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THIRD REPORT

*Returning to  
Our Roots*

**THE ENGAGED INSTITUTION**



**K**ellogg Commission  
on the Future of State  
and Land-Grant Universities



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*An Open Letter to the Presidents and Chancellors  
of State Universities and Land-Grant Colleges*



# Returning to Our Roots

## THE ENGAGED INSTITUTION

**I**n the end, the clear evidence is that, with the resources and superbly qualified professors and staff on our campuses, we can organize our institutions to serve both local and national needs in a more coherent and effective way. We can and must do better.

KELLOGG COMMISSION ON THE  
FUTURE OF STATE AND LAND-GRANT UNIVERSITIES

FEBRUARY 1999

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## EXECUTIVE SUMMARY

WE WRITE BOTH to celebrate the contributions our institutions have made to our society and to call on ourselves to do more, and to do it better.

Ours is a rich heritage of service to the nation. More than a century and a quarter after Justin Morrill and Abraham Lincoln brought the concept into being, the land-grant ideal of public university service to community and nation has spread across the United States and its territories. Our public institutions have provided access to higher education at a level unparalleled in the world. They have created a prodigious research engine. They have brought the benefit of new knowledge to millions of people.

Why, then, the need for change? Who says we need to do more? And what exactly is it that we need to do better?

### Nature of the Challenges

One challenge we face is growing public frustration with what is seen to be our unresponsiveness. At the root of the criticism is a perception that we are out of touch and out of date. Another part of the issue is that although society has problems, our institutions have “disciplines.” In the end, what these complaints add up to is a perception that, despite the resources and expertise available on our campuses, our institutions are not well organized to bring them to bear on local problems in a coherent way.

Meanwhile, a number of other issues present themselves. They include enrollment pressures in many Western

and Southwestern states; long-term financial constraints and demands for affordability and cost containment; a growing emphasis on accountability and productivity from trustees, legislators, and donors; and urgent requests from policymakers for solutions to national and international problems of all kinds.

Against that backdrop, this Commission concludes that it is time to go beyond outreach and service to what the Kellogg Commission defines as “engagement.” By engagement, we refer to institutions that have redesigned their teaching, research, and extension and service functions to become even more sympathetically and productively involved with their communities, however community may be defined.

Engagement goes well beyond extension, conventional outreach, and even most conceptions of public service. Inherited concepts emphasize a one-way process in which the university transfers its expertise to key constituents. Embedded in the engagement ideal is a commitment to sharing and reciprocity. By engagement the Commission envisions partnerships, two-way streets defined by mutual respect among the partners for what each brings to the table. An institution that responds to these imperatives can properly be called what the Kellogg Commission has come to think of as an “engaged institution.”

We believe an engaged university can enrich the student experience and help change the campus culture. It can do so by enlarging opportunities for

faculty and students to gain access to research and new knowledge and by broadening access to internships and various kinds of off-campus learning opportunities. The engaged institution must accomplish at least three things:

1. It must be organized to respond to the needs of today's students and tomorrow's, not yesterday's.
2. It must enrich students' experiences by bringing research and engagement into the curriculum and offering practical opportunities for students to prepare for the world they will enter.
3. It must put its critical resources (knowledge and expertise) to work on the problems the communities it serves face.

**Students.** The data are clear. Part-time students are the fastest growing population in higher education, and most of them seek a degree; white males will be a smaller and smaller proportion of the U.S. workforce; our student body is gradually becoming older; most master's degree candidates attend part time; and enrollment in independent study programs is increasing.

**Preparation for Life.** The Commission believes one of the best ways to prepare students for the challenges life will place before them lies in integrating the community with their academic experiences. Students are one of the principal engagement resources available to every university. Service-learning opportunities undoubtedly help everyone involved—student, community, and institution. Nor should we overlook the opportunities

to improve students' exposure to research in this service endeavor. There should be little distinction between the benefits of students participating in research and in public service.

