building mutually beneficial relationships, creating a culture of well-being and inclusion, achieving sustainability and accessibility targets through community decision-making.

In your opinion, how well do these priorities align with the sustainable development objectives of the *OurWinnipeg 2045 Development Plan* summarized above? Please provide one response for each line.

Leadership and good governance	o Significant priority alignment o Considerable priority alignment o Some priority alignment	o Little priority alignment o No priority alignment o Unsure of priority alignment
Environmental resilience	o Significant priority alignment o Considerable priority alignment o Some priority alignment	o Little priority alignment o No priority alignment o Unsure of priority alignment
Economic prosperity	o Significant priority alignment o Considerable priority alignment o Some priority alignment	o Little priority alignment o No priority alignment o Unsure of priority alignment
Good health & well-being	o Significant priority alignment o Considerable priority alignment o Some priority alignment	o Little priority alignment o No priority alignment o Unsure of priority alignment
Social equity	o Significant priority alignment o Considerable priority alignment o Some priority alignment	o Little priority alignment o No priority alignment o Unsure of priority alignment
City building	o Significant priority alignment o Considerable priority alignment o Some priority alignment	o Little priority alignment o No priority alignment o Unsure of priority alignment

Q7. Achieving Winnipeg community development will require cooperation between the city's many organizations. It is expected that the City of Winnipeg, along with its post-secondary institutions and local community organizations each have some degree of responsibility. In your view, how is responsibility for local sustainable development divided between post-secondary institutions and the Winnipeg community?

Level of responsibility attributed to the City of Winnipeg.	o Significant responsibility o Considerable responsibility o Moderate responsibility o Little responsibility o No responsibility o I don't know who has responsibility
Level of responsibility attributed to Winnipeg community organizations.	o Significant responsibility o Considerable responsibility o Moderate responsibility o Little responsibility o No responsibility o I don't know who has responsibility
Level of responsibility attributed to Winnipeg post-secondary institutions.	o Significant responsibility o Considerable responsibility o Moderate responsibility o Little responsibility o No responsibility o I don't know who has responsibility
Level of responsibility attributed to the University of Manitoba specifically.	o Significant responsibility o Considerable responsibility o Moderate responsibility o Little responsibility o No responsibility o I don't know who has responsibility

Q8. In your view, how much responsibility would you say that the University of Manitoba has demonstrated toward Winnipeg Development Goals, compared to other Winnipeg institutions and organizations?

- ❑ The University of Manitoba demonstrates substantially more responsibility for achieving Winnipeg Development Goals than other local institutions and organizations.
- ❑ The University of Manitoba demonstrates somewhat more responsibility for achieving Winnipeg Development Goals than other local institutions and organizations.
- ❑ The community organization and our University of Manitoba team share equal responsibility for completing the work.
- ❑ The University of Manitoba demonstrates equal responsibility with other local institutions and organizations for achieving Winnipeg Development Goals.
- ❑ The University of Manitoba demonstrates somewhat less responsibility for Winnipeg Development Goals than other local institutions and organizations.
- ❑ I do not know who has more responsibility for completing the work.
- ❑ I do not know which local institutions and organizations demonstrate more responsibility for achieving Winnipeg Development Goals.

Q9. Achieving sustainable community development also requires capable knowledge and expertise in different sectors. In your opinion, how much of the knowledge and expertise needed for achieving local sustainable development is contributed by the City of Winnipeg, Winnipeg community organizations, Winnipeg post-secondary institutions (generally) and the University of Manitoba (specifically)?

Proportion of the required knowledge and expertise contributed by the City of Winnipeg.	o Significant proportion o Considerable proportion o Moderate proportion o Small proportion o None of the required knowledge & expertise o I don't know what proportion
Proportion of the required knowledge and expertise contributed by Winnipeg community organizations.	o Significant proportion o Considerable proportion o Moderate proportion o Small proportion o None of the required knowledge & expertise o I don't know what proportion
Proportion of the required knowledge and expertise contributed by Winnipeg post-secondary institutions.	o Significant proportion o Considerable proportion o Moderate proportion o Small proportion o None of the required knowledge & expertise o I don't know what proportion
Proportion of the required knowledge and expertise contributed by the University of Manitoba specifically.	o Significant proportion o Considerable proportion o Moderate proportion o Small proportion o None of the required knowledge & expertise o I don't know what proportion

Q10. When considering organizational commitment in terms of allocated resources, internal and external communication, and levels of organizational engagement, how committed is the University of Manitoba to Winnipeg's sustainable development?

- ❑ High level of commitment
- ❑ Medium-high level of commitment
- ❑ Average level of commitment
- ❑ Medium-low level of commitment
- ❑ Low level of commitment
- ❑ Don't know/ unsure of level of commitment

Q11. In considering the ways that the University of Manitoba engages with the Winnipeg community, how much do you believe each of the following factors influence the effectiveness of partnership work and ability to achieve local sustainable development goals?

Alignment of priorities	o Significant influence o Considerable influence o Some influence o Little influence o No influence o Don't know/ unsure
Shared responsibility	o Significant influence o Considerable influence o Some influence o Little influence o No influence o Don't know/ unsure
Relevant mutual capability	o Significant influence o Considerable influence o Some influence o Little influence o No influence o Don't know/ unsure
Level of organizational commitment	o Significant influence o Considerable influence o Some influence o Little influence o No influence o Don't know/ unsure

Q12 [Optional] Please provide examples or comments of the University of Manitoba's relationships within the city of Winnipeg.

Part 3: Expected outcomes of academic work in the community

In this section, questions are focused on understanding how Winnipeg community partnerships with the University of Manitoba are contributing to expected development goal outcomes. Alignment of respective priorities may be intentional or unintentional. Outcomes may be positive, negative, or neutral.

Q13. For which of the following sets of City of Winnipeg development goal objectives do you believe that the University of Manitoba's work in the community will have the most significant outcomes?
Examples or comments may be provided for any of the categories in the next question, which is optional.

Leadership and good governance: Evidence-informed decision-making; Improved government responsiveness and community engagement; Community-responsive public services; Improved government processes and organizational culture	o Many positive outcomes o Several positive outcomes o One or two positive outcomes o No outcomes/ neutral o Negative outcomes o Not applicable to our work o Don't know/ unsure
Environmental resilience: Low-carbon future for Winnipeg; Local adaptations to climate change; Sustainable transportation; Energy efficient building design; Minimize & divert waste from landfill; Protect local ecosystems	o Many positive outcomes o Several positive outcomes o One or two positive outcomes o No outcomes/ neutral o Negative outcomes o Not applicable to our work o Don't know/ unsure
Economic prosperity: Support local business growth & competitiveness; Innovations in technology & industry; Reduce poverty through improved access to housing, education, training & employment, health services (physical & mental), and social supports	o Many positive outcomes o Several positive outcomes o One or two positive outcomes o No outcomes/ neutral o Negative outcomes o Not applicable to our work o Don't know/ unsure
Good health & well-being: Improve access to basic needs for good physical & mental health; Support positive health outcomes in built & natural environments; Identify & address threats to safety and wellbeing	o Many positive outcomes o Several positive outcomes o One or two positive outcomes o No outcomes/ neutral o Negative outcomes o Not applicable to our work o Don't know/ unsure
Social equity: Strengthen human rights by eliminating systemic barriers; Build bridges & promote rights-based reconciliation between individuals and groups; Improve social cohesion through effective partnership and service delivery	o Many positive outcomes o Several positive outcomes o One or two positive outcomes o No outcomes/ neutral o Negative outcomes o Not applicable to our work o Don't know/ unsure
City building: Effective planning for city growth; Integrated land use, transportation, and infrastructure planning; Development for complete and connected community neighbourhoods in Winnipeg	o Many positive outcomes o Several positive outcomes o One or two positive outcomes o No outcomes/ neutral o Negative outcomes o Not applicable to our work o Don't know/ unsure

Q14. [Optional] Please provide examples or comments of the expected outcomes from the University of Manitoba's involvement in the Winnipeg community.

The next few questions provide opportunity to reflect on systemic barriers that might be anticipated (if any) and how such barriers might be addressed. Systemic barriers are defined as the "attitudes, policies, practices, or systems that result in individuals from certain population groups receiving unequal access to or being excluded from participation in employment, services, or programs (e.g., through discrimination, racism, sexism, homophobia, transphobia, ableism, etc). These barriers result from individual, societal or institutional practices, policies, traditions and/or values that may be "unintended" or "unseen" to those who do not experience them" (Government of Canada, 2023).

Q15. In your view, to what degree do the systemic barriers listed below prevent or limit the University's achievement of the Winnipeg Development Goals stated above?

Accessibility / disability barriers	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence
Communication or language barriers	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence
Culture barriers	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence
Education barriers	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence
Gender barriers	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence
Health barriers	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence
Income/ socio-economic barriers	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence
Racial barriers	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence
Sexual identity barriers	o Significant influence	o No influence

	o Considerable influence o Some influence o Little influence	o Not applicable o I don't know the influence
Technology barriers	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence

Q16. In your opinion, how effective are each of the following strategies in terms of reducing or removing systemic barriers within Winnipeg? Is the University of Manitoba taking any action within Winnipeg to reduce these barriers?

	Effectiveness	Action taken?
Changes to policy, practice, or decision-making processes	o Very effective o Somewhat effective o Not effective o Don't know/ unsure	o Yes - we are using this strategy o No - we are not using this strategy o Unsure - I do not know
Incentive programs (e.g. funding, awards)	o Very effective o Somewhat effective o Not effective o Don't know/ unsure	o Yes - we are using this strategy o No - we are not using this strategy o Unsure - I do not know
Education and training	o Very effective o Somewhat effective o Not effective o Don't know/ unsure	o Yes - we are using this strategy o No - we are not using this strategy o Unsure - I do not know
Legal or government legislation change	o Very effective o Somewhat effective o Not effective o Don't know/ unsure	o Yes - we are using this strategy o No - we are not using this strategy o Unsure - I do not know
Public awareness campaign	o Very effective o Somewhat effective o Not effective o Don't know/ unsure	o Yes - we are using this strategy o No - we are not using this strategy o Unsure - I do not know
Public forum, dialogue	o Very effective o Somewhat effective o Not effective o Don't know/ unsure	o Yes - we are using this strategy o No - we are not using this strategy o Unsure - I do not know

Q17. How much influence do you think the University of Manitoba and its community partners have in effectively reducing or removing the systemic barriers encountered in Winnipeg?

- ❑ Significant influence
- ❑ Considerable influence
- ❑ Some influence
- ❑ Little influence

- ❑ No influence
- ❑ Unsure/ don't know

Q18. [Optional] Please comment on the expected outcomes of the University of Manitoba's work in the community, as well as the strategies and limitations concerning any systemic barriers that may influence these.

Part 4: Observed impacts of academic work in the community

In this section, the survey asks about the longer-term impacts in Winnipeg that can be attributed to the work that you/your team is accomplishing. For the purpose of this survey, “impact” refers to the overall change in Winnipeg due to the intentional actions of your academic team's involvement in this community.

Q19. What impact has **research** (ie. new knowledge relevant to Winnipeg development actions and decisions) conducted by you/your academic team had in advancing each of the following Winnipeg Development Goals and objectives?

Leadership & good governance: New knowledge leads to improved governance efficiencies, responsiveness, or organizational culture	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
Environmental resilience: New knowledge leads to improved climate change adaptations and environmentally sustainable practices	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
Economic prosperity: New knowledge leads to improved local business competitiveness, poverty reduction, or access to social services	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
Good health & well-being: New knowledge leads to improved access to basic needs for good physical & mental health, safety	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
Social equity: New knowledge leads to improved human rights, rights-based reconciliation, social cohesion	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
City building: New knowledge leads to improved land use, transportation, and infrastructure	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know

Q20. What impact has **teaching** (ie. communicating knowledge & facilitating learning within the Winnipeg community) conducted by you/your academic team had in advancing each of the following Winnipeg Development Goals and objectives?

Leadership & good governance: Communicated knowledge & learning leads to improved governance efficiencies, responsiveness, or organizational culture	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
Environmental resilience: Communicated knowledge & learning leads to improved climate change adaptations and environmentally sustainable practices	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
Economic prosperity: Communicated knowledge & learning leads to improved local business competitiveness, poverty reduction, or access to social services	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
Good health & well-being: Communicated knowledge & learning leads to improved access to basic needs for good physical & mental health, safety	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
Social equity: Communicated knowledge & learning leads to improved human rights, rights-based reconciliation, social cohesion	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
City building: Communicated knowledge & learning leads to improved land use, transportation, and infrastructure	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know

Q21. What impact has **community service** (ie. contributions of individual university members through consulting, volunteering, or other community service) conducted by you/your academic team had in advancing each of the following Winnipeg Development Goals and objectives?

Leadership & good governance: University member service contributions lead to improved governance efficiencies, responsiveness, or organizational culture	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
Environmental resilience: University member service contributions lead to improved climate change adaptations and environmentally sustainable practices	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
Economic prosperity: University member service contributions lead to improved local business competitiveness, poverty reduction, or access to social services	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know

Good health & well-being: University member service contributions lead to improved access to basic needs for good physical & mental health, safety	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
Social equity: University member service contributions lead to improved human rights, rights-based reconciliation, social cohesion	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
City building: University member service contributions lead to improved land use, transportation, and infrastructure	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know

Q22. What impact has **university practice** (ie. examples of sustainable development policy & practice on campus) at the University of Manitoba had in advancing each of the following Winnipeg Development Goals and objectives?

Leadership & good governance: University practice on campus leads to improved governance efficiencies, responsiveness, or organizational culture in the community.	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
Environmental resilience: University practice on campus leads to improved climate change adaptations and environmentally sustainable practices in the community.	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
Economic prosperity: University practice on campus leads to improved local business competitiveness, poverty reduction, or access to social services in the community.	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
Good health & well-being: University practice on campus leads to improved access to basic needs for good physical & mental health, safety in the community.	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
Social equity: University practice on campus leads to improved human rights, rights-based reconciliation, social cohesion in the community.	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
City building: University practice on campus leads to improved land use, transportation, and infrastructure in the community.	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know

Q23. [Optional] Please provide any examples or comments of the impacts noted above.

Q24. How much influence would you say that the University of Manitoba has had in reducing systemic barriers (if any) within the City of Winnipeg? Has it added to or increased barriers? You may provide examples or comments for any of the categories at the end of the question.

Accessibility / disability barriers	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence
Communication or language barriers	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence
Culture barriers	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence
Education barriers	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence
Gender barriers	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence
Health barriers	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence
Income/ socio-economic barriers	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence
Racial barriers	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence
Sexual identity barriers	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence
Technology barriers	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence

Q25. How would you rate the overall influence of Winnipeg's post-secondary institutions on the achievement of Winnipeg's Development Goals? The University of Manitoba specifically?

Winnipeg post-secondary institutions generally	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence
The University of Manitoba specifically	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence

Q26. How would you rate the significance of relationship influences (ie based on priority alignment, shared responsibility, relevant mutual capability, and institutional commitment) between the University of Manitoba and community organizations on the achievement of Winnipeg Development Goals?

