

Identifying Key Partners and Stakeholders in Community-Engaged Scholarship Projects

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Abstract

Making sure all key stakeholders are included in community-engaged partnership projects is a difficult but important task. A systematic methodology for identifying partners would help avoid this problem. The double rainbow model is a systematic approach designed to identify all potential partners that can contribute to or might be affected by the project. This model was introduced almost 30 years ago and has been tested, implemented, and found to be effective numerous times. Its development, theoretical bases, and several examples are provided here.

Keywords: community-engaged research, partner identification, partnerships, stakeholders, double rainbow model



In this article we present a model for the crucial but often difficult task of identifying the key constituents and stakeholders for a community-engaged partnership in a systematic and thorough manner. The article addresses the model's theoretical roots as well as its practical development. Three case studies demonstrate its implementation in different disciplines. The article also provides specific guidance for applying and using the model.

Background and Literature

According to Achterkamp and Vos (2007), "Although (the relevance of) stakeholder management receives considerable attention in literature, the problem of actual stakeholder identification is yet unresolved" (p. 3). This challenge confronted investigators at East Tennessee State University (ETSU) after it received a multiyear Community Partnership Program for Health Professions grant from the Kellogg Foundation in the early 1990s to build educational and health promotion partnerships in the Appalachian region of East Tennessee. A subsequent grant expanded this approach to include non-health-science colleges at ETSU. Determining the community partners and stakeholders as well as the university's partners and its stakeholders was one of

the first challenges that confronted the investigators. Stakeholder identification was not unique to this project. Although stakeholder identification has been recognized as essential in community-engaged partnerships, proponents rarely go beyond the "usual suspects" (Colvin et al., 2016). Others, however, have even tried to determine a typology for stakeholders (Reed et al., 2009). This challenge led to development of the double rainbow model.

Recognizing the specific parties relevant to a community partnership is essential (Pruitt et al., 2019). These parties include stakeholders from the community and university that can identify issues that enable a partnership to have influence, establish meaningful relationships, and conduct effective, cooperative programs. The parties engaged directly in planning and implementation should also be the ones affected by its outcomes. Parties often organically self-identify during a developmental process. However, a foresightful engagement process can benefit from a systematic approach that identifies potential stakeholders at an early stage to create reciprocal relationships. The double rainbow model was designed recognizing that each partner is typically not monolithic, but instead has complex social networks and organizational structures in its own right. Although each

stakeholder may have differing reasons for participating, each should maintain its own sense of identity as defined by its interests, place, and other characteristics.

The double rainbow model blends the concept of units of identity and solution (Steuart, 1993) with social-ecological theory (Bronfenbrenner, 1992). Every individual has multiple social units of identity. Individuals are defined by self-concept, as well as by standard demographic and ethnicity labels (Gorvine et al., 2008). Family and social groups are defined by kinship, social networks, and memberships (Keddie, 2014). Individuals are also community residents defined by geographic proximities and social interactions (Erstad et al., 2009). Finally, individuals are members of a wider society defined by a regional and national culture and affected by social policies and economies (Cooley, 1909). Each of these units of identity can be reframed and named for different sets of stakeholders—individuals, social and work groups, communities of residence and interaction, and the wider societal and organizational structures that Steuart (1993) described. Multiple units of identity can be characterized as units of solution when they act to create relationships and partnerships that lead to effective programs for improvement. Seen in this way, units of identity become units of solution when they participate in program design, operations, and evaluation.

Building on images portraying the social-ecological model (NCI, 2005, pp. 10–12), a generic set of titles for different units is displayed as mirror-imaged concentric layers in Figure 1. This double rainbow model is not designed to be hierarchical nor as an exclusive list of stakeholders. It is designed to serve as a group process planning tool to help partners identify multiple stakeholders to participate in a partnership. The double rainbow model encourages analogous thinking across the mirror-imaged concentric rings for each partner. Figure 1 was adapted from McLean and Behringer (2008) to illustrate the model for a partnership between a university and a community.