- ❑ Significant influence: Community-University relations is the most important influence that will determine the achievement of Winnipeg Development Goals.
- ❑ Considerable influence: Community-University relations is one of the more important factors that will determine the achievement of Winnipeg Development Goals.
- ❑ Some influence: Community-University relations is as important as other factors in determining the achievement of Winnipeg Development Goals.
- ❑ Little influence: Community-University relations is one of the lesser factors that will determine the achievement of Winnipeg Development Goals.
- ❑ No influence: Other factors are more important than Community-University relations in determining the achievement of Winnipeg Development Goals.
- ❑ I don't know the influence that relationship factors have on University-community efforts to achieve Winnipeg Development Goals.

Q27. In your opinion, what is the degree of independence/interdependence between the University of Manitoba and the City of Winnipeg in terms of achieving local sustainable development goals?

- ❑ Fully interdependent –The City of Winnipeg and the University of Manitoba have common sustainable development goals and must work together as equal partners to achieve them.
- ❑ Mostly interdependent– The City of Winnipeg and the University of Manitoba have many common goals concerning local sustainable development on which they should cooperate substantively.
- ❑ Somewhat independent– The City of Winnipeg and the University of Manitoba have many divergent goals but may come together as needed to cooperate on certain mutually beneficial sustainable development goals.

- ❑ Fully independent – The City of Winnipeg and the University of Manitoba have very few common goals concerning local sustainable development and should not be obligated to work cooperatively in this area.
- ❑ I don't know

Part 5: A bit about you.

Finally, understanding a few general pieces of information about you such as your academic discipline, your place in the institution, and your role in community project work, will provide data to better understand how post-secondary institutions engage in the community through the work of faculty members. No identifying data is collected beyond the name of the institution. Data in this section is aggregated and kept confidential. If you have any questions, please contact Rhonda Friesen at [E-mail address].

Q28. How would you describe your primary academic discipline?

- ❑ Humanities [study of the human condition] (e.g. language, literature, history, philosophy, and art)
- ❑ Social Sciences [study of human interaction] (e.g. economics, sociology, anthropology, political science)
- ❑ Natural science [empirical study of the living & physical world] (e.g. astronomy, biology, chemistry, earth science, health science, physics)
- ❑ Professional programs [leading to a career profession] (e.g. architecture, business, education, engineering, medicine, nursing, public administration, social work)

Q29. What position best describes your role within your current or most recent community partnership?

- ❑ Project manager/ principal investigator
- ❑ Project partner/ secondary investigator
- ❑ Supervisor/ manager
- ❑ Organizational support
- ❑ Organizational leadership

Q31. How many years (total) have you been involved in Winnipeg community development work, including your current project(s)?

Q32. How many years (total) have you worked as a faculty member in higher education?

Q33. How many years (total) have you worked at the University of Manitoba?

Post-Survey Part 6: Additional participation in this study

Additional participation is this study is possible by sending a separate e-mail to Rhonda Friesen at [E-mail address]. A separate e-mail is necessary in order to keep your answers to this survey confidential. **Responses must be received by January 31, 2025**, to be included in this study.

Please e-mail [E-mail address] if you would like to:

- Participate in a follow-up 45 minute interview. Interviews will cover much the same topics as the survey but will provide opportunity to explore community-university partnerships and their impact in greater detail. Interview participant responses are confidential and are published as coded responses.
- Recommend documents from the University of Manitoba to be included in the document analysis portion of this study.
- Request a copy of the summarized preliminary study findings. Please indicate how you would like to receive this information:
    - by e-mail (provide preferred e-mail address),
    - by mail (provide mailing address), or
    - by fax (provide fax number).

Also, please forward this online survey link for the **WINNIPEG COMMUNITY ORGANIZATION SURVEY [https://www.surveymonkey.com/r/Community_Organization]** to any Winnipeg-based community organizations that could provide a community perspective of the University of Manitoba's impact within the Winnipeg community. You may include this short description:

Rhonda Friesen is a PhD Candidate at the University of Manitoba and is conducting research related to university-community partnerships in Winnipeg and how post-secondary institutions are influencing the outcome of local sustainable development goals. She is looking for community organizations from various sectors to complete an online survey to contribute a community perspective towards this study. If you, or someone from your organization, could spend approximately 25 minutes completing this survey, it would be very much appreciated. Thank you for considering!

Any questions can be directed to Rhonda Friesen, PhD Candidate, Faculty of Education, University of Manitoba, [E-mail address], or Dr. Robert Renaud, Supervisor, Faculty of Education, University of Manitoba, [E-mail address] .

You're done! **Thank you** for providing your perspectives and opinions in this survey. It is a tremendous help in gaining better understanding about the social impact of higher education in the community. Please read the text below and click the "Submit Survey" button when ready. Once you submit the survey, you will not be able to change your answers.

By clicking "submit" you are indicating that you have understood to your satisfaction the information regarding participation in the research project, agree to participate as a subject, and have given consent to the dissemination of material provided to the researchers for use in their Research Project.

I understand that the information I provide will be incorporated in a presentation, report and academic publications. I understand also that all research data will be treated as confidential, stored in a private and secure place, and subsequently destroyed at the end of the project by the researchers. I understand also that providing consent does not waive my legal rights by participating in the study.

Appendix E: Winnipeg City Council survey

Thank you for participating in this survey research. When completing the survey please note several things:

- Please answer each question as fully as possible to the best of your knowledge and based on your personal opinion.
- You may move to a previous page to change a response, and your responses on all other pages will automatically be saved.
- You do not need to complete the entire survey all at once. You may leave the survey and come back to it any time prior to final submission. Your answers will be saved automatically when you return to the survey.
- After clicking the 'Submit' button at the end of the survey, you may not go back to change your answers.

This research has been reviewed and approved by the University of Manitoba Research Ethics Board 2. Please take a few minutes before you begin in order to review the Consent Form available for viewing/download. Continuing with this survey indicates your consent.

Should you have any questions while completing this survey, please contact:

Rhonda Friesen, PhD Candidate
[E-mail address]
Faculty of Education, University of Manitoba

OR

Robert Renaud, PhD (Supervisor)
[E-mail address]
Faculty of Education, University of Manitoba

Let's begin!

Part 1: Post-secondary education as it relates to Winnipeg community development goals

The City of Winnipeg's current development plan, OurWinnipeg 2045 Development Plan identifies 6 priorities, which are local goals taken from the UN Sustainable Development Goals. Please see the chart below for reference.

Winnipeg Development Goal	**Related UN Sustainable Development Goals**
1. Leadership and good governance	16 – Peace, justice & strong institution 17 – Partnership for the goals
2. Environmental resilience	6 – Clean water and sanitation 7 – Affordable clean energy 12 – Responsible consumption/ production 13 – Climate action 14 – Life below water 15 – Life on land
3. Economic prosperity	1 – No poverty 4 – Quality education 8 – Decent work and economic growth
4. Good health & well-being	2 – Zero hunger 3 – Good health & well-being
5. Social equity	5 – Gender equality 10 – Reduced inequalities
6. City building	9 - Industry, innovation, infrastructure 11 - Sustainable cities & communities

Q1. As a Winnipeg City Councillor, you are responsible for policy frameworks, strategic decisions, budget allocations, and establishing City priorities. For each Winnipeg Development Goal below, please indicate the level of priority for your policy area.
Note the corresponding UN Sustainable Development Goals (SDGs) in brackets ().

Leadership & good governance (Includes SDG16 Peace, justice, & strong institutions; SDG17 Partnership for the goals)	• Top priority • High priority • Moderate priority • Low priority • Not a priority • Not applicable to my area • I don't know
Environmental resilience (Includes SDG6 Clean water & sanitation; SDG7 Affordable clean energy; SDG12 Responsible consumption; SDG13 Climate action; SDG14 Life below water; SDG15 Life on land)	• Top priority • High priority • Moderate priority • Low priority • Not a priority • Not applicable to my area • I don't know
Economic prosperity (Includes SDG1 No poverty; SDG4 Quality education; SDG8 Decent work & economic growth)	• Top priority • High priority • Moderate priority • Low priority • Not a priority • Not applicable to my area • I don't know
Good health & well-being (Includes SDG2 Zero hunger; SDG3 Good health & well-being)	• Top priority • High priority • Moderate priority • Low priority • Not a priority • Not applicable to my area • I don't know
Social equity (Includes SDG5 Gender equality; SDG10 Reduced inequalities)	• Top priority • High priority • Moderate priority • Low priority • Not a priority • Not applicable to my area • I don't know

City building (Includes SDG9 Industry, innovation, & infrastructure; SDG11 Sustainable cities & communities)	• Top priority • High priority • Moderate priority • Low priority • Not a priority • Not applicable to my area • I don't know

Q2. To the best of your knowledge, does work being done to achieve these Winnipeg Development Goals involve cooperation with one or more Winnipeg post-secondary institutions (PSI)? Does this work involve cooperation with the University of Manitoba? Please complete all lines of the question before advancing.
Examples or comments may be provided for any of the categories in the next question, which is optional.

	Does work involve a local post-secondary institution?	Does work involve the University of Manitoba?
Leadership & good governance (Includes SDG16 Peace, justice, & strong institutions; SDG17 Partnership for the goals)	• Yes • No • Maybe/unsure	• Yes • No • Maybe/unsure
Environmental resilience (Includes SDG6 Clean water & sanitation; SDG7 Affordable clean energy; SDG12 Responsible consumption; SDG13 Climate action; SDG14 Life below water; SDG15 Life on land)	• Yes • No • Maybe/unsure	• Yes • No • Maybe/unsure
Economic prosperity (Includes SDG1 No poverty; SDG4 Quality education; SDG8 Decent work & economic growth)	• Yes • No • Maybe/unsure	• Yes • No • Maybe/unsure
Good health & well-being (Includes SDG2 Zero hunger; SDG3 Good health & well-being)	• Yes • No • Maybe/unsure	• Yes • No • Maybe/unsure
Social equity (Includes SDG5 Gender equality; SDG10 Reduced inequalities)	• Yes • No • Maybe/unsure	• Yes • No • Maybe/unsure
City building (Includes SDG9 Industry, innovation, & infrastructure; SDG11 Sustainable cities & communities)	• Yes • No • Maybe/unsure	• Yes • No • Maybe/unsure

Q3. [Optional] Examples or comments of community work being done in partnership with post-secondary institutions.

Q4. In your opinion, what are some barriers that Winnipeg community organizations, or the City might experience when considering cooperation with local post-secondary institutions? Select all that apply.

- ❑ Community organization interests are not relevant to academic interests
- ❑ Inadequate funding to support such a partnership
- ❑ No suitable academic partners locally available
- ❑ More effective/efficient to work without academic partners
- ❑ Academic partners are not required for the work the organization does
- ❑ No barriers exist

Part 2: University - community cooperation and relationship

This part of the survey looks at the cooperation between Winnipeg organizations and post-secondary institutions, particularly any partnership with academic faculty or administration from the University of Manitoba. It examines four influences on collaboration relationships: (i) priorities/goal alignment; (ii) responsibility sharing; (iii) capability balance; and (iv) organizational commitment.

Each Winnipeg Development Goal discussed in Part 1 has several objectives, which are described below. This summary list serves as a reference guide for responses to the following questions.

A. Leadership & good governance: Evidence informed decision-making; improved government responsiveness & community engagement; community-responsive public services; improved government processes & organizational culture.

B. Environmental resilience: Low-carbon future for Winnipeg; local adaptations to climate change, sustainable transportation; energy-efficient building design; minimize waste to landfill; protect local ecosystems.

C. Economic prosperity: Support local business growth & competitiveness; innovative technology & industry; reduce poverty through improved access to housing, education, training & employment, health services (mental & physical), and social supports.

D. Good health & wellbeing: Improve access to basic needs for physical & mental health; support positive health outcomes; identify & address threats to safety and wellbeing.

E. Social equity: Strengthen human rights by eliminating systemic barriers; build bridges & promote rights-based reconciliation between individuals and groups; improve social cohesion through effective partnerships and service delivery.

F. City building: Effective planning for city growth; integrated land use, transportation, and infrastructure planning; development for completed and connected community.

Q5. What are the most valuable ways that post-secondary institutions (generally), and the University of Manitoba (specifically) contribute towards Winnipeg community development priorities? Rate each category based on your perceived value of academic work to the city of Winnipeg. Please complete all lines of the question before advancing.

Examples or comments may be provided for any of the categories in the next question, which is optional.

	Post-secondary contribution	University of Manitoba contribution
Research- New knowledge that informs Winnipeg development actions and decisions, including: published research on a development topic; primary research conducted within Winnipeg; co-authored papers with community members; innovation and discovery with local application.	o Significant value o Considerable value o Some value o Little value o No value o Unsure of value	o Significant value o Considerable value o Some value o Little value o No value o Unsure of value
Teaching- Communicating knowledge and facilitating learning for Winnipeg community members, including: Community-based practicums, training and professional development, community-based seminars/ workshops/ short courses.	o Significant value o Considerable value o Some value o Little value o No value o Unsure of value	o Significant value o Considerable value o Some value o Little value o No value o Unsure of value
Service & Volunteer- University members serve the needs of the community by contributing time and expertise in areas such as policy development, consulting, volunteering, and hosting community events.	o Significant value o Considerable value o Some value o Little value o No value o Unsure of value	o Significant value o Considerable value o Some value o Little value o No value o Unsure of value
University Practice- The University sets an example with programs that meet development goals on campus, including: University subsidy programs (food, housing, financial, etc) for low-income students; employment equity; ethical policies and business practices; environmental sustainability policies and practices; giving public access to facilities and spaces.	o Significant value o Considerable value o Some value o Little value o No value o Unsure of value	o Significant value o Considerable value o Some value o Little value o No value o Unsure of value
Other (please specify):	o	o

Q6: [Optional] Please provide any comments or examples of post-secondary and/or the University of Manitoba's contributions to the Winnipeg community.

Q7. According to the University of Manitoba's 2024-2029 Strategic Plan, its priorities are to:

- Create knowledge that matters by supporting excellence, building community relationships, and identifying sustainable high-impact solutions.

- Empower learners by supporting learner needs, increasing opportunities for meaningful learning, strengthening teaching and student supports.
- Reimagine engagement in the community by building mutually beneficial relationships, creating a culture of well-being and inclusion, achieving sustainability and accessibility targets through community decision-making.

In your opinion, how well do these priorities align with the sustainable development objectives of the *OurWinnipeg 2045 Development Plan* summarized above? Please provide one response for each line.

Leadership and good governance	o Significant priority alignment o Considerable priority alignment o Some priority alignment	o Little priority alignment o No priority alignment o Unsure of priority alignment
Environmental resilience	o Significant priority alignment o Considerable priority alignment o Some priority alignment	o Little priority alignment o No priority alignment o Unsure of priority alignment
Economic prosperity	o Significant priority alignment o Considerable priority alignment o Some priority alignment	o Little priority alignment o No priority alignment o Unsure of priority alignment
Good health & well-being	o Significant priority alignment o Considerable priority alignment o Some priority alignment	o Little priority alignment o No priority alignment o Unsure of priority alignment
Social equity	o Significant priority alignment o Considerable priority alignment o Some priority alignment	o Little priority alignment o No priority alignment o Unsure of priority alignment
City building	o Significant priority alignment o Considerable priority alignment o Some priority alignment	o Little priority alignment o No priority alignment o Unsure of priority alignment

Q8. Achieving Winnipeg community development will require cooperation between the city's many organizations. It is expected that the City of Winnipeg, along with its post-secondary institutions and local community organizations each have some degree of responsibility. In your view, how is responsibility for local sustainable development divided between post-secondary institutions and the Winnipeg community?

Level of responsibility attributed to the City of Winnipeg.	o Significant responsibility o Considerable responsibility o Moderate responsibility o Little responsibility o No responsibility o I don't know who has responsibility
Level of responsibility attributed to Winnipeg community organizations.	o Significant responsibility o Considerable responsibility o Moderate responsibility

	o Little responsibility o No responsibility o I don't know who has responsibility
Level of responsibility attributed to Winnipeg post-secondary institutions.	o Significant responsibility o Considerable responsibility o Moderate responsibility o Little responsibility o No responsibility o I don't know who has responsibility
Level of responsibility attributed to the University of Manitoba specifically.	o Significant responsibility o Considerable responsibility o Moderate responsibility o Little responsibility o No responsibility o I don't know who has responsibility

Q9. In your view, how much responsibility would you say that the University of Manitoba has demonstrated toward Winnipeg Development Goals, compared to other Winnipeg institutions and organizations?

- ❑ The University of Manitoba demonstrates substantially more responsibility for achieving Winnipeg Development Goals than other local institutions and organizations.
- ❑ The University of Manitoba demonstrates somewhat more responsibility for achieving Winnipeg Development Goals than other local institutions and organizations.
- ❑ The community organization and our University of Manitoba team share equal responsibility for completing the work.
- ❑ The University of Manitoba demonstrates equal responsibility with other local institutions and organizations for achieving Winnipeg Development Goals.
- ❑ The University of Manitoba demonstrates somewhat less responsibility for Winnipeg Development Goals than other local institutions and organizations.
- ❑ I do not know who has more responsibility for completing the work.
- ❑ I do not know which local institutions and organizations demonstrate more responsibility for achieving Winnipeg Development Goals.

Q10. Achieving sustainable community development also requires capable knowledge and expertise in different sectors. In your opinion, how much of the knowledge and expertise needed for achieving local sustainable development is contributed by the City of Winnipeg, Winnipeg community organizations, Winnipeg post-secondary institutions (generally) and the University of Manitoba (specifically)?

Proportion of the required knowledge and expertise contributed by the City of Winnipeg.	o Significant proportion o Considerable proportion o Moderate proportion o Small proportion o None of the required knowledge & expertise o I don't know what proportion
Proportion of the required knowledge and expertise contributed by Winnipeg community organizations.	o Significant proportion o Considerable proportion o Moderate proportion o Small proportion o None of the required knowledge & expertise o I don't know what proportion
Proportion of the required knowledge and expertise contributed by Winnipeg post-secondary institutions.	o Significant proportion o Considerable proportion o Moderate proportion o Small proportion o None of the required knowledge & expertise o I don't know what proportion
Proportion of the required knowledge and expertise contributed by the University of Manitoba specifically.	o Significant proportion o Considerable proportion o Moderate proportion o Small proportion o None of the required knowledge & expertise o I don't know what proportion

Q11. When considering organizational commitment in terms of allocated resources, internal and external communication, and levels of organizational engagement, how committed is the University of Manitoba to Winnipeg's sustainable development?

City Council's commitment to Winnipeg sustainable development	o High level of commitment o Medium-high level of commitment o Average level of commitment o Medium-low level of commitment o Low level of commitment o Don't know/ unsure of level of commitment
The University of Manitoba's commitment to Winnipeg sustainable development	o High level of commitment o Medium-high level of commitment o Average level of commitment o Medium-low level of commitment o Low level of commitment o Don't know/ unsure of level of commitment

Q12. In considering the ways that the University of Manitoba engages with the local Winnipeg community, how much do each of the following factors influence this institution's ability to work effectively towards Winnipeg Development Goals?

Alignment of priorities	o Significant influence o Considerable influence o Some influence o Little influence o No influence o Don't know/ unsure
Shared responsibility	o Significant influence o Considerable influence o Some influence o Little influence o No influence o Don't know/ unsure
Relevant mutual capability	o Significant influence o Considerable influence o Some influence o Little influence o No influence o Don't know/ unsure
Level of organizational commitment	o Significant influence o Considerable influence o Some influence o Little influence o No influence o Don't know/ unsure

Q13 [Optional] Please provide examples or comments of University-community collaboration in Winnipeg.

Part 3: Expected outcomes of academic work in the community

In this section, questions are focused on understanding how Winnipeg community partnerships with the University of Manitoba are contributing to expected development goal outcomes. Alignment of respective priorities may be intentional or unintentional. Outcomes may be positive, negative, or neutral.

Q14. For which of the following sets of City of Winnipeg development goal objectives do you believe that Winnipeg post-secondary institutions (PSI) will contribute the most significant outcomes? What outcomes do you expect from the University of Manitoba specifically? Please provide an answer to each line before advancing to the next question.
Examples or comments may be provided for any of the categories in the next question, which is optional.

	Expected PSI outcomes	UManitoba outcomes
Leadership and good governance: Evidence-informed decision-making; Improved government responsiveness and community engagement; Community-responsive public services; Improved government processes and organizational culture	o Many positive outcomes o Several positive outcomes o One or two positive outcomes o No outcomes/ neutral o Negative outcomes o Not applicable to our work o Don't know/ unsure	o Many positive outcomes o Several positive outcomes o One or two positive outcomes o No outcomes/ neutral o Negative outcomes o Not applicable to our work o Don't know/ unsure
Environmental resilience: Low-carbon future for Winnipeg; Local adaptations to climate change; Sustainable transportation; Energy efficient building design; Minimize & divert waste from landfill; Protect local ecosystems	o Many positive outcomes o Several positive outcomes o One or two positive outcomes o No outcomes/ neutral o Negative outcomes o Not applicable to our work o Don't know/ unsure	o Many positive outcomes o Several positive outcomes o One or two positive outcomes o No outcomes/ neutral o Negative outcomes o Not applicable to our work o Don't know/ unsure
Economic prosperity: Support local business growth & competitiveness; Innovations in technology & industry; Reduce poverty through improved access to housing, education, training & employment, health services (physical & mental), and social supports	o Many positive outcomes o Several positive outcomes o One or two positive outcomes o No outcomes/ neutral o Negative outcomes o Not applicable to our work o Don't know/ unsure	o Many positive outcomes o Several positive outcomes o One or two positive outcomes o No outcomes/ neutral o Negative outcomes o Not applicable to our work o Don't know/ unsure
Good health & well-being: Improve access to basic needs for good physical & mental health; Support positive health outcomes in built & natural environments; Identify & address threats to safety and wellbeing	o Many positive outcomes o Several positive outcomes o One or two positive outcomes o No outcomes/ neutral o Negative outcomes o Not applicable to our work o Don't know/ unsure	o Many positive outcomes o Several positive outcomes o One or two positive outcomes o No outcomes/ neutral o Negative outcomes o Not applicable to our work o Don't know/ unsure
Social equity: Strengthen human rights by eliminating systemic barriers; Build bridges & promote rights-based reconciliation between individuals and groups; Improve social cohesion through effective partnership and service delivery	o Many positive outcomes o Several positive outcomes o One or two positive outcomes o No outcomes/ neutral o Negative outcomes o Not applicable to our work o Don't know/ unsure	o Many positive outcomes o Several positive outcomes o One or two positive outcomes o No outcomes/ neutral o Negative outcomes o Not applicable to our work o Don't know/ unsure

City building: Effective planning for city growth; Integrated land use, transportation, and infrastructure planning; Development for complete and connected community neighbourhoods in Winnipeg	o Many positive outcomes o Several positive outcomes o One or two positive outcomes o No outcomes/ neutral o Negative outcomes o Not applicable to our work o Don't know/ unsure	o Many positive outcomes o Several positive outcomes o One or two positive outcomes o No outcomes/ neutral o Negative outcomes o Not applicable to our work o Don't know/ unsure

Q15. [Optional] Please provide examples or comments of the expected outcomes from the University of Manitoba's involvement in the Winnipeg community.

The next few questions provide opportunity to reflect on systemic barriers that might be anticipated (if any) and how such barriers might be addressed. Systemic barriers are defined as the "attitudes, policies, practices, or systems that result in individuals from certain population groups receiving unequal access to or being excluded from participation in employment, services, or programs (e.g., through discrimination, racism, sexism, homophobia, transphobia, ableism, etc). These barriers result from individual, societal or institutional practices, policies, traditions and/or values that may be "unintended" or "unseen" to those who do not experience them" (Government of Canada, 2023).

Q16. In your view, to what degree do the systemic barriers listed below prevent or limit the University's achievement of the Winnipeg Development Goals stated above?

Accessibility / disability barriers	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence
Communication or language barriers	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence
Culture barriers	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence
Education barriers	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence
Gender barriers	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence
Health barriers	o Significant influence	o No influence

	o Considerable influence o Some influence o Little influence	o Not applicable o I don't know the influence
Income/ socio-economic barriers	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence
Racial barriers	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence
Sexual identity barriers	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence
Technology barriers	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence

Q17. In your opinion, how effective are each of the following strategies in terms of reducing or removing systemic barriers within Winnipeg? Is the University of Manitoba taking any action within Winnipeg to reduce these barriers?

	Effectiveness	City action taken?	UManitoba action taken?
Changes to policy, practice, or decision-making processes	o Very effective o Somewhat effective o Not effective o Don't know/ unsure	o Yes - we are using this strategy o No - we are not using this strategy o Unsure - I do not know	o Yes - we are using this strategy o No - we are not using this strategy o Unsure - I do not know
Incentive programs (e.g. funding, awards)	o Very effective o Somewhat effective o Not effective o Don't know/ unsure	o Yes - we are using this strategy o No - we are not using this strategy o Unsure - I do not know	o Yes - we are using this strategy o No - we are not using this strategy o Unsure - I do not know
Education and training	o Very effective o Somewhat effective o Not effective o Don't know/ unsure	o Yes - we are using this strategy o No - we are not using this strategy o Unsure - I do not know	o Yes – UM is using this strategy o No – UM is not using this strategy o Unsure - I do not know

Legal or government legislation change	o Very effective o Somewhat effective o Not effective o Don't know/ unsure	o Yes - we are using this strategy o No - we are not using this strategy o Unsure - I do not know	o Yes – UM is using this strategy o No – UM is not using this strategy o Unsure - I do not know
Public awareness campaign	o Very effective o Somewhat effective o Not effective o Don't know/ unsure	o Yes - we are using this strategy o No - we are not using this strategy o Unsure - I do not know	o Yes – UM is using this strategy o No – UM is not using this strategy o Unsure - I do not know
Public forum, dialogue	o Very effective o Somewhat effective o Not effective o Don't know/ unsure	o Yes - we are using this strategy o No - we are not using this strategy o Unsure - I do not know	o Yes – UM is using this strategy o No – UM is not using this strategy o Unsure - I do not know
o Other (please specify)			

Q18. How much influence do you think post-secondary institutions have in effectively reducing or removing the systemic barriers you may encounter in Winnipeg?

- ❑ Significant influence
- ❑ Considerable influence
- ❑ Some influence
- ❑ Little influence
- ❑ No influence
- ❑ Unsure/ don't know

Q19. [Optional] Please comment on the expected outcomes of community development initiatives involving post-secondary education, as well as the strategies and limitations concerning any systemic barriers that may influence these.

Part 4: Observed impacts of academic work in the community

In this final section of the survey, you are asked to consider the longer-term impacts in Winnipeg that can be attributed to academic work within the local community. For the purpose of this survey, “impact” refers to the overall change in Winnipeg due to the intentional actions of the University of Manitoba's involvement in this community.

Q20. What impact has **research** (ie. new knowledge relevant to Winnipeg development actions and decisions) conducted by you/your academic team had in advancing each of the following Winnipeg Development Goals and objectives?

Leadership & good governance: New knowledge leads to improved governance efficiencies, responsiveness, or organizational culture	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
Environmental resilience: New knowledge leads to improved climate change adaptations and environmentally sustainable practices	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
Economic prosperity: New knowledge leads to improved local business competitiveness, poverty reduction, or access to social services	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
Good health & well-being: New knowledge leads to improved access to basic needs for good physical & mental health, safety	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
Social equity: New knowledge leads to improved human rights, rights-based reconciliation, social cohesion	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
City building: New knowledge leads to improved land use, transportation, and infrastructure	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know

Q21. What impact has **teaching** (ie. communicating knowledge & facilitating learning within the Winnipeg community) conducted by you/your academic team had in advancing each of the following Winnipeg Development Goals and objectives?

Leadership & good governance: Communicated knowledge & learning leads to improved governance efficiencies, responsiveness, or organizational culture	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
Environmental resilience: Communicated knowledge & learning leads to improved climate change adaptations and environmentally sustainable practices	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
Economic prosperity: Communicated knowledge & learning leads to improved local business competitiveness, poverty reduction, or access to social services	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
Good health & well-being: Communicated knowledge & learning leads to improved access to basic needs for good physical & mental health, safety	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know

Social equity: Communicated knowledge & learning leads to improved human rights, rights-based reconciliation, social cohesion	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
City building: Communicated knowledge & learning leads to improved land use, transportation, and infrastructure	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know

Q22. What impact has **community service** (ie. contributions of individual university members through consulting, volunteering, or other community service) conducted by you/your academic team had in advancing each of the following Winnipeg Development Goals and objectives?

Leadership & good governance: University member service contributions lead to improved governance efficiencies, responsiveness, or organizational culture	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
Environmental resilience: University member service contributions lead to improved climate change adaptations and environmentally sustainable practices	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
Economic prosperity: University member service contributions lead to improved local business competitiveness, poverty reduction, or access to social services	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
Good health & well-being: University member service contributions lead to improved access to basic needs for good physical & mental health, safety	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
Social equity: University member service contributions lead to improved human rights, rights-based reconciliation, social cohesion	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
City building: University member service contributions lead to improved land use, transportation, and infrastructure	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know

Q23. What impact has **university practice** (ie. examples of sustainable development policy & practice on campus) at the University of Manitoba had in advancing each of the following Winnipeg Development Goals and objectives?

Leadership & good governance: University practice on campus leads to improved governance efficiencies, responsiveness, or organizational culture in the community.	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
Environmental resilience: University practice on campus leads to improved climate change adaptations and environmentally sustainable practices in the community.	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
Economic prosperity: University practice on campus leads to improved local business competitiveness, poverty reduction, or access to social services in the community.	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
Good health & well-being: University practice on campus leads to improved access to basic needs for good physical & mental health, safety in the community.	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
Social equity: University practice on campus leads to improved human rights, rights-based reconciliation, social cohesion in the community.	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
City building: University practice on campus leads to improved land use, transportation, and infrastructure in the community.	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know

Q24. [Optional] Please provide any examples or comments of the impacts noted above.

Q25. How much influence would you say that the University of Manitoba has had in reducing systemic barriers (if any) within the City of Winnipeg? Has it added to or increased barriers? You may provide examples or comments for any of the categories at the end of the question.