Further Discussion of Theoretical Underpinnings Using an Example

As an example, partnerships between a university college of education and local schools are frequently formed to place university students in school settings. The school's students and their families can be defined as stakeholders because they usually benefit from the presence of the university students. The students and families also directly contribute to the university student learning professional practice. University and public school faculty represent a mirrored unit of identity. They influence university student experiences through parallel instruction, guidance, and super-

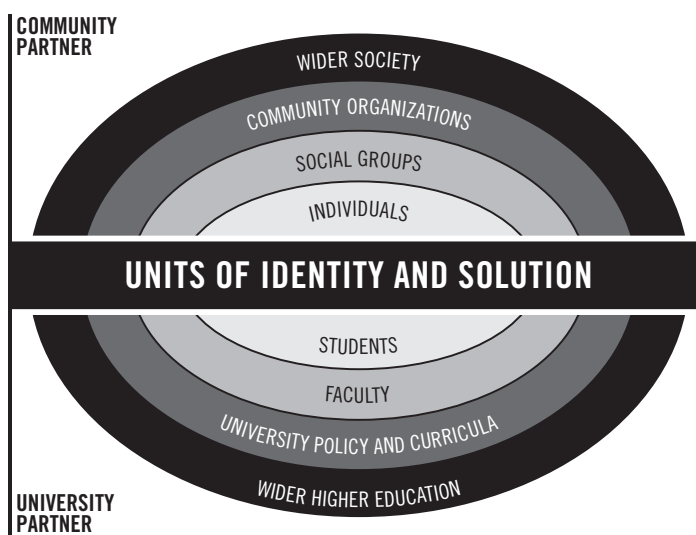


Figure 1. Illustration of Double Rainbow Model for a University–Community Partnership. Adapted from “Establishing and Evaluating Equitable Partnerships,” by J. E. McLean and B. A. Behringer, 2008, *Journal of Community Engagement and Scholarship*, 1(1), p. 68. Adapted with permission.

vision responsibilities for student learning. Taken more broadly, a university college of education and local school systems become stakeholders because they jointly control institutional, system, placement, and instruction policies. Finally, wider state and national standards, professional trends, and societal expectations of public education should be recognized as stakeholders. By using the double rainbow model to guide planning discussions, partners are encouraged to recognize all these stakeholders as units of identity and potentially consider each when discussing and implementing a partnering project.

Once identified, partners should consider the relevance and importance of each stakeholder in forming and sustaining a proposed partnership and project. The value of each stakeholder is weighed to recognize the stakeholder's potential contributions to and benefits from the partnership relationship and the proposed project. This step identifies which stakeholders may be defined as potential units of solution (Steuart, 1993). This step can be achieved only through gaining a mutual understanding of each partner's interests and then assessing each stakeholder's short- and long-term interests. This exploratory process discovers mutual and sometimes competing stakeholder interests. The process guides an invitation to become a unit of solution. Not all mirror-imaged units of identity become units of solution, but reviewing each unit of identity while planning partnerships ensures that none are ignored or forgotten.

The model can also be used to prospectively frame evaluation questions (McLean & Behringer, 2004). For example, community-engaged scholars can assess the presence or absence of stakeholders representing influential units of solution. The interactions between mirror-imaged stakeholders can be studied (e.g., student teachers with classroom students and teachers, school and university faculty). Characteristics and factors that act to facilitate or impede successful involvement of important units of solution can be investigated.

From a practical standpoint, the double rainbow model can help avoid a major pitfall often seen in community-engaged partnerships. Using the model can help avoid omitting key collaborators on both sides of the partnership. The model helps participants recognize the broader array of stakeholders who should be involved because they might

influence or be impacted by the program. The model also assists in framing evaluation questions and potentially identifying unanticipated outcomes. Although the model does not ensure all stakeholders will be included, it guides the planning process to avoid myopic thinking so that all stakeholders are considered.

Case Studies

The double rainbow model was conceived by ETSU as a tool to ensure engagement of multiple community stakeholders and to identify potential topics for partnership activities. These partnerships were initially funded through grants from the Kellogg Foundation from 1991 through 2002. The double rainbow model proved instrumental in identifying and then engaging stakeholders for these partnerships and was valuable for developing the evaluations of these partnerships (McLean & Behringer, 2008). The model helped us see how stakeholder involvement introduces new valuable university and community resources needed to address issues through partnerships.

Three case studies describe the process and outcome of the use of the model at ETSU. Figures are displayed and roles of important units of solution described for each case.