	PSE generally	UM specifically
Accessibility / disability barriers	o Significant influence o Considerable influence o Some influence o Little influence o No influence o Not applicable o I don't know the influence	o Significant influence o Considerable influence o Some influence o Little influence o No influence o Not applicable o I don't know the influence
Communication or language barriers	o Significant influence o Considerable influence o Some influence o Little influence o No influence o Not applicable o I don't know the influence	o Significant influence o Considerable influence o Some influence o Little influence o No influence o Not applicable o I don't know the influence

	PSE generally	UM specifically
Culture barriers	o Significant influence o Considerable influence o Some influence o Little influence o No influence o Not applicable o I don't know the influence	o Significant influence o Considerable influence o Some influence o Little influence o No influence o Not applicable o I don't know the influence
Education barriers	o Significant influence o Considerable influence o Some influence o Little influence o No influence o Not applicable o I don't know the influence	o Significant influence o Considerable influence o Some influence o Little influence o No influence o Not applicable o I don't know the influence
Gender barriers	o Significant influence o Considerable influence o Some influence o Little influence o No influence o Not applicable o I don't know the influence	o Significant influence o Considerable influence o Some influence o Little influence o No influence o Not applicable o I don't know the influence
Health barriers	o Significant influence o Considerable influence o Some influence o Little influence o No influence o Not applicable o I don't know the influence	o Significant influence o Considerable influence o Some influence o Little influence o No influence o Not applicable o I don't know the influence
Income/ socio-economic barriers	o Significant influence o Considerable influence o Some influence o Little influence o No influence o Not applicable o I don't know the influence	o Significant influence o Considerable influence o Some influence o Little influence o No influence o Not applicable o I don't know the influence
Racial barriers	o Significant influence o Considerable influence o Some influence o Little influence o No influence o Not applicable o I don't know the influence	o Significant influence o Considerable influence o Some influence o Little influence o No influence o Not applicable o I don't know the influence

	PSE generally	UM specifically
Sexual identity barriers	o Significant influence o Considerable influence o Some influence o Little influence o No influence o Not applicable o I don't know the influence	o Significant influence o Considerable influence o Some influence o Little influence o No influence o Not applicable o I don't know the influence
Technology barriers	o Significant influence o Considerable influence o Some influence o Little influence o No influence o Not applicable o I don't know the influence	o Significant influence o Considerable influence o Some influence o Little influence o No influence o Not applicable o I don't know the influence

Q26. How would you rate the overall influence of Winnipeg's post-secondary institutions on the achievement of Winnipeg's Development Goals? The University of Manitoba specifically?

Winnipeg post-secondary institutions generally	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence
The University of Manitoba specifically	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence

Q27. How would you rate the significance of relationship influences (ie based on priority alignment, shared responsibility, relevant mutual capability, and institutional commitment) between the University of Manitoba and community organizations on the achievement of Winnipeg Development Goals?

- ❑ Significant influence: Community-University relations is the most important influence that will determine the achievement of Winnipeg Development Goals.
- ❑ Considerable influence: Community-University relations is one of the more important factors that will determine the achievement of Winnipeg Development Goals.
- ❑ Some influence: Community-University relations is as important as other factors in determining the achievement of Winnipeg Development Goals.
- ❑ Little influence: Community-University relations is one of the lesser factors that will determine the achievement of Winnipeg Development Goals.
- ❑ No influence: Other factors are more important than Community-University relations in determining the achievement of Winnipeg Development Goals.

- ❑ I don't know the influence that relationship factors have on University-community efforts to achieve Winnipeg Development Goals.

Q28. In your opinion, what is the degree of independence/interdependence between the University of Manitoba and the City of Winnipeg in terms of achieving local sustainable development goals?

- ❑ Fully interdependent –The City of Winnipeg and the University of Manitoba have common sustainable development goals and must work together as equal partners to achieve them.
- ❑ Mostly interdependent– The City of Winnipeg and the University of Manitoba have many common goals concerning local sustainable development on which they should cooperate substantively.
- ❑ Somewhat independent– The City of Winnipeg and the University of Manitoba have many divergent goals but may come together as needed to cooperate on certain mutually beneficial sustainable development goals.
- ❑ Fully independent – The City of Winnipeg and the University of Manitoba have very few common goals concerning local sustainable development and should not be obligated to work cooperatively in this area.
- ❑ I don't know

Post-Survey Part 5: Additional participation in this study

Additional participation is this study is possible by sending a separate e-mail to Rhonda Friesen at [E-mail address]. A separate e-mail is necessary in order to keep your answers to this survey confidential. **Responses must be received by January 31, 2025**, to be included in this study.

Please e-mail [E-mail address] if you would like to:

- Participate in a follow-up 45 minute interview. Interviews will cover much the same topics as the survey but will provide opportunity to explore community-university partnerships and their impact in greater detail. Interview participant responses are confidential and are published as coded responses.
- Recommend documents from the University of Manitoba to be included in the document analysis portion of this study.
- Request a copy of the summarized preliminary study findings. Please indicate how you would like to receive this information:
    - by e-mail (provide preferred e-mail address),
    - by mail (provide mailing address), or
    - by fax (provide fax number).

Also, please forward this online survey link for the **WINNIPEG COMMUNITY ORGANIZATION SURVEY [https://www.surveymonkey.com/r/Community_Organization]** to any Winnipeg-based community organizations that could provide a community perspective of the University of Manitoba's impact within the Winnipeg community. You may include this short description:

Rhonda Friesen is a PhD Candidate at the University of Manitoba and is conducting research related to university-community partnerships in Winnipeg and how post-secondary institutions are influencing the outcome of local sustainable development goals. She is looking for community organizations from various sectors to complete an online survey to contribute a community perspective towards this study. If you, or someone from your organization, could spend approximately 25 minutes completing this survey, it would be very much appreciated. Thank you for considering!

Any questions can be directed to Rhonda Friesen, PhD Candidate, Faculty of Education, University of Manitoba, [E-mail address], or Dr. Robert Renaud, Supervisor, Faculty of Education, University of Manitoba, [E-mail address] .

You're done! **Thank you** for providing your perspectives and opinions in this survey. It is a tremendous help in gaining better understanding about the social impact of higher education in the community. Please read the text below and click the "Submit Survey" button when ready. Once you submit the survey, you will not be able to change your answers.

By clicking "submit" you are indicating that you have understood to your satisfaction the information regarding participation in the research project, agree to participate as a subject, and have given consent to the dissemination of material provided to the researchers for use in their Research Project.

I understand that the information I provide will be incorporated in a presentation, report and academic publications. I understand also that all research data will be treated as confidential, stored in a private and secure place, and subsequently destroyed at the end of the project by the researchers. I understand also that providing consent does not waive my legal rights by participating in the study.

Appendix F: Winnipeg community organization survey

Thank you for participating in this survey research. When completing the survey please note several things:

- Please answer each question as fully as possible to the best of your knowledge and based on your personal opinion.
- You may move to a previous page to change a response, and your responses on all other pages will automatically be saved.
- You do not need to complete the entire survey all at once. You may leave the survey and come back to it any time prior to final submission. Your answers will be saved automatically when you return to the survey.
- After clicking the 'Submit' button at the end of the survey, you may not go back to change your answers.

This research has been reviewed and approved by the University of Manitoba Research Ethics Board 2. Please take a few minutes before you begin in order to review the Consent Form available for viewing/download. Continuing with this survey indicates your consent.

Should you have any questions while completing this survey, please contact:

Rhonda Friesen, PhD Candidate
[E-mail address]
Faculty of Education, University of Manitoba

OR

Robert Renaud, PhD (Supervisor)
[E-mail address]
Faculty of Education, University of Manitoba

Let's begin!

Part 1: Post-secondary education as it relates to Winnipeg community development goals

The City of Winnipeg's current development plan, OurWinnipeg 2045 Development Plan identifies 6 priorities, which are local goals taken from the UN Sustainable Development Goals. Please see the chart below for reference and note any areas that relate to the work of your community organization.

Winnipeg Development Goal	**Related UN Sustainable Development Goals**
1. Leadership and good governance	16 – Peace, justice & strong institution 17 – Partnership for the goals
2. Environmental resilience	6 – Clean water and sanitation 7 – Affordable clean energy 12 – Responsible consumption/ production 13 – Climate action 14 – Life below water 15 – Life on land
3. Economic prosperity	1 – No poverty 4 – Quality education 8 – Decent work and economic growth
4. Good health & well-being	2 – Zero hunger 3 – Good health & well-being
5. Social equity	5 – Gender equality 10 – Reduced inequalities
6. City building	9 - Industry, innovation, infrastructure 11 - Sustainable cities & communities

Q1. Your work as a member of a Winnipeg community organization contributes to addressing various needs within our city, which may have intentional and unintentional impact on Winnipeg's sustainable development. For each Winnipeg Development Goal below, indicate its level of priority in relation to your community organization's work. Please complete all lines of the question before advancing.
Note the corresponding UN Sustainable Development Goals (SDGs) in brackets ().

Leadership & good governance (Includes SDG16 Peace, justice, & strong institutions; SDG17 Partnership for the goals)	• Top priority • High priority • Moderate priority • Low priority • Not a priority • Not applicable to my area • I don’t know
Environmental resilience (Includes SDG6 Clean water & sanitation; SDG7 Affordable clean energy; SDG12 Responsible consumption; SDG13 Climate action; SDG14 Life below water; SDG15 Life on land)	• Top priority • High priority • Moderate priority • Low priority • Not a priority • Not applicable to my area • I don’t know
Economic prosperity (Includes SDG1 No poverty; SDG4 Quality education; SDG8 Decent work & economic growth)	• Top priority • High priority • Moderate priority • Low priority • Not a priority • Not applicable to my area • I don’t know
Good health & well-being (Includes SDG2 Zero hunger; SDG3 Good health & well-being)	• Top priority • High priority • Moderate priority • Low priority • Not a priority • Not applicable to my area • I don’t know
Social equity (Includes SDG5 Gender equality; SDG10 Reduced inequalities)	• Top priority • High priority • Moderate priority • Low priority • Not a priority • Not applicable to my area • I don’t know

City building (Includes SDG9 Industry, innovation, & infrastructure; SDG11 Sustainable cities & communities)	• Top priority • High priority • Moderate priority • Low priority • Not a priority • Not applicable to my area • I don't know

Q2. To the best of your knowledge, does work being done to achieve these Winnipeg Development Goals involve cooperation with one or more Winnipeg post-secondary institutions (PSI)? Does this work involve cooperation with the University of Manitoba? Please complete all lines of the question before advancing.
Examples or comments may be provided for any of the categories in the next question, which is optional.

	Does work involve a local post-secondary institution?	Does work involve the University of Manitoba?
Leadership & good governance (Includes SDG16 Peace, justice, & strong institutions; SDG17 Partnership for the goals)	• Yes • No • Maybe/unsure	• Yes • No • Maybe/unsure
Environmental resilience (Includes SDG6 Clean water & sanitation; SDG7 Affordable clean energy; SDG12 Responsible consumption; SDG13 Climate action; SDG14 Life below water; SDG15 Life on land)	• Yes • No • Maybe/unsure	• Yes • No • Maybe/unsure
Economic prosperity (Includes SDG1 No poverty; SDG4 Quality education; SDG8 Decent work & economic growth)	• Yes • No • Maybe/unsure	• Yes • No • Maybe/unsure
Good health & well-being (Includes SDG2 Zero hunger; SDG3 Good health & well-being)	• Yes • No • Maybe/unsure	• Yes • No • Maybe/unsure
Social equity (Includes SDG5 Gender equality; SDG10 Reduced inequalities)	• Yes • No • Maybe/unsure	• Yes • No • Maybe/unsure
City building (Includes SDG9 Industry, innovation, & infrastructure; SDG11 Sustainable cities & communities)	• Yes • No • Maybe/unsure	• Yes • No • Maybe/unsure

Q3. [Optional] Examples or comments of community work being done in partnership with post-secondary institutions.

Q4. In your opinion, what are some barriers that Winnipeg community organizations might experience when considering cooperation with local post-secondary institutions? Select all that apply.

- ❑ Community organization interests are not relevant to academic interests
- ❑ Inadequate funding to support such a partnership
- ❑ No suitable academic partners locally available
- ❑ More effective/efficient to work without academic partners
- ❑ Academic partners are not required for the work the organization does
- ❑ No barriers exist

Part 2: University - community cooperation and relationship

This part of the survey looks at the cooperation between Winnipeg organizations and post-secondary institutions, particularly any partnership with academic faculty or administration from the University of Manitoba. It examines four influences on collaboration relationships: (i) priorities/goal alignment; (ii) responsibility sharing; (iii) capability balance; and (iv) organizational commitment.

Each Winnipeg Development Goal discussed in Part 1 has several objectives, which are described below. This summary list serves as a reference guide for responses to the following questions.

A. Leadership & good governance: Evidence informed decision-making; improved government responsiveness & community engagement; community-responsive public services; improved government processes & organizational culture.

B. Environmental resilience: Low-carbon future for Winnipeg; local adaptations to climate change, sustainable transportation; energy-efficient building design; minimize waste to landfill; protect local ecosystems.

C. Economic prosperity: Support local business growth & competitiveness; innovative technology & industry; reduce poverty through improved access to housing, education, training & employment, health services (mental & physical), and social supports.

D. Good health & wellbeing: Improve access to basic needs for physical & mental health; support positive health outcomes; identify & address threats to safety and wellbeing.

E. Social equity: Strengthen human rights by eliminating systemic barriers; build bridges & promote rights-based reconciliation between individuals and groups; improve social cohesion through effective partnerships and service delivery.

F. City building: Effective planning for city growth; integrated land use, transportation, and infrastructure planning; development for completed and connected community.

Q5. What are the most valuable ways that post-secondary institutions (generally), and the University of Manitoba (specifically) contribute towards Winnipeg community development priorities? Rate each category based on your perceived value of academic work to the city of Winnipeg. Please complete all lines of the question before advancing.

Examples or comments may be provided for any of the categories in the next question, which is optional.

	Post-secondary contribution	University of Manitoba contribution
Research- New knowledge that informs Winnipeg development actions and decisions, including: published research on a development topic; primary research conducted within Winnipeg; co-authored papers with community members; innovation and discovery with local application.	o Significant value o Considerable value o Some value o Little value o No value o Unsure of value	o Significant value o Considerable value o Some value o Little value o No value o Unsure of value
Teaching- Communicating knowledge and facilitating learning for Winnipeg community members, including: Community-based practicums, training and professional development, community-based seminars/ workshops/ short courses.	o Significant value o Considerable value o Some value o Little value o No value o Unsure of value	o Significant value o Considerable value o Some value o Little value o No value o Unsure of value
Service & Volunteer- University members serve the needs of the community by contributing time and expertise in areas such as policy development, consulting, volunteering, and hosting community events.	o Significant value o Considerable value o Some value o Little value o No value o Unsure of value	o Significant value o Considerable value o Some value o Little value o No value o Unsure of value
University Practice- The University sets an example with programs that meet development goals on campus, including: University subsidy programs (food, housing, financial, etc) for low-income students; employment equity; ethical policies and business practices; environmental sustainability policies and practices; giving public access to facilities and spaces.	o Significant value o Considerable value o Some value o Little value o No value o Unsure of value	o Significant value o Considerable value o Some value o Little value o No value o Unsure of value
Other (please specify):	o	o

Q6: [Optional] Please provide any comments or examples of post-secondary and/or the University of Manitoba's contributions to the Winnipeg community.

Q7. According to the University of Manitoba's 2024-2029 Strategic Plan, its priorities are to:

- Create knowledge that matters by supporting excellence, building community relationships, and identifying sustainable high-impact solutions.

- Empower learners by supporting learner needs, increasing opportunities for meaningful learning, strengthening teaching and student supports.
- Reimagine engagement in the community by building mutually beneficial relationships, creating a culture of well-being and inclusion, achieving sustainability and accessibility targets through community decision-making.

In your opinion, how well do these priorities align with the sustainable development objectives of the *OurWinnipeg 2045 Development Plan* summarized above? Please provide one response for each line.

Leadership and good governance	o Significant priority alignment o Considerable priority alignment o Some priority alignment	o Little priority alignment o No priority alignment o Unsure of priority alignment
Environmental resilience	o Significant priority alignment o Considerable priority alignment o Some priority alignment	o Little priority alignment o No priority alignment o Unsure of priority alignment
Economic prosperity	o Significant priority alignment o Considerable priority alignment o Some priority alignment	o Little priority alignment o No priority alignment o Unsure of priority alignment
Good health & well-being	o Significant priority alignment o Considerable priority alignment o Some priority alignment	o Little priority alignment o No priority alignment o Unsure of priority alignment
Social equity	o Significant priority alignment o Considerable priority alignment o Some priority alignment	o Little priority alignment o No priority alignment o Unsure of priority alignment
City building	o Significant priority alignment o Considerable priority alignment o Some priority alignment	o Little priority alignment o No priority alignment o Unsure of priority alignment

Q8. Achieving Winnipeg community development will require cooperation between the city's many organizations. It is expected that the City of Winnipeg, along with its post-secondary institutions and local community organizations each have some degree of responsibility. In your view, how is responsibility for local sustainable development divided between post-secondary institutions and the Winnipeg community?

Level of responsibility attributed to the City of Winnipeg.	o Significant responsibility o Considerable responsibility o Moderate responsibility o Little responsibility o No responsibility o I don't know who has responsibility

Level of responsibility attributed to Winnipeg community organizations.	o Significant responsibility o Considerable responsibility o Moderate responsibility o Little responsibility o No responsibility o I don't know who has responsibility
Level of responsibility attributed to Winnipeg post-secondary institutions.	o Significant responsibility o Considerable responsibility o Moderate responsibility o Little responsibility o No responsibility o I don't know who has responsibility
Level of responsibility attributed to the University of Manitoba specifically.	o Significant responsibility o Considerable responsibility o Moderate responsibility o Little responsibility o No responsibility o I don't know who has responsibility

Q9. With respect to the work that your organization is doing in partnership with academic faculty or administration of the University of Manitoba, how is responsibility divided to carry the work to completion?

- ❑ Our community organization has primary responsibility for completing the work.
- ❑ Our community organization has somewhat more responsibility than the University of Manitoba team.
- ❑ Our community organization and the University of Manitoba team share equal responsibility for completing the work.
- ❑ The University of Manitoba team has primary responsibility for completing the work.
- ❑ The University of Manitoba demonstrates somewhat less responsibility for Winnipeg Development Goals than other local institutions and organizations.
- ❑ I do not know who has more responsibility for completing the work.
- ❑ Our community organization is not working in partnership with the University of Manitoba.

Q10. Achieving sustainable community development also requires capable knowledge and expertise in different sectors. In your opinion, how much of the knowledge and expertise needed for achieving local sustainable development is contributed by the City of Winnipeg, Winnipeg community organizations, Winnipeg post-secondary institutions (generally) and the University of Manitoba (specifically)?

Proportion of the required knowledge and expertise contributed by the City of Winnipeg.	o Significant proportion o Considerable proportion o Moderate proportion o Small proportion o None of the required knowledge & expertise o I don't know what proportion
Proportion of the required knowledge and expertise contributed by Winnipeg community organizations.	o Significant proportion o Considerable proportion o Moderate proportion o Small proportion o None of the required knowledge & expertise o I don't know what proportion
Proportion of the required knowledge and expertise contributed by Winnipeg post-secondary institutions.	o Significant proportion o Considerable proportion o Moderate proportion o Small proportion o None of the required knowledge & expertise o I don't know what proportion
Proportion of the required knowledge and expertise contributed by the University of Manitoba specifically.	o Significant proportion o Considerable proportion o Moderate proportion o Small proportion o None of the required knowledge & expertise o I don't know what proportion

Q11. When considering organizational commitment in terms of allocated resources, internal and external communication, and levels of organizational engagement, how committed is your organization to Winnipeg's sustainable development? From your observations or experience, how committed would say the University of Manitoba is to Winnipeg's sustainable development?

My organization's commitment to Winnipeg sustainable development	o High level of commitment o Medium-high level of commitment o Average level of commitment o Medium-low level of commitment o Low level of commitment o Don't know/ unsure of level of commitment
The University of Manitoba's commitment to Winnipeg sustainable development	o High level of commitment o Medium-high level of commitment o Average level of commitment o Medium-low level of commitment o Low level of commitment o Don't know/ unsure of level of commitment

Q12. In considering the ways that the University of Manitoba engages with the local Winnipeg community, how much do each of the following factors influence this institution's ability to work effectively towards Winnipeg Development Goals?

Alignment of priorities	o Significant influence o Considerable influence o Some influence o Little influence o No influence o Don't know/ unsure
Shared responsibility	o Significant influence o Considerable influence o Some influence o Little influence o No influence o Don't know/ unsure
Relevant mutual capability	o Significant influence o Considerable influence o Some influence o Little influence o No influence o Don't know/ unsure
Level of organizational commitment	o Significant influence o Considerable influence o Some influence o Little influence o No influence o Don't know/ unsure

Q13 [Optional] Please provide examples or comments of University-community collaboration in Winnipeg.

Part 3: Expected outcomes of academic work in the community

In this section, questions are focused on understanding how Winnipeg community partnerships with the University of Manitoba are contributing to expected development goal outcomes. Alignment of respective priorities may be intentional or unintentional. Outcomes may be positive, negative, or neutral.

Q14. For which of the following sets of City of Winnipeg development goal objectives do you believe that Winnipeg post-secondary institutions (PSI) will contribute the most significant outcomes? What outcomes do you expect from the University of Manitoba specifically? Please provide an answer to each line before advancing to the next question.
Examples or comments may be provided for any of the categories in the next question, which is optional.

	Expected PSI outcomes	UManitoba outcomes
Leadership and good governance: Evidence-informed decision-making; Improved government responsiveness and community engagement; Community-responsive public services; Improved government processes and organizational culture	o Many positive outcomes o Several positive outcomes o One or two positive outcomes o No outcomes/ neutral o Negative outcomes o Not applicable to our work o Don't know/ unsure	o Many positive outcomes o Several positive outcomes o One or two positive outcomes o No outcomes/ neutral o Negative outcomes o Not applicable to our work o Don't know/ unsure
Environmental resilience: Low-carbon future for Winnipeg; Local adaptations to climate change; Sustainable transportation; Energy efficient building design; Minimize & divert waste from landfill; Protect local ecosystems	o Many positive outcomes o Several positive outcomes o One or two positive outcomes o No outcomes/ neutral o Negative outcomes o Not applicable to our work o Don't know/ unsure	o Many positive outcomes o Several positive outcomes o One or two positive outcomes o No outcomes/ neutral o Negative outcomes o Not applicable to our work o Don't know/ unsure
Economic prosperity: Support local business growth & competitiveness; Innovations in technology & industry; Reduce poverty through improved access to housing, education, training & employment, health services (physical & mental), and social supports	o Many positive outcomes o Several positive outcomes o One or two positive outcomes o No outcomes/ neutral o Negative outcomes o Not applicable to our work o Don't know/ unsure	o Many positive outcomes o Several positive outcomes o One or two positive outcomes o No outcomes/ neutral o Negative outcomes o Not applicable to our work o Don't know/ unsure
Good health & well-being: Improve access to basic needs for good physical & mental health; Support positive health outcomes in built & natural environments; Identify & address threats to safety and wellbeing	o Many positive outcomes o Several positive outcomes o One or two positive outcomes o No outcomes/ neutral o Negative outcomes o Not applicable to our work o Don't know/ unsure	o Many positive outcomes o Several positive outcomes o One or two positive outcomes o No outcomes/ neutral o Negative outcomes o Not applicable to our work o Don't know/ unsure
Social equity: Strengthen human rights by eliminating systemic barriers; Build bridges & promote rights-based reconciliation between individuals and groups; Improve social cohesion through effective partnership and service delivery	o Many positive outcomes o Several positive outcomes o One or two positive outcomes o No outcomes/ neutral o Negative outcomes o Not applicable to our work o Don't know/ unsure	o Many positive outcomes o Several positive outcomes o One or two positive outcomes o No outcomes/ neutral o Negative outcomes o Not applicable to our work o Don't know/ unsure

City building: Effective planning for city growth; Integrated land use, transportation, and infrastructure planning; Development for complete and connected community neighbourhoods in Winnipeg	o Many positive outcomes o Several positive outcomes o One or two positive outcomes o No outcomes/ neutral o Negative outcomes o Not applicable to our work o Don't know/ unsure	o Many positive outcomes o Several positive outcomes o One or two positive outcomes o No outcomes/ neutral o Negative outcomes o Not applicable to our work o Don't know/ unsure

Q15. [Optional] Please provide examples or comments of the expected outcomes from the University of Manitoba's involvement in the Winnipeg community.

The next few questions provide opportunity to reflect on systemic barriers that might be anticipated (if any) and how such barriers might be addressed. Systemic barriers are defined as the "attitudes, policies, practices, or systems that result in individuals from certain population groups receiving unequal access to or being excluded from participation in employment, services, or programs (e.g., through discrimination, racism, sexism, homophobia, transphobia, ableism, etc). These barriers result from individual, societal or institutional practices, policies, traditions and/or values that may be "unintended" or "unseen" to those who do not experience them" (Government of Canada, 2023).

Q16. In your view, to what degree do the systemic barriers listed below prevent or limit the University's achievement of the Winnipeg Development Goals stated above?

Accessibility / disability barriers	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence
Communication or language barriers	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence
Culture barriers	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence
Education barriers	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence
Gender barriers	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence

Health barriers	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence
Income/ socio-economic barriers	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence
Racial barriers	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence
Sexual identity barriers	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence
Technology barriers	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence

Q17. In your opinion, how effective are each of the following strategies in terms of reducing or removing systemic barriers within Winnipeg? Are you or your University partner(s) taking any action within Winnipeg to reduce these barriers?

	Effectiveness	Action taken?
Changes to policy, practice, or decision-making processes	o Very effective o Somewhat effective o Not effective o Don't know/ unsure	o Yes - we are using this strategy o No - we are not using this strategy o Unsure - I do not know
Incentive programs (e.g. funding, awards)	o Very effective o Somewhat effective o Not effective o Don't know/ unsure	o Yes - we are using this strategy o No - we are not using this strategy o Unsure - I do not know
Education and training	o Very effective o Somewhat effective o Not effective o Don't know/ unsure	o Yes - we are using this strategy o No - we are not using this strategy o Unsure - I do not know
Legal or government legislation change	o Very effective o Somewhat effective o Not effective o Don't know/ unsure	o Yes - we are using this strategy o No - we are not using this strategy o Unsure - I do not know

Public awareness campaign	o Very effective o Somewhat effective o Not effective o Don't know/ unsure	o Yes - we are using this strategy o No - we are not using this strategy o Unsure - I do not know
Public forum, dialogue	o Very effective o Somewhat effective o Not effective o Don't know/ unsure	o Yes - we are using this strategy o No - we are not using this strategy o Unsure - I do not know

Q18. How much influence do you think your organization and/or your post-secondary partners have in effectively reducing or removing the systemic barriers you may encounter in Winnipeg?

- ❑ Significant influence
- ❑ Considerable influence
- ❑ Some influence
- ❑ Little influence
- ❑ No influence
- ❑ Unsure/ don't know

Q19. [Optional] Please comment on the expected outcomes of your work, as well as the strategies and limitations concerning any systemic barriers that may influence these.

Part 4: Observed impacts of academic work in the community

In this section, you are asked to consider the longer-term impacts in Winnipeg that can be attributed to academic work within the local community. For the purpose of this survey, “impact” refers to the overall change in Winnipeg due to the intentional actions of the University of Manitoba's involvement in this community.

Q20. What impact has **research** (ie. new knowledge relevant to Winnipeg development actions and decisions) conducted by you/your academic team had in advancing each of the following Winnipeg Development Goals and objectives?

Leadership & good governance: New knowledge leads to improved governance efficiencies, responsiveness, or organizational culture	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
Environmental resilience: New knowledge leads to improved climate change adaptations and environmentally sustainable practices	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
Economic prosperity: New knowledge leads to improved local business competitiveness, poverty reduction, or access to social services	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know

Good health & well-being: New knowledge leads to improved access to basic needs for good physical & mental health, safety	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
Social equity: New knowledge leads to improved human rights, rights-based reconciliation, social cohesion	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
City building: New knowledge leads to improved land use, transportation, and infrastructure	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know

Q21. What impact has **teaching** (ie. communicating knowledge & facilitating learning within the Winnipeg community) conducted by you/your academic team had in advancing each of the following Winnipeg Development Goals and objectives?

Leadership & good governance: Communicated knowledge & learning leads to improved governance efficiencies, responsiveness, or organizational culture	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
Environmental resilience: Communicated knowledge & learning leads to improved climate change adaptations and environmentally sustainable practices	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
Economic prosperity: Communicated knowledge & learning leads to improved local business competitiveness, poverty reduction, or access to social services	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
Good health & well-being: Communicated knowledge & learning leads to improved access to basic needs for good physical & mental health, safety	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
Social equity: Communicated knowledge & learning leads to improved human rights, rights-based reconciliation, social cohesion	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
City building: Communicated knowledge & learning leads to improved land use, transportation, and infrastructure	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know

Q22. What impact has **community service** (ie. contributions of individual university members through consulting, volunteering, or other community service) conducted by you/your academic team had in advancing each of the following Winnipeg Development Goals and objectives?

Leadership & good governance: University member service contributions lead to improved governance efficiencies, responsiveness, or organizational culture	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
Environmental resilience: University member service contributions lead to improved climate change adaptations and environmentally sustainable practices	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
Economic prosperity: University member service contributions lead to improved local business competitiveness, poverty reduction, or access to social services	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
Good health & well-being: University member service contributions lead to improved access to basic needs for good physical & mental health, safety	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
Social equity: University member service contributions lead to improved human rights, rights-based reconciliation, social cohesion	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
City building: University member service contributions lead to improved land use, transportation, and infrastructure	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know

Q23. What impact has **university practice** (ie. examples of sustainable development policy & practice on campus) at the University of Manitoba had in advancing each of the following Winnipeg Development Goals and objectives?

Leadership & good governance: University practice on campus leads to improved governance efficiencies, responsiveness, or organizational culture in the community.	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
Environmental resilience: University practice on campus leads to improved climate change adaptations and environmentally sustainable practices in the community.	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
Economic prosperity: University practice on campus leads to improved local business competitiveness, poverty reduction, or access to social services in the community.	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know

Good health & well-being: University practice on campus leads to improved access to basic needs for good physical & mental health, safety in the community.	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
Social equity: University practice on campus leads to improved human rights, rights-based reconciliation, social cohesion in the community.	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know
City building: University practice on campus leads to improved land use, transportation, and infrastructure in the community.	o Significant impact o Considerable impact o Some impact o Little impact	o No impact o Not applicable o I don't know

Q24. [Optional] Please provide any examples or comments of the impacts noted above.

Q25. How much influence would you say that the University of Manitoba has had in reducing systemic barriers (if any) within the City of Winnipeg? Has it added to or increased barriers? You may provide examples or comments for any of the categories at the end of the question.