Case Study 1: Community Partnerships for Health Professions Education

As one of only seven universities selected by the Kellogg Foundation in 1991 for this prestigious grant, ETSU committed to create an interdisciplinary, experiential, community-based curriculum in partnership with two rural, underserved Northeast Tennessee counties (Behringer et al., 1999; Behringer & Richards, 1996). The Kellogg Foundation challenged the university to move medical, nursing, and public health student learning from campus classrooms, laboratories, and large hospitals to rural community settings. The long-term goal was to provide a fulfilling educational experience to encourage graduates to choose their future practice in rural communities and with underserved populations. Like the two rural counties that chose to participate in the program, many rural Central Appalachian communities suffered from health profession shortages and lacked primary preventive health services. The community partners saw their involvement as addressing both short- and long-term needs. The innovative 13-course

Rural Track curriculum developed by a joint university–community curriculum committee, tested from 1992 through 1997, has subsequently been sustained with university resources as a 2-year interdisciplinary continuity experience for cohorts of students from an expanding number of colleges.

Findings

The double rainbow model's generic descriptors helped identify stakeholders, define units of solution, and understand the potential breadth of the community partnership.

Groups (University and Community). To turn parts of a traditional campus-based health sciences curriculum into one built upon resources of rural communities, partners required lengthy, extensive, and rigorous engagement. A few brave and creative faculty joined the Kellogg Rural Track curriculum committee. Community members were appointed by county program advisory boards. Members included an array of community stakeholders from schools, local government, senior centers, churches, hospitals, home health agencies, public health, and local businesses. The resulting curriculum was negotiated with often-skeptical college-specific curriculum committees. Over time, the value of these stakeholders as units of solution became apparent, and their role in educating the next generation of physicians, nurses, and public health professionals was recognized as innovative and effective in reaching the long-term program goals.

Organizations (Community). The two partnering counties were among the economically poorest in Tennessee. Both were intensely interested in beginning university faculty practices and student teaching in the county to help alleviate the shortage of care and to stabilize health services. The county governments and rural hospitals contributed their limited resources to support space for student learning centers, overnight accommodations (when the medical school added a 2-month 3rd-year residential community medicine clerkship to the curriculum), and primary care office space for university physicians' and nurse practitioners' practices.

Individuals (University). Dubbing themselves rural pioneers, students who enrolled in the curriculum saw themselves as important stakeholders in the partnership.

Students were intensely involved in curricular evaluation and continuous improvement activities. Many who voluntarily chose to participate in the Rural Track were from rural and Appalachian backgrounds. They were imbued with a personal sense of obligation to serve, a willingness to participate in experiential learning, and a desire to bond with members from the rural communities. They collaborated with county advisory boards as a new highly visible unit of solution to promote attention to healthy living.

Individuals (Community). As part of the discussion about the partnership's mutual contributions and benefits (Behringer et al., 2018), community partners committed to encourage county residents to utilize new university health services and participate in community health projects that were planned, conducted, and evaluated by county advisory boards with student teams.

Institutional (University). The community partnership and the experiential, interdisciplinary curriculum became a very visible asset in recruiting students, faculty members, and administrative leaders. This interest was achieved because university leaders continually promoted the importance of institutional community responsiveness. Mission statements were amended, the president and deans publicly acknowledged partnership activities, and internal policies like those encouraging promotion and tenure committees to recognize community-engaged scholarship were adopted.

Wider Environment (University). Among the worries expressed by university leaders was a potential negative response from conservative-leaning accreditation agencies. The efficacy of a community-based pedagogy was a particular concern. However, ETSU documented positive outcomes of student performance in national examinations, new graduate competencies in community health and communication, and measures of student appreciation for the curriculum that would prepare them to address rural health shortages. Powerful external advocates emerged, including the Kellogg Foundation, the Tennessee Higher Education Commission, and local and state elected officials. These allies were critical units of solution that shared institutional success stories over time. Figure 2 shows a double rainbow model for this case study. The actual units of solution are displayed in place of the generic units of identity.

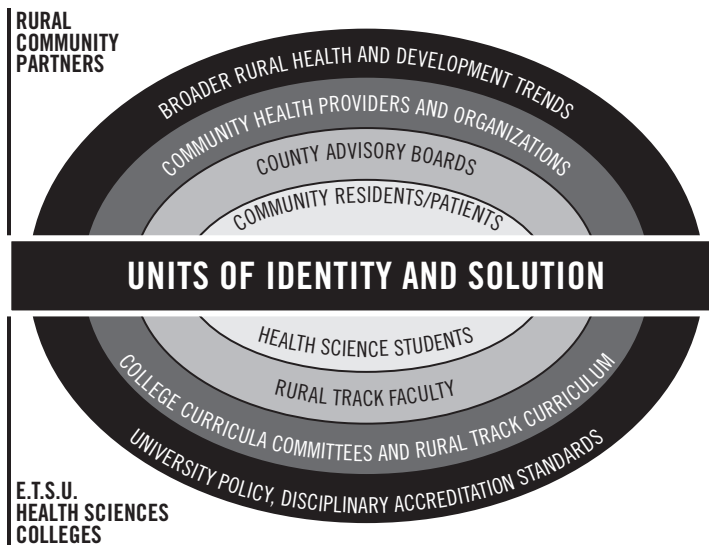


Figure 2. Double Rainbow Model for University Health Professions Community Partnership

Anticipated and Unexpected Outcomes

One strongly desired community outcome of the partnership was reduction of the long-term threat posed by the persistent health professional shortages in rural Appalachia. Despite continuing challenges of job loss and population out-migration, the two partnering counties, with the university as a partner, were able to avoid rural hospital closures by maintaining a strong primary care services base (Goodrow et al., 2001). Supported by the continuous presence of university students who conducted primary prevention projects with county advisory boards, health became a broader community focus, and county health status statistics improved (Behringer & Richards, 1996). The partnering approach learned through this Kellogg grant became a living and lasting institutional ethic. ETSU sustained Rural Track beyond foundation funding, and it continues to be a successful recruitment attraction for students, faculty, and administrators. Strong community partnerships enabled ETSU to attract significant research and service dollars that addressed topics of concern identified by community partners like cancer, diabetes, obesity, and substance abuse. Faculty members generated a wide array of academic papers largely based upon the institution's interdisciplinary, community-based partnership approach. The community satisfaction in the partnership enabled expansion of the approach as noted below.

Case Study 2: Engaging the University with the New and Growing Regional Hispanic Community

A later Expanding Community Partnerships grant from the Kellogg Foundation (Behringer et al., 2004) provided an opportunity for non-health-sciences colleges at ETSU to initiate or strengthen their interdisciplinary, community-based learning through community partnerships. The grant enabled expansion to four rural counties as partners. A small grant process was designed that initiated 44 different community-based curriculum projects. A short proposal was required from an interdisciplinary faculty team with at least one community partner from the counties. Each project proposed to change existing curricula to integrate new community-based interdisciplinary learning objectives to address a community-identified issue. The advisory board structure ensured identification and involvement of community stakeholders. Advisory boards were hosted on campus visits by university leaders. These boards then organized reciprocal van ride visits to introduce their communities to interested university faculty. The boards met monthly to generate project ideas, identify community interests, and, with support of university leaders, find appropriate university partners. Advisory board representatives and university college deans met monthly to continuously discover and explore new community and university stakeholders. As partners developed small grants, they

used the double rainbow model to define stakeholders, who then became real units of solution for their projects. County boards helped identify community resources, advised university faculty in project development, approved prospective projects, and evaluated outcomes.

Findings

One example of the double rainbow model's value was the partnership between a newly emerging regional Hispanic community and two ETSU departments: the Department of Literature and Language (offering foreign languages) and the Department of Media and Communication (offering journalism). This partnership was committed to publishing *El Nuevo Tennessean*, an annual two-language supplement, with three small-town newspapers. The resulting project was possible only through the combined interests and the skills of all partners. The Hispanic community was interested in university cooperation to help promote a regional recognition of its presence and its positive contributions to the economy and culture. Leaders wanted to prevent anti-immigrant sentiment seen rising in other areas of the country. The small but growing Hispanic community identified development of newspaper stories as a practical strategy to reach this goal. Examples included the stories about a popular restaurant established by one new immigrant family and the cultural importance of soccer within community members' various countries of origin. The university departments wanted student teams to get hands-on cross-cultural learning experiences by collecting, writing, and translating stories and producing the bilingual newspaper supplement.

The tale of the double rainbow model evolved as follows:

Individuals/Groups/Organizations

(Community). County advisory boards identified regional Hispanic community leaders. These community members, some of whom were employees in helping professions like health, education, and human services, further identified Hispanic social club members, civic group leaders, and members from multiple churches across a multicounty region who could support this effort. These persons engaged with faculty members and students to identify potential individual and community stories. Faculty-community interaction informally used the model to discover how the regional Hispanic

community, with its diversity and richness, could act as an educational partner and resource. Simultaneously, faculty became aware of how broader university connections and resources might help support multiple Hispanic community development interests such as housing, legal, health, and education issues.