	PSE generally	UM specifically
Accessibility / disability barriers	o Significant influence o Considerable influence o Some influence o Little influence o No influence o Not applicable o I don't know the influence	o Significant influence o Considerable influence o Some influence o Little influence o No influence o Not applicable o I don't know the influence
Communication or language barriers	o Significant influence o Considerable influence o Some influence o Little influence o No influence o Not applicable o I don't know the influence	o Significant influence o Considerable influence o Some influence o Little influence o No influence o Not applicable o I don't know the influence
Culture barriers	o Significant influence o Considerable influence o Some influence o Little influence o No influence o Not applicable o I don't know the influence	o Significant influence o Considerable influence o Some influence o Little influence o No influence o Not applicable o I don't know the influence

	PSE generally	UM specifically
Education barriers	o Significant influence o Considerable influence o Some influence o Little influence o No influence o Not applicable o I don't know the influence	o Significant influence o Considerable influence o Some influence o Little influence o No influence o Not applicable o I don't know the influence
Gender barriers	o Significant influence o Considerable influence o Some influence o Little influence o No influence o Not applicable o I don't know the influence	o Significant influence o Considerable influence o Some influence o Little influence o No influence o Not applicable o I don't know the influence
Health barriers	o Significant influence o Considerable influence o Some influence o Little influence o No influence o Not applicable o I don't know the influence	o Significant influence o Considerable influence o Some influence o Little influence o No influence o Not applicable o I don't know the influence
Income/ socio-economic barriers	o Significant influence o Considerable influence o Some influence o Little influence o No influence o Not applicable o I don't know the influence	o Significant influence o Considerable influence o Some influence o Little influence o No influence o Not applicable o I don't know the influence
Racial barriers	o Significant influence o Considerable influence o Some influence o Little influence o No influence o Not applicable o I don't know the influence	o Significant influence o Considerable influence o Some influence o Little influence o No influence o Not applicable o I don't know the influence
Sexual identity barriers	o Significant influence o Considerable influence o Some influence o Little influence o No influence o Not applicable o I don't know the influence	o Significant influence o Considerable influence o Some influence o Little influence o No influence o Not applicable o I don't know the influence

	PSE generally	UM specifically
Technology barriers	o Significant influence o Considerable influence o Some influence o Little influence o No influence o Not applicable o I don't know the influence	o Significant influence o Considerable influence o Some influence o Little influence o No influence o Not applicable o I don't know the influence

Q26. How would you rate the overall influence of Winnipeg's post-secondary institutions on the achievement of Winnipeg's Development Goals? The University of Manitoba specifically?

Winnipeg post-secondary institutions generally	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence
The University of Manitoba specifically	o Significant influence o Considerable influence o Some influence o Little influence	o No influence o Not applicable o I don't know the influence

Q27. How would you rate the significance of relationship influences (ie based on priority alignment, shared responsibility, relevant mutual capability, and institutional commitment) between the University of Manitoba and community organizations on the achievement of Winnipeg Development Goals?

- ❑ Significant influence: Community-University relations is the most important influence that will determine the achievement of Winnipeg Development Goals.
- ❑ Considerable influence: Community-University relations is one of the more important factors that will determine the achievement of Winnipeg Development Goals.
- ❑ Some influence: Community-University relations is as important as other factors in determining the achievement of Winnipeg Development Goals.
- ❑ Little influence: Community-University relations is one of the lesser factors that will determine the achievement of Winnipeg Development Goals.
- ❑ No influence: Other factors are more important than Community-University relations in determining the achievement of Winnipeg Development Goals.
- ❑ I don't know the influence that relationship factors have on University-community efforts to achieve Winnipeg Development Goals.

Q28. In your opinion, what is the degree of independence/interdependence between the University of Manitoba and the City of Winnipeg in terms of achieving local sustainable development goals?

- ❑ Fully interdependent –The City of Winnipeg and the University of Manitoba have common sustainable development goals and must work together as equal partners to achieve them.
- ❑ Mostly interdependent– The City of Winnipeg and the University of Manitoba have many common goals concerning local sustainable development on which they should cooperate substantively.
- ❑ Somewhat independent– The City of Winnipeg and the University of Manitoba have many divergent goals but may come together as needed to cooperate on certain mutually beneficial sustainable development goals.
- ❑ Fully independent – The City of Winnipeg and the University of Manitoba have very few common goals concerning local sustainable development and should not be obligated to work cooperatively in this area.
- ❑ I don't know

Survey Part 5: A bit about you.

Finally, understanding a few general pieces of information about you such as the sector of your organization's work, your place in the organization, and your role in community project work, will provide data to better understand how community organizations are cooperating with post-secondary education. No identifying data is collected beyond the name of the institution. Data in this section is aggregated and kept confidential. If you have any questions, please contact Rhonda Friesen at [E-mail address].

Q29. In which field/ sector does your work mainly take place?

- ❑ Art & culture
- ❑ Business & economic development
- ❑ Construction & infrastructure development
- ❑ Education
- ❑ Environmental services
- ❑ Government
- ❑ Health care
- ❑ Housing
- ❑ Not for profit
- ❑ Social services

Post-Survey Part 6: Additional participation in this study

Additional participation is this study is possible by sending a separate e-mail to Rhonda Friesen at [E-mail address]. A separate e-mail is necessary in order to keep your answers to this survey confidential. **Responses must be received by January 31, 2025**, to be included in this study.

Please e-mail [E-mail address] if you would like to:

- Participate in a follow-up 45 minute interview. Interviews will cover much the same topics as the survey but will provide opportunity to explore community-university partnerships and their impact in greater detail. Interview participant responses are confidential and are published as coded responses.
- Recommend documents from the University of Manitoba to be included in the document analysis portion of this study.
- Request a copy of the summarized preliminary study findings. Please indicate how you would like to receive this information:
    - by e-mail (provide preferred e-mail address),
    - by mail (provide mailing address), or
    - by fax (provide fax number).

You're done! **Thank you** for providing your perspectives and opinions in this survey. It is a tremendous help in gaining better understanding about the social impact of higher education in the community. Please read the text below and click the "Submit Survey" button when ready. Once you submit the survey, you will not be able to change your answers.

By clicking "submit" you are indicating that you have understood to your satisfaction the information regarding participation in the research project, agree to participate as a subject, and have given consent to the dissemination of material provided to the researchers for use in their Research Project.

I understand that the information I provide will be incorporated in a presentation, report and academic publications. I understand also that all research data will be treated as confidential, stored in a private and secure place, and subsequently destroyed at the end of the project by the researchers. I understand also that providing consent does not waive my legal rights by participating in the study.

Appendix G: Semi-structured interview questions

Faculty member interview questions

1. Do you or do members of your faculty unit work in collaboration with the City of Winnipeg or Winnipeg community organizations? If so:
    a. Please briefly describe the main activities/objectives.
    b. What are some of the expected outcomes of this cooperation?
2. In your opinion, how significant is the University of Manitoba's work with local Winnipeg community organizations?
    a. How common is it for faculty members at the University of Manitoba to collaborate with Winnipeg community organizations?
    b. Are there any barriers or challenges that get in the way of effective partnership between the University faculty and local community organizations?
    c. Does the University promote and support faculty collaboration with Winnipeg community organizations?
    d. Do you believe the University impacts Winnipeg community development[1] through the involvement of its faculty with local Winnipeg community organizations?
3. How would you describe the cooperative relationship between you and your community partners?
    a. How would you describe the goals and values that you have and that your partner has in terms of the work you do together?
        i. Are these completely aligned, perhaps even co-created?
        ii. Are they different but generally complementary?
        iii. Are they generally quite different, but some common objectives have been identified for this project?
        iv. Or are they quite dissimilar and no effort has been made to align them?
    b. How would you describe the respective responsibilities between you and your community partner?
        i. Do you have the bulk of responsibility, with your partner providing a bit of additional support?
        ii. Do you and your community partner share responsibilities equally?
        iii. Does your community partner have the bulk of responsibility with you providing a bit of additional support?
    c. How would you describe the respective capabilities for achieving success between you and your community partner?

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[1]City of Winnipeg priority areas: Leadership & good governance; environmental resilience; economic prosperity; good health & well-being; social equity; city building

        i. Do you have the key areas of knowledge and expertise, with your community partner contributing in other ways?
        ii. Do you and your partner share knowledge and expertise equally?
        iii. Does your community partner have the key areas of knowledge and expertise, with you contributing in other ways?
    d. How would you describe the level of commitment to Winnipeg community development that you have observed…
        i. Within your community partner's organization?
        ii. Within the University of Manitoba?
4. What lasting impact do you believe your cooperative work in the community will have in Winnipeg? What is/will be its legacy in the community?
    a. To what extent do you think that systemic barriers to local development can be reduced or removed by the work you're doing?
    b. Do you foresee any unexpected or unintended outcomes?
5. How would you describe the relationship between the University of Manitoba and the community of Winnipeg? Why?
    a. Fully interdependent
    b. Somewhat interdependent
    c. Somewhat independent
    d. Fully independent
6. Do you have any suggestions for a community organization member I could talk to about collaborating with the University of Manitoba?

University administrator interview questions

1. In what ways does the University of Manitoba contribute to the city of Winnipeg's sustainable development[2]?
    a. Is contributing to the local community an institutional priority?
    b. Can you give some examples of ways that the University of Manitoba is involved in Winnipeg's community development?
2. Are you aware of any University of Manitoba partnerships or collaboration with Winnipeg community organizations or with the City?
    a. Please briefly describe the main activities/objectives.
    b. What is your understanding of the expected outcomes of this cooperation?
3. How would you describe the relationships that the University of Manitoba has within Winnipeg? Feel free to respond in terms of a specific relationship or more generally.
    a. Does the University of Manitoba share similar values and goals as the Winnipeg community?
    b. Does the University of Manitoba demonstrate shared responsibility with the Winnipeg community?
    c. Is there a mutual exchange of expertise and knowledge between the University of Manitoba and the Winnipeg community?
    d. Does the University of Manitoba demonstrate commitment to Winnipeg community development?
4. What lasting impact do you believe the University of Manitoba will have on long-term community development goals in Winnipeg? What is/will be its legacy in the community?
    a. To what extent do you think that systemic barriers to local development can be reduced or removed by the work that the University of Manitoba is doing in Winnipeg?
    b. Do you foresee any unexpected or unintended outcomes?
5. How would you describe the interdependence between the University of Manitoba and the Winnipeg community? Why?
    a. Fully interdependent
    b. Somewhat interdependent
    c. Somewhat independent
    d. Fully independent
6. Do you have any suggestions for people within community organizations that I can to talk to?

[2] City of Winnipeg priority areas: Leadership & good governance; environmental resilience; economic prosperity; good health & well-being; social equity; city building

City Council interview questions

1. Are post-secondary institutions seen as contributors towards the Our Winnipeg 2045 Development Plan? If so, in what ways? If not, why not?
    a. What are some actions that Winnipeg post-secondary institutions are taking that contribute towards Winnipeg development goals?
    b. Can you describe any specific ways that the University of Manitoba is contributing to Winnipeg development goals?
2. Are you aware of any University of Manitoba partnerships with Winnipeg community organizations or with the City? (if not the UofM, any other post-secondary institutions?).
    a. Please briefly describe the main activities/objectives.
    b. What is your understanding of the expected outcomes of this cooperation?
3. How would you describe the relationships that the University of Manitoba has within Winnipeg? Feel free to respond in terms of a specific relationship or more generally.
    a. Does the University of Manitoba share similar values and goals as the Winnipeg community?
    b. Does the University of Manitoba demonstrate shared responsibility with the Winnipeg community?
    c. Is there a mutual exchange of expertise and knowledge between the University of Manitoba and the Winnipeg community?
    d. Does the University of Manitoba demonstrate commitment to Winnipeg community development?
4. What lasting impact do you believe this partnership (and others like it) will have on long-term Winnipeg development goals?
    a. To what extent do you think that systemic barriers to local development can be reduced or removed by the work that the University of Manitoba is doing in the City of Winnipeg?
    b. Do you foresee any unexpected or unintended outcomes?
5. How would you describe the interdependence between the University of Manitoba and the City of Winnipeg? Why?
    a. Fully interdependent
    b. Somewhat interdependent
    c. Somewhat independent
    d. Fully independent
6. Do you have any other suggestions for how I might accurately capture the City of Winnipeg perspective towards this research topic? For example, documents to study or other people to talk to?

Community organization interview questions

1. Do you or does your organization work together with any of the post-secondary institutions in Winnipeg? Do you collaborate with the University of Manitoba specifically? If so:
    a. Please briefly describe the main activities/objectives.
    b. What is your understanding of the expected outcomes of this cooperation?
2. In your opinion, how well do post-secondary institutions work with community organizations to achieve local community development[3]?
    a. How common is it for post-secondary institutions, and the University of Manitoba specifically, to collaborate with Winnipeg community organizations?
    b. Are there any barriers or challenges that get in the way of effective partnership between the University and local community organizations such as yours?
    c. What benefits do you see from such cooperation?
3. How would you describe the relationships that the University of Manitoba has with Winnipeg community organizations? Feel free to respond in terms of your organization's relationship with the UofM or more generally.
    a. Does the University of Manitoba share similar values and goals as the Winnipeg community?
    b. Does the University of Manitoba demonstrate shared responsibility with the Winnipeg community?
    c. Is there a mutual exchange of expertise and knowledge between the University of Manitoba and the Winnipeg community?
    d. Does the University of Manitoba demonstrate commitment to Winnipeg community development?
4. What lasting impact do you believe the University of Manitoba will have on long-term Winnipeg development goals[1]? What is/will be its legacy in the community?
    a. To what extent do you think that systemic barriers to local development can be reduced or removed by the work that the University of Manitoba is doing in the community and with local community organizations?
    b. Do you foresee any unexpected or unintended outcomes?
5. How would you describe the interdependence between the University of Manitoba and the City of Winnipeg? Why?
    a. Fully interdependent
    b. Somewhat interdependent
    c. Somewhat independent
    d. Fully independent

[3]City of Winnipeg priority areas: Leadership & good governance; environmental resilience; economic prosperity; good health & well-being; social equity; city building

Appendix H: Document analysis summary

	Winnipeg Goals	University of Manitoba Document Data
Goals	Leadership & governance	• Leader for change, reconciliation, future development for province (and city) • SDG priority: Peace, justice, strong institutions
	Environmental resilience	• Leader for climate action innovation, northern climates • SDG priority: Clean water and sanitation
	Economic prosperity	• Leader in preparing the region's people for employment; essential partner for economic growth • SDG priority: No poverty
	Good health & wellbeing	• Leader in health care innovation and wellbeing for region's diverse population • SDG priority: Zero hunger • SDG priority: Good health & wellbeing
	Social equity	• Leader in social justice innovation, reconciliation and decolonization, reducing systemic barriers, and fostering equity, diversity, and inclusion • SDG priority: Gender equality
	City building	• Leader in building a sustainable, interconnected community that fosters authentic relationships • Priority SDG: Sustainable cities and communities
Actions	Leadership & governance	• Most significant contribution: educates the next generation of leaders for the city and province • Additional: Joins and contributes to significant community efforts; eg war support, Indigenous reconciliation; values community-university partnerships and provides support; Challenges public opinion and attitudinal norms • Winnipeg influence is present through representation on committees and campus, consultation re University initiatives
	Environmental resilience	• Most significant contribution: educating students about sustainability • Additional: The University is taking the initiative to make substantial progress towards meeting sustainable development goals on campus—particularly regarding environmental targets. This is not integrated with City plans. • Winnipeg investment in public and active transit has enabled University's progress in meeting environmental goals.
	Economic prosperity	• Most significant contribution: Nurtures business start-ups and rewards/ recognizes new entrepreneurs, particularly Indigenous businesspeople, in Winnipeg and beyond • Additional: University faculty share expertise through representation on City committees, responsive to public demands for educational programs, supports public dialogue on the future of work and growth
	Good health & wellbeing	• Most significant contribution: Leading edge medical facilities, research and interdisciplinary innovation in healthcare • Additional: Community programs to support newcomers with garden space