Groups and Institutional (University).

Faculty members formed an interdisciplinary team. Their departments committed to adopt learning objectives for several courses built on a new experiential community-based pedagogy, which later became a new applied Spanish/community studies minor.

Individuals (University). Faculty recruited students into cross-listed courses in the two departments. Students who sought real-world experience readily enrolled. Students' energy and appreciation for learning in and with the Hispanic community proved their importance as a unit of solution.

Institutional/Wider Environment (University).

University leaders recognized the attractiveness of experiential learning among students and the value the partnership brought. The university Language and Cultural Resources Center was established to cement active engagement with the regional Hispanic community as evidence of its mission of being a regionally accountable university.

This analysis was used to construct a visual version of the double rainbow model. It is shown in Figure 3.

Anticipated and Unexpected Outcomes

The success of the bilingual newspaper project became an organizing impetus for Hispanic community leaders to form a new regional group, Puertas Abiertas (Opening the Door). This group sought and received a slot on the regional Community Partnerships Program Governing Board. From there, a multitude of new partnership projects were spawned. The university worked with Hispanic families to encourage further education, then designed recruitment efforts through community colleges and University Admissions. Leaders from the Tri-Cities communities credited the newspaper supplements and Puertas Abiertas with introducing the growing Hispanic community in a positive and nonthreatening way throughout the region. The Puertas Abiertas group cosponsored a

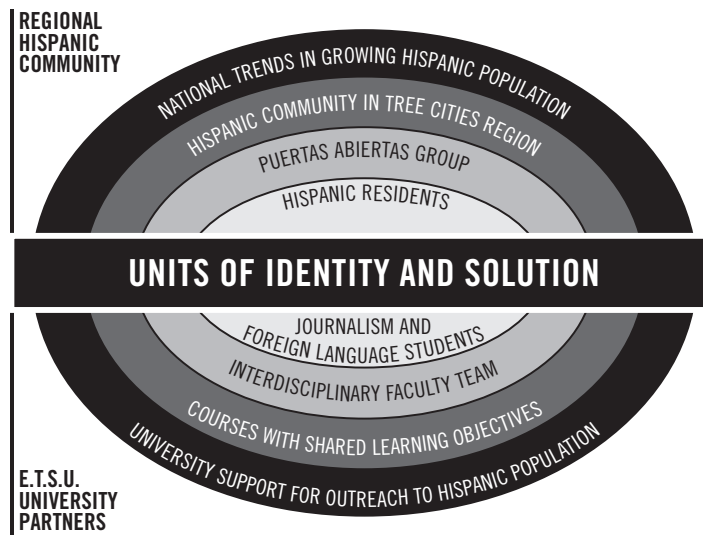


Figure 3. Double Rainbow Model for Hispanic Community and University Partnership

welcome dinner with university leaders for regional business, government, school, and legal representatives (including many university alumni) at which they introduced the Hispanic community's rich diversity, culture, and aspirations to the broader Tri-Cities leadership (King et al., 2004). This approach led to a series of topic-specific community meetings conducted by Puertas Abiertas and supported by university leaders to address Hispanic community concerns (e.g., housing) with regional officials (housing authorities, real estate agents, bankers, and educators).

Case Study 3: Expanding Use of Technology in Schools

Finding ways to adapt to ever-changing new technologies is difficult for more isolated and underresourced areas. Most of those communities are not unaware of the technology gap. Indeed, they are faced with a dilemma: While acknowledging this internal awareness of the gap, they searched for a bridge to external partners with resources to test and adopt new ways. School representatives from one county advisory board identified the need to upgrade their school's assistive technology services for special education students. The Expanding Community Partnership created the bridge through a partnership opportunity with College of Education faculty (Marks et al., 2004). The faculty member who taught teacher preparation courses for special education became interested in testing a

new community school-based, experiential teaching approach for the assistive technology course. Previous student placement relationships with the county school system facilitated discussions about stakeholders at planning meetings. An Expanding Community Partnership application was prepared by school personnel and Education faculty. The proposal included purchasing new assistive technology for ETSU students to demonstrate with special education students and teachers at the county school location. Upon completion of the course, the equipment was donated to the school system.

Findings

The small grant conversations employed the double rainbow model to exponentially expand the units of solution well beyond the initial plans.

Individuals (Community). Pleased with the attention and possibility of improving instruction for its special education students, the school system expanded the demonstration project by fully engaging both students and their parents. All recognized an added value of inviting parents to learn about the new technologies and to support student learning. Since little of the new expensive technology was available in the schools, parent excitement was recognized as an important unit of solution.

Individuals (University). University students were critical stakeholders for this

partnership. The assistive technology course was a required course for both undergraduate and graduate students majoring in special education. Students were prepared for the traditional on-campus, 3-hour weekly course. However, changes in course requirements based on this partnership required ETSU students to agree to drive 18 miles to a rural school. That difficulty was weighed against the value of unique hands-on learning and practice with new technologies directly with special education students and their parents. To accommodate the challenge that on-location work presented for university students, the project provided a mileage reimbursement stipend. Graduate/undergraduate student teams visited the school system, where they evaluated and addressed the needs of special education students. Doing so included the identification and application of technologies to assist these students in maintaining their places in regular classrooms. University students were recognized for contributing their time and new expertise while benefiting from greater proficiency with these technologies than even current special education teachers.

Groups and Organizations (Community and University). This case exemplifies parallels between the community schools and university College of Education as units of solution. The school system gave permission for the project and provided space and supervision for students enrolled in the course. In return the schools received additional support for their special education population. Both regular and special education teachers in the school system received instruction in the latest technological advances for serving their students, as well as receiving supplies and equipment the school system would not have been able to afford. Similarly, faculty creativity was reinforced by the College of Education's approval to demonstrate an effective teaching/learning environment for assistive technologies in a rural school. This curricular change enabled the university to graduate far more proficient special education teachers. For both partners, this project became a mark of pride in promoting instructional improvement. The partnership became recognized as a bridge that resulted in reciprocal gains.

Institutional (University). What was learned by the university and schools became input and an impetus for a federal grant to improve technology in the regional schools

(McLean, 2001). The partnership was described as a pilot project, and its strategies became major components of a larger grant proposal developed by ETSU faculty and educators for an eight-county area of Northeast Tennessee (McLean, 2001). The grant, titled *Preparing Tomorrow's Teachers to Use Technology in Appalachia*, addressed not only preservice teachers, but current in-service teachers in the eight-county region. This grant included assistive technology and instructional technology in the schools, technology leadership for principals, and placement sites for ETSU education students in most of the schools. The focus was preparing preservice and in-service teachers to embed technology into the curriculum to enhance the education process and assist the local schools in achieving that goal.

Wider Environment (Community and University). The Appalachian region of Northeast Tennessee lagged in implementing the use of technology. Based on the school demonstration, the ETSU proposal found an external, federal grant program as a unit of solution to assist with the region's technology needs. Other school systems learned from the experience of the community partnership to collaboratively set a regional goal of gaining more technology savvy by helping to prepare teachers to provide students with those skills. The new knowledge derived from the project ultimately led to reducing the digital divide between Appalachian Northeast Tennessee and the rest of the country, as well as supporting economic development of the region in the future. Using the information about the stakeholders, a double rainbow model graphic was developed for this effort (Figure 4).

Anticipated and Unexpected Outcomes

Several ETSU faculty championed community partnerships that led to, among other things, their coauthoring an explanatory chapter in *Pursuing Opportunities Through Partnerships* (Marks et al., 2004). Through the original Kellogg grant and the subsequent *Preparing Tomorrow's Teachers to Use Technology* grant, technology was integrated into the teaching of students in the College of Education using hands-on teaching pedagogy and assistive technology, as well as many general instructional technology methods. Further, 11 local school systems benefited from additional technology and support from ETSU faculty and stu-