	Winnipeg Goals	University of Manitoba Document Data
		and cooking classes; research strengths in health policy, infectious disease, and Indigenous health
	Social equity	• Most significant contribution: Leads efforts in reconciliation, diversity, equity, inclusion, and accessibility • Additional: Significant scholarship funding available, repository for Winnipeg archival history, contribution and participation in Winnipeg cultural and community building events and activities
	City building	• Most significant contribution: Technical and research expertise in transportation, infrastructure, and flood mitigation • Additional: Climate-based urban design • City of Winnipeg funded Chair in Municipal Infrastructure
Outcomes	Leadership & governance	• Challenges to the status quo attitudes in the city • Greater inclusion of diverse groups
	Environmental resilience	• Better understanding of sustainability • Knowledge of combating climate change, promoting resilience
	Economic prosperity	• Increased business start-ups • Indigenous business leaders
	Good health & wellbeing	• New vaccines and treatments for improved health • Healthy living through gardens, active transportation
	Social equity	• Improved awareness of racism, systemic barriers, colonial structures • Increased bridging between culture groups, opportunities for marginalized individuals
	City building	• Expanded knowledge and expertise for city-specific infrastructure problems • Strategies for sustainable flood mitigation
Impacts	Leadership & governance	• University graduates take on leadership in the city and province • Increasing numbers of Indigenous leaders
	Environmental resilience	• Long-term knowledge and strategies for sustainable development • Reduction in waste and greenhouse gas
	Economic prosperity	• $7.3 billion contributed to Manitoba economy annually • Increasing population of university educated graduates • Attracts talent and immigration to the city
	Good health & wellbeing	• Healthier city population increases productivity and quality of life • Culturally appropriate health care
	Social equity	• Graduates with knowledge of systemic barriers and negative impacts of racism and inequality can continue to improve society • Increasing social cohesion through understanding
	City building	• Effective, sustainable city infrastructure contributes to development • New services and businesses established to serve University community

Appendix I: Survey results summary

	Faculty	Administrators	City Councillors	Community organizations
Goals/ Actions	Top 3: • Social equity • Health & wellbeing • Economic prosperity	Top 3: • Social equity • Health & wellbeing • Economic prosperity	Top 3: • Environment • Economic prosperity • City building	Top 3: • Social equity • Health & wellbeing • Economic prosperity
Barriers	Most significant: • Insufficient time • Funding • Not relevant	Most significant: • Insufficient time • Funding • Not relevant	Most significant: • Academic partner not required • No barriers exist	Most significant: • Funding • Not relevant • Academic partner not required
Perceived value	Most value: • Teaching • Research • Service • Practice	Most value: • Teaching • Research • Service • Practice	Most value: • Teaching • Service • Research • Practice	Most value: • Teaching • Service • Research • Practice
Relationship	Most aligned values/goals • Social equity • Leadership/gov • Health & wellbeing	Most aligned values/goals • Social equity • Environment • Health & wellbeing	Most aligned values/goals • Environment • Leadership & gov • City building	Most aligned values/goals • Social equity • Economic prosperity • Environment
	Who has most responsibility for development in city? • City • UManitoba • Winnipeg HEIs • Community organizations	Who has most responsibility for development in city? • City • UManitoba • Winnipeg HEIs • Community organizations	Who has most responsibility for development in city? • City and Community organizations • Winnipeg HEIs & UManitoba	Who has most responsibility for development in city? • City • Community organizations • Winnipeg HEIs • UManitoba;
	Responsibility in partnership • Shared equally • UManitoba primary	• Not asked	• Not asked	Responsibility in partnership • Community primary
	Who has most capability for city development? • UManitoba • Winnipeg HEIs • Community organizations • City	Who has most capability for city development? • City and Community organizations • UManitoba and Winnipeg HEIs	Who has most capability for city development? • Community organizations • City • Winnipeg HEIs & UManitoba	Who has most capability for city development? • Community organizations • Winnipeg HEIs • City • UManitoba

	Faculty	**Administrators**	**City Councillors**	**Community organizations**
	Level of UM commitment • Average	Level of UM commitment • High	Level of UM commitment • Don't know	Level of UM commitment • Don't know
Expected outcomes	Most positive outcomes expected by goal: • Social equity • Health & wellbeing • Economic prosperity	Most positive outcomes expected by goal: • Economic prosperity • Leadership & gov • Social equity	Most positive outcomes expected by goal: • Leadership & gov • Environment • Economic prosperity	Most positive outcomes expected by goal: • Economic prosperity • Social equity • Environment
	Most significant systemic barriers: • Cultural • Income/ economic • Education	Most significant systemic barriers: • Income/ economic • Technology • Accessibility	Most significant systemic barriers: • Accessibility • Culture, education, health, racial	Most significant systemic barriers: • Income/ economic • Education • Technology
	Most effective strategies: • Education/ training • Policy, practice • Legislation	Most effective strategies: • Education/ training • Policy, practice • Legislation and public forum	Most effective strategies: • Education/ training • Policy, practice • Legislation	Most effective strategies: • Policy, practice • Incentives • Education/ training and legislation
Impact	Greatest impact: • Teaching	Greatest impact: • Teaching	Greatest impact: • Research/ teaching	Greatest impact: • Teaching
	Greatest research impact by goal: • Health & wellbeing • Social equity • Economic prosperity	Greatest research impact by goal: • Economic prosperity • Social equity • Environment	Greatest research impact by goal: • Environment	Greatest research impact by goal: • Environment • Health & wellbeing • Social equity
	Greatest teaching impact by goal: • Social equity • Health & wellbeing • Leadership & gov	Greatest teaching impact by goal: • Economic prosperity • Health & wellbeing • Social equity	Greatest teaching impact by goal: • Environment	Greatest teaching impact by goal: • Environment • Leadership & gov • Health & wellbeing
	Greatest service impact by goal: • Social equity • Health & wellbeing • Economic prosperity	Greatest service impact by goal: • Economic prosperity • Health & wellbeing • Social equity	Greatest service impact by goal: • Don't know	Greatest service impact by goal: • Social equity • Economic prosperity • Health & wellbeing

	Faculty	**Administrators**	**City Councillors**	**Community organizations**
	Greatest practice impact by goal: • Health & wellbeing • Social equity • Leadership & gov	Greatest practice impact by goal: • Economic prosperity • Social equity • Environment	Greatest practice impact by goal: • Don't know	Greatest practice impact by goal: • Health & wellbeing • Social equity • Leadership & gov
	Greatest area of barrier reduction: • Health • Education • Culture	Greatest area of barrier reduction: • Education • Sexual identity • Income	Greatest area of barrier reduction: • Don't know	Greatest area of barrier reduction: • Racial • Culture • Health
	Level of success in reducing barriers: • Some	Level of success in reducing barriers: • Some	Level of success in reducing barriers: • Little	Level of success in reducing barriers: • Considerable
	Interdependent or Independent? • Somewhat independent	Interdependent or Independent? • Somewhat independent	Interdependent or Independent? • Fully independent	Interdependent or Independent? • Mostly interdependent/ Somewhat independent

Appendix J: Interview results summaries

Faculty member interview results

	Goals	Actions			Outcomes		Impacts
	Priorities & values	**Activity Description**	**Perceived value**	**Perceived barriers**	**Expected change**	**Unexpected change**	**Lasting change**
Leadership & governance	• Community relationships • Invest in community	• Faculty as continuity in relationships • Show up; be in community • Learning attitude • 'Humanize' people	• Personal enrichment • Solidarity with community	• **University policy** o Limits re project focus o Limits re student availability o Limits re student activity • **University systems** o Lack of time permitted for partnership development o Inflexible class schedules o Lack of compensation for partner organization o Time & difficulty obtaining ethics approval • **Institutional support** o Lack of compensation for partner o Siloed Community Engaged Learning Office o Lack of cultural sensitivity • **Differing expectations** o Students not always a good solution for partner	• Students apply learning in community context • Student bring fresh perspective to help organizations	•	• No significant community impact • Hope anti-oppressive practice will grow in workplace as students move into employment • University does not do a good job of impacting community; pretty independent oriented – ivory tower • Faculty unit is impacting community, inter-dependent with community • Students are significantly impacted re career choices • Faculty supporting minority students are overwhelmed and burned out. • Continued lack of inclusion for minority students as long as pockets of elitism and colonial mindset exist
Environmental resilience	• NA	• NA	• NA		• NA	•	
Economic prosperity	• Work-integrated learning • Attract talented students	• Community-based learning • Community-based research • Resource capacity building in community • Attract students & faculty from racialized groups	• Enrich learning • Employment ready students • Diversity adds to campus learning experience for all		• Students find jobs after graduation • Students bring passion for community service to workplace • Students cover a gap in community research that enables strategic action	•	
Good health & wellbeing	• Address community need/ gaps • Mental health for minority students	• Students facilitate low cost health care services • Fill gaps in community needs • Racism as a community mental health concern	• Community capacity building • Support for student success in post-secondary degree completion		• Community thinks critically about racism and mental health; advocates for change • Create community initiatives that are truly inter-professional and culturally sensitive	• Event failure and program closure (WISH Clinic)	
Social equity	• Advocate for marginalized students,	• Support and representation for racial	• Critical awareness about what		• Everyone at University supports	•	

	Goals	Actions			Outcomes		Impacts
	Priorities & values	**Activity Description**	**Perceived value**	**Perceived barriers**	**Expected change**	**Unexpected change**	**Lasting change**
	communities • Indigenous truth & reconciliation	minorities • Decolonizing attitudes and systems	diversity, equity, and inclusion mean	o Lack of commitment to minority groups beyond Indigenous • **Attitudes** o University operates through colonial lens o Physical and attitude barriers of elitism o Lack of true commitment to equity, diversity & inclusion	ongoing diversity, equity, and inclusion efforts. • Faculty take a learning attitude in working with community		
City building	• Industry experience while learning	• Fill gaps in community needs	• Build work experience re post-grad employment • Community capacity building		• Community understands the University's contribution ahead of time and works in fully integrated way to achieve partnership objectives.	• Students offered employment at practicum site • Students change course of education/ career based on practicum experience	

University administrator interview results

	Goals	Actions			Outcomes		Impacts
	Priorities & values	**Activity Description**	**Perceived value**	**Perceived barriers**	**Expected change**	**Unexpected change**	**Lasting change**
Leadership & governance	• Educate future leaders • Accessible, relevant to community	• Link faculty / community partners • Community association participation • Connect Indigenous youth to government	• Future leadership opportunities for grads • Reputation benefits for University • Professional development opportunities	• **Institutional support** o Lack of central knowledge of faculty partnership activities o Lack of clear vision to articulate partnership activities well	• New partnership connections arise from community association membership • Increased involvement among Indigenous youth in government	• Outcomes are being generated that University is unable to track and record	• One of city's largest employers • Contributes $7.3 billion to provincial economy (much in Winnipeg) • University contributes to every development goal • University duty to ensure its impact is towards community development
Environmental resilience	• Advance sustainability research • Achieve sustainability goals	• Inter-disciplinary perspectives taught re environment • Partnering to implement sustainability practices on	• Institution cost-saving • Some reputation benefits		• NA	• NA	

	Goals	Actions			Outcomes		Impacts
	Priorities & values	**Activity Description**	**Perceived value**	**Perceived barriers**	**Expected change**	**Unexpected change**	**Lasting change**
		campus					
Economic prosperity	• Quality education based on relationships • Mirror City/ province demographics on campus	• Adapt University practice to fit community needs • Skills for Indigenous students to reclaim and management resources independently	• Build Indigenous student base • Expand programs • Establish positive community relationships • Honour City Indigenous Accord commitment		• Community awareness of faculty research • Inter-disciplinary collaboration • Jobs for Indigenous graduates	•	
Good health & wellbeing	• Educate healthcare professionals to meet community needs • Work with community to meet student needs	• Low-cost student community health care • Health research • Community supports University students	• Work-related learning experience good for student and community • Research discovery helps community • University students have added support		• Medical graduates with good knowledge of Indigenous culture • More medical graduates to fill health care worker shortages	•	
Social equity	• Accessible, relevant to all • Indigenous excellence	• Graduation Pow Wow • Indigenous culture support & recognition • Indigenous social innovation hub • Gender diversity research	• Community partnerships drive innovation • Community offers inter-disciplinary opportunities		• Indigenous people with reclaimed knowledge language and culture • More Indigenous students enrolling approximates City diversity	•	
City building	• Living Lab in Southwood Circle development	• Southwood development to host National Centre for Truth & Reconciliation • Living lab facilities • Community events & activities • Rapid transit corridor	• Expand facilities and research opportunities • Good relationship with community		• Southwood development to be permanent home for National Centre for Truth & Reconciliation • New sustainability research opportunities	•	•

City Councillor interview results

	Goals	Actions			Outcomes		Impacts
	Priorities & values	**Activity Description**	**Perceived value**	**Perceived barriers**	**Expected change**	**Unexpected change**	**Lasting change**
Leadership & governance	• Educate future leaders • Knowledge to inform policy	• Councillors invited to speak at University events • University host events on public governance topics	• University disseminates information to broad audience	• **Differing expectations** o University responsibility for housing international students o Lack of public access accommodation for active living centre o Inadequate consultant feedback	• Influence on elected officials and public policy	•	• University has huge financial impact • Large, skilled workforce • Significant reputation boost for Winnipeg • Attract 'world class' talent, events, etc • Public policy influence • Indigenous youth participate in public leadership
Environmental resilience	• Lead community environment resilience	• Flood mitigation research • Sewage treatment innovation • Public awareness events • Environment innovations	• Contributes to City's competitive profile		• Broad acceptance of climate resilience goals	•	
Economic prosperity	• Economically competitive	• UM grads founded global companies • Grass root support for business development	• Improves Winnipeg business development profile & reputation		• Increasing business development and start-up companies	•	
Good health & wellbeing	• Research that informs health care	• University generates medical research that influences practice • Pharmacy business development • Active living in local neighborhood	• Improved medical health practices • Business development • Improved healthy living locally		• Improved health practices based on university research	• Research required to address concerns (e.g. public safety) arising from health care decisions (e.g. safe consumption site) • Lack of public access for new active living centre at University	
Social equity	• Social cohesion & understanding	• Community events, sport tournaments • Increase	• Improve social cohesion in the City		• Improved minority representation in positions	• With diversity need to work on inclusion;	