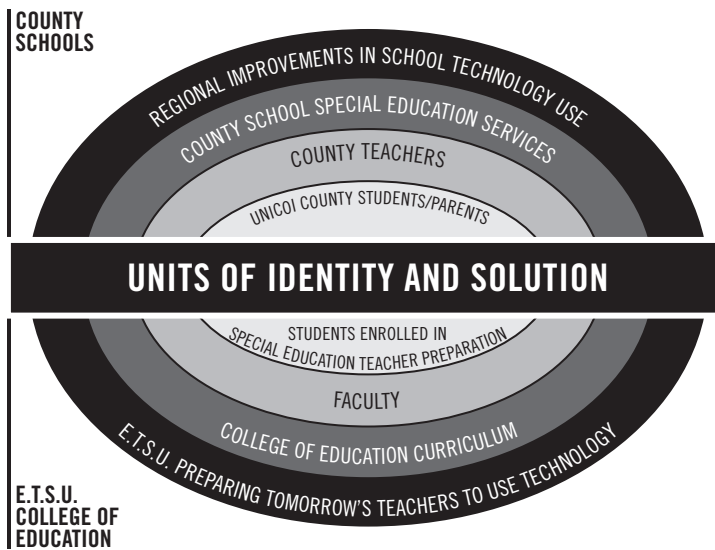


Figure 4. Double Rainbow Model for School System and University Partnership

dents on how to best integrate it into their curriculum.

Another unexpected outcome from this project occurred when the principal investigator of the Preparing Tomorrow's Teachers to Use Technology project prepared and taught the first fully online course in the college, which quickly became a model for many other online courses. In a mountainous region such as Northeast Tennessee, remote learning was particularly helpful for currently employed teachers who found travel to a college campus difficult. Since over 80% of the teachers in this region received a degree from ETSU (McLean, 2001), availability of online courses ensured that future teachers in the region would have been taught these skills.

Discussion

The identification of key constituents and stakeholders is crucial for the success of any partnership intended to promote community-engaged scholarship. Without a specific approach, important stakeholders who could potentially contribute to and be impacted by the program are often overlooked. The double rainbow model provides a systematic way to address that problem using a practice-tested model that was developed based on sound theoretical concepts—units of identity and solution and social-ecological theory. Use of the model takes the process one step further toward

ensuring reciprocity of any partnership. The model has been successfully used many times and has been enhanced since its inception in 1992. The three varied case studies demonstrate its usefulness in ensuring that all relevant stakeholders were included in the programs.

Multiple unintended outcomes emerged from using the double rainbow model. It helped partners clarify intended target audiences of the programs. Engagement was expanded beyond the obvious stakeholders to more units of solution within community social networks and university structures. For some projects, consideration of units of solution beyond the immediate community and university proved important to promote and sustain the local partnerships. The model reinforced consideration of the contributions and benefits of interdisciplinary interaction within the university and, similarly, multisector involvement within rural Appalachian underserved communities. Perhaps the most important aspect of using the double rainbow model is that it ensured inclusion of key stakeholders from each partner in the decision-making processes.

Use of the model does have limitations. In several instances, partners tried too hard to identify potential stakeholders defined within the generic groups in the model. Planning bogged down over differences in interpretation of the model indicating

whether those stakeholders would add value to the proposed program. Also, as with many group-process tools, a facilitator is often required to initially explain the intent of the model and guide partners through the discussion. Use of the model was seen by some as an extra structured requirement atypical for small grant proposals. Because the model was deployed most frequently at the beginning of partnership development, it relied on input from the original community and university leaders. More diverse input emerged organically through partnering discussions over time and frequently led to clarification or correction of the importance of other stakeholders to the relationships.

The model is easily adapted to different types of engagement and partnerships and applicable to a diversity of community issues and academic interests. It intentionally leads partners to consider many types of contributions from and benefits to stakeholders. It ensures consideration of partners' interests and leads to a shared sense of reciprocity. Another model, the Give-Get Grid, has been extensively used to complement the double rainbow model to further formalize recognition of partners' contributions and benefits (Behringer et al., 2018; King et al., 2004; McLean & Behringer, 2008; Southerland et al., 2013).

The very heart of the model becomes its potential in focusing partner attention on the range and depth of stakeholder engagement that promote longitudinal relationship building. This is the sort of engagement that encourages thinking and actions that extend beyond singular time-limited projects. This approach conforms with the precepts articulated in community-based participatory research (Israel et al., 2013) and contemporary community engagement literature (Hutt, 2010).

Conclusions

Identifying stakeholders in a community-engaged program is difficult. Important stakeholders are often overlooked. The double rainbow model provides a systematic method that enables partners to consider all key stakeholders and engage them as units of solution to address identified issues. The model has been used successfully for almost 30 years in a variety of situations and with a broad diversity of partners. The graphical depiction of the model is a group process tool deployed to facilitate communication, making it more honest, open, complete, and trusting among stakeholders from each partner.



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