	Goals	Actions			Outcomes		Impacts
	Priorities & values	**Activity Description**	**Perceived value**	**Perceived barriers**	**Expected change**	**Unexpected change**	**Lasting change**
		diversity with international students • University participation in Winnipeg Indigenous Accord & Welcoming Winnipeg	• University advances City's Indigenous goals		of leadership • Increasingly diverse Winnipeg population	requires culture change	
City building	• Integrated and well serviced neighborhood communities	• Research to improve infrastructure • UPass and public transit system • Research to understand impact of rooming houses • Investment in south end re Southwood development • Contract to review engineering specifications • City support for University Active Living Centre	• Knowledge to help improve work practices that leads to overall city improvement	•	• Better roads, infrastructure • Better integration University & downtown • Data to support future City planning • New services and facilities to support south end Winnipeg • More people using transit	• Dissatisfied re consulting reports	•

Community organization member interview results

	Goals	Actions			Outcomes		Impacts
	Priorities & values	**Activity Description**	**Perceived value**	**Perceived barriers**	**Expected change**	**Unexpected change**	**Lasting change**
Leadership & governance	• Build relationships to serve community • Improve organization management and efficiency	• Students volunteering in community • Research best practice • Acquire management tools and resources; train staff	• Students build trust relationships in community • Organization receives management advice and support	• **University policy** o Students permitted to only work within scheduled school terms o Student activity restricted re	• Improved organizational management enhances service to community • Students can effectively assist community	• Attract new funding and partners • Staff resistance to management processes	• University is reinforcing and accentuating systemic barriers in Winnipeg • It's possible for the University to make

	Goals	Actions			Outcomes		Impacts
	Priorities & values	**Activity Description**	**Perceived value**	**Perceived barriers**	**Expected change**	**Unexpected change**	**Lasting change**
				safety concerns • **Institutional support** o Lack of compensation for time and direct costs of placement program • **Differing expectations** o Difficult to accommodate University demand with projects that meet criteria of (i) meeting student/ Uni needs (ii) meeting community needs, and (iii) are sustainable for long-term.	members		significant development change but not seeing it. • University students help in small ways, not significant change • University researchers identify systemic barriers, and make connections in community and organizations can work to reduce or remove.
Environmental resilience	• NA	• NA	• NA		• NA	• NA	
Economic prosperity	• Reduce poverty thru access to resources • Expand capacity through partnership	• Students carry out activity to expand organization's reach into community • Data supports funding & new supports	• Expand organization reach and service to the community		• More community members served and supported	•	
Good health & wellbeing	• Identify health care projects that meet community and student needs	• Engage students in health related activity based on community need • Use data to apply for health grant	• Improved health outcomes in the community • Low cost health care • New health projects with additional funding		• Sustainable health delivery services • Student become trusted health care connectors • Improved emergency assistance for people experiencing homelessness	• High demand for placement, organization is unable to connect all with meaningful placement	
Social equity	• Build capacity to serve more community members	• Students can reach more community members • Help community members break equity barriers • Trauma-informed practice helps identify systemic barriers	• Expanded capacity to help community • Recognize systemic barriers and develop strategy for addressing		• Service model improved and promoted • New projects build on first	• Other organizations using service model • Government lobby efforts based on data • Cultural insensitivity eliminates data usefulness	
City building	• NA	• NA	• NA		• NA	• NA	•

Interview results: Summary of university-community relationship qualities - Faculty

	Interdependent		Independent	
	Transformative	**Contributive**	**Contingent**	**Exploitive**
Values	*Aligned Values*: • Co-developed goals (F1, F2) • What does partner want? (F1, F2) • Values alignment needed for change (F3)	*Common Values* • Common goals (F3) • Pockets of alignment will not effect change (F3)	*Co-existing Values* • Lack information about values and goals of institution (F2, F3)	*Contradictory Values* • Institution values/ policies block faculty efforts (F1)
Responsibility	*Shared Responsibility*: • Transparency about need, limitations (F1, F2) • Joint problem solving (F1) • Joint planning framework (F2) • Monitor to ensure no undue burden for partner (F1, F2) • Balance amounts of effort and resources (F2)	*Assumed Responsibility* • Each partner assumes some responsibility for student practicums (F1, F2) • Work as individual faculty to improve community (F3)	*Obligated Responsibility* • NA	*Self-centred Responsibility* • Opportunity exists for University to work with community but no evidence this is happening (F3)
Capability	*Mutual capability*: • Each partner brings valuable knowledge to partnership activity (F2) • Learning attitude, what can University learn from community? (F1, F3)	*Charitable Capability* • Temptation for faculty to step in as 'saviours' (F1) • University has access to resources not available to community (F2)	*Conditional Capability* • Will be forced by social pressure to accept different types of knowledge & expertise in community or cease to be relevant to community in the future (F3)	*Manipulative Capability* • University members not willing to admit lack of knowledge (F3)
Commitment	*Collective Commitment:* • NA	*Distributed Commitment* • Very committed at departmental level, but not at institutional level (F1, F2) • Institutional commitment is unknown (F2)	*Limited Controlled Commitment* • Central support office is very siloed, not supportive or helpful (F1, F2) • Current university systems perpetuate colonial mindset, are not liberating (F3)	*Profit-driven Commitment* • Institutional commitment is different on paper than in action (F1)

Interview results: Summary of university-community relationship qualities - Administrators

	Interdependent		Independent	
	Transformative	**Contributive**	**Contingent**	**Exploitive**
Values	*Aligned Values*: • Being aligned is productive and transformative (A2) • Involve community in development process re consultations; community members on board (A4)	*Common Values* • Faculty motivated by social justice, to make things better for people (A2) • Common goals to create sustainable neighbourhoods (A4)	*Co-existing Values* • Assumptions may be made about community goals; dialogue helps address these (A2)	*Contradictory Values* • International student intake valuable for university; negative for community (A4) • University academic freedom and safety valued over public demonstrations of rights violations
Responsibility	*Shared Responsibility*: • Involve community members as equal contributors in teaching and research as well as community work (A2)	*Assumed Responsibility* • Aspires to align goals with community (A1) • University has responsibility to educate Manitoba's young people • University has responsibility to help Indigenous community members learn traditional culture and language, to "find their Indigeneity" (A2, A3)	*Obligated Responsibility* • University is Winnipeg Indigenous Accord signatory (A1, A3) • Grow Indigenous population to mirror demographic of city (A3)	*Self-centred Responsibility* • NA
Capability	*Mutual capability*: • Recognize that life experience in community is capable of teaching students (A2) • Use each other's expertise to solve community problems (A1)	*Charitable Capability* • Not about being a 'savior' to community, move beyond good intentions (A2) • In past university would inform community what it can offer, better to hear what community needs and respond (A3)	*Conditional Capability* • Local governments overlook University expertise (A1) •	*Manipulative Capability* • Local government is influenced by slick marketing & promotion campaigns (A1)
Commitment	*Collective Commitment* • NA	*Distributed Commitment* • University wants to make authentic contributions to community (A1) • Community commitment is result of organic growth between faculty and community (A2) • Create incentives for more community involvement at unit level	*Limited Controlled Commitment* • NA	*Profit-driven Commitment* • University wants to be an institution of choice for Indigenous students (A3)

Interview results: Summary of university-community relationship qualities – City Council

	Interdependent		Independent	
	Transformative	**Contributive**	**Contingent**	**Exploitive**
Values	*Aligned Values* •	*Common Values* • University has similar values to city re advancing knowledge (C4) • Wrestling with same problems (C1) • University gives seed funding, facility space to community interest projects (C3)	*Co-existing Values* • Don't know what University goals and values are; co-existing with city but not aligned (C2)	*Contradictory Values* • University's high fees for international students contrary to city (C3) • University attracting new international students when there is insufficient affordable housing (C2, C3)
Responsibility	*Shared Responsibility* • Grads of university are involved in frontline community welfare work in social services (C4)	*Assumed Responsibility* • Project-based work for the city through "one-off" activities (C1)	*Obligated Responsibility* • University is signatory to Winnipeg Indigenous Accord and Welcoming Winnipeg (C3) • University involvement is necessary at times (C1) • University helps grow economy by attracting students but is not taking responsibility for their welfare adequately (C3) • Lack of communication with public, no information about good things at university (C2)	*Self-centred Responsibility* • University is not really involved in Winnipeg (C1) • No concern for students who live off campus or community neighbourhoods (C2, C3) • University benefitting from rapid transit while subsidizing staff parking (C2)
Capability	*Mutual capability* • University is active in shaping government policy at all levels (C4)	*Charitable Capability* • University contributes resources in time and money to United Way and other community associations • Some University areas of expertise (i.e. technical) are more appreciated than others (i.e. critiques on social policy) (C1) •	*Conditional Capability* • University is well respected but is not a primary actor in the city (C1) • University has lots of wonderful knowledge, as does the city, but no synergy between the two (C2) • University being overlooked by city requires dialogue and information sharing (C4)	*Manipulative Capability* • Many university people are knowledgeable but are acting in their own silos (C2) • It's the university and the rest of the world (C2) • University teaches inaccurate information about city policy (C4) • Poor quality product from a consulting contract (C2)
Commitment	*Collective Commitment* •	*Distributed Commitment* • University's investment in multiple campuses, ie downtown, up north, etc (C3) • University is commitment to more women in STEM occupations (C3) • City's commitment leans towards project-based funding, but long-term programs are more impactful (C1)	*Limited Controlled Commitment* • Winnipeg Indigenous Accord commitment requires participants to state their commitment and progress (C3) • University will need to be more responsive to sectoral needs in the future (C4)	*Profit-driven Commitment* •

Interview results: Summary of university-community relationship qualities – Community organizations

	Interdependent		Independent	
	Transformative	**Contributive**	**Contingent**	**Exploitive**
Values	*Aligned Values* • Aligned values fundamentally characterizes successful partnerships (O3)	*Common Values* • Discipline's values lined up well, but don't know about the institution (O1) • Important to know how to navigate institutional 'pitfalls' to be successful (O3) • Projects with common goals may work but can be challenging to identify (O2)	*Co-existing Values* • Divergent values/ goals may work in a partnership for a season but eventually cause negative outcomes (O2)	*Contradictory Values* • Contradictory values cause resistance (O3)
Responsibility	*Shared Responsibility* • Clear division of labour where everyone has a role and is motivated to fill it (O3) • Understand gaps/ weakness of partner and act to fill it (O3) • Train and motive others to join seamlessly (O3) • Transparent, regular communication and check-ins (O2)	*Assumed Responsibility* • Assuming responsibility for problem solving without involving partner can be problematic – for student and community (O2) •	*Obligated Responsibility* • University is not actively involved, passive, arms-length (O1) • Cost-benefit for organization is very tentative (O1, O3) •	*Self-centred Responsibility* • Pressing partner to take more responsibility beyond their capacity leads to poor outcomes (O2) • University does not cover costs to organization for practicum student (O1) • University uses partner resources without giving back results or benefits of project
Capability	*Mutual capability* • Trust and relationship must be built for partners to exercise their capabilities (O2) • Strength of capability is influenced by knowledge of partner; must have both to succeed (O2) • Capability of how to manage partnership well is just as important as content of project. (O3) • Genuine mutuality characterizes successful partnerships (O3)	*Charitable Capability* • NA	*Conditional Capability* • Community organization dictates the terms of what is done in the community; University dictates what activities the student may participate in (O1) •	*Manipulative Capability* • Lack of partner cultural understanding negates results, benefits (O3) • Taking from the partner without equal returns does not lead to good partnership outcomes (O2)
Commitment	*Collective Commitment* • NA	*Distributed Commitment* • Commitment from faculty members is exceptional but unclear about commitment from the university	*Limited Controlled Commitment* • University commitment is not obvious except when it signs an agreement with the partner	*Profit-driven Commitment* • No evidence of the University's commitment to the community

Interview results: Summary the University of Manitoba's Community Development Impact

Orientation to community development		Orientation to community interdependence and wellbeing			
		Interdependent		Independent	
		Transformative	Contributive	Contingent	Exploitive
	No knowledge or agency/ power to change social structures	Idealist • New connections through association memberships (A1) • Improved social cohesion in the city (C3) • Interdisciplinary collaboration with community partnerships (A2) • Entire community supports EDI (F3) • Increasing minority representation in the city in all sectors (A3) • Broad acceptance of environmental resilience goals (C4)	Patron • Better integration of UM with downtown through transit corridor (A4) • Students employed in field after graduation (F2) • Research boosts Winnipeg reputation & competitiveness (C3) • Jobs for Indigenous grads (A3) • More Indigenous students at UM (A3)	Observer • University doesn't create barriers, doesn't help them either (O1) • Under-representation of racialized minority leaders (C3) • $7.3 billion contribution to economy (A2, A4) • One of city's largest employers (A1, A4)	Isolationist • No observed community impact, other PSIs do more (F1) • Siloed, not active in community (C2) • Communicating incorrect understanding of City policy (C4) • Siloed/ irrelevant community engagement office (F1, F2) •
	Agency/ power but no knowledge to change social structures	Altruist • UM grads lead & serve community (C4) • Increasingly educated Winnipeg population (A1) • Increased Indigenous representation in government (A3) • Increase recruitment to racialized minority groups (F3)	Donor • Extend capacity for community organizations (F1, F2, O1, O2) • Attract business start-ups (C3) • Increase medical grads to fill gaps (A1) • Access to healthcare without cost (A2, O2)	Reactionist • UM unable to track faculty activity & outcomes (A1) • Lack of racialized minority groups represented on campus (F3) • High placement demand on community (O2, F1) • Lack of time permitted for faculty engagement in community (F1)	Bulldozer • Cultural insensitivity eliminates data effectiveness (O3) • Increasing international diversity in city brings concern re social cohesion (C3) • Lack of public access/ use of campus facilities
	Knowledge but no agency/ power to change social structures	Activist • Public events on social concerns (C3)	Benefactor • Student practicums provide low/ no cost health care	Maintainer • University not responsible for student off-campus housing	Opportunist • Request for community to take students above capacity

		• Racism as a mental health concern (F3) • Professionals (grads) with passion for community service (F1, O2) • Anit-oppressive practice taught in class (F1) • Research influences public policy (C4) • Increased action to combat climate change (A4)	for community (O2) • Improves community health outcomes for a time (O2) • Business innovation start-up support (C3) • Students help community organizations in small ways (F1, O1)	(C2, C3) • Culture of academic elitism (F3) • Rigid class schedules and program requirements (F1, O1) • Requirement for community organization to contribute volunteer hours (F1)	(O2) • Disproportionate work placed on community organization for little-no return (O3) • Cost-benefit balancing act for community organization to accept students (O1)
	Knowledge with agency/ power to change social structures	Transformer • Southwood development as sustainable neighbourhood model (A4, C2) • University research improves community organization performance, enables growing influence within community and advocacy to government (O3) • Program wide community-based learning supports teaching & research in community (F2) • Indigenous communities equipped to support their own wellbeing (A2, A3)	Contributor • Campus climate action initiatives (A4) • Winnipeg Indigenous Accord commitments (A1, A3) • Improved city infrastructure through Municipal Research Chair (C1, C3, C4) • Awards and incentives to increase community engagement (A2)	Controller • Policies to prohibit student involvement in community at certain times and in certain activities (O1) • Policy to limit faculty involvement in community to <u>not</u> fill gaps in public systems (F1) • Time and difficulty obtaining research ethics approval inhibits partnership activities (F2, O3) • University reinforces and enhances systemic barriers for inner-city students (O1)	Exploiter • University recruits international students into the community but is not responsible for their impact (C2, C3) • University recruits diverse students populations without giving adequate supports (F3) •