#### **Putting Knowledge to Work.**

Finally, the application of knowledge is a unique contribution our institutions can make to contemporary society. Because we perform the lion's share of the basic research in this country, new knowledge is one distinctive thing we can provide.

Here, the list of potential areas for engagement is endless. Hardly any of our institutions could commit themselves to the entire array.

The panoply of problems and opportunities incorporated in the phrase **education and the economy** requires attention. The traditional mainstays of extension on our campuses, **agriculture and food**, need to be renewed. In the most important way imaginable, our universities need to return to their roots in **rural America** with new energy for today's new problems. Despite the nation's massive investment in **health care**, an enormous agenda remains before us. It need hardly be said that we need a new emphasis on **urban revitalization and community renewal** comparable in its own way to our rural development efforts in the last century. We need to pay new attention to the challenges facing **children, youth, and families** in the United States. Finally, we need to redouble our efforts to improve and conserve our **environment and natural resources**.

The changing nature of the engagement agenda, in terms of our students, their preparation, and emerging problems, presents us with a daunting

challenge. We are under no illusions about the difficulty of the task we have set ourselves. In addition, the new questions before us involve not only important issues requiring the application of hard data and science, but challenging, and frequently fuzzy, problems involving human behavior and motivation, complex social systems, and personal values that are controversial simply because they are important. This engagement agenda will require the best efforts of us all—and the courage, conviction, and commitment to see it through.

### Institutional Portraits

Because no established body of research could be tapped to explore questions such as those, the Commission encouraged its member institutions to develop exploratory portraits of their engagement activities. Eleven institutions provided portraits: Arizona State University; Iowa State University; The Ohio State University; The Pennsylvania State University; Portland State University; Rutgers, The State University of New Jersey; Salish Kootenai College; Tuskegee University; the University of California, Davis; the University of Illinois at Chicago; and the University of Vermont.

From these portraits, we conclude that seven guiding characteristics seem to define an engaged institution (see page 12). These characteristics—responsiveness, respect for partners, academic neutrality, accessibility, integrating engagement into institutional mission, coordination, and resource adequacy—almost represent a seven-part test of engagement.

In addition, several common themes or lessons emerged:

- **A clear commitment to the basic idea of engagement.** Our portraits reveal a set of institutions determined to breathe new life into their historic mission by going beyond extension to engagement.
- **Strong support for infusing engagement into curriculum and teaching mission.** These examples also portray institutions wrestling with broader concepts of outreach and service and struggling to infuse engagement into the life of the institution and its curriculum.
- **Remarkable diversity in approaches and efforts.** In the end, designing engagement is a local activity. It cannot be handed down from on high. But viewed from the ground level of the institution and its partners, the scope and diversity of efforts are impressive.
- **The importance of defining “community.”** Each of these 11 institutions is working with several different communities in many different ways. Community has many different definitions extending from the neighborhood in which the campus is located to the world.
- **Leadership is critical.** Leadership to create an engagement agenda is crucial. Engagement will not develop by itself, and it will not be led by the faint of heart.
- **Funding is always an issue.** Despite the existence of the remarkable variety of funding

## A Seven-Part Test

Seven guiding characteristics seem to define an engaged institution. They constitute almost a seven-part test of engagement.

**1. Responsiveness.** We need to ask ourselves periodically if we are listening to the communities, regions, and states we serve. Are we asking the right questions? Do we offer our services in the right way at the right time? Are our communications clear? Do we provide space and, if need be, resources for preliminary community-university discussions of the public problem to be addressed. Above all, do we really understand that in reaching out, we are also obtaining valuable information for our own purposes?

**2. Respect for partners.** Throughout this report we have tried to emphasize that the purpose of engagement is not to provide the university's superior expertise to the community but to encourage joint academic-community definitions of problems, solutions, and definitions of success. Here we need to ask ourselves if our institutions genuinely respect the skills and capacities of our partners in collaborative projects. In a sense we are asking that we recognize fully that we have almost as much to learn in these efforts as we have to offer.

**3. Academic neutrality.** Of necessity, some of our engagement activities will involve contentious issues—whether they draw on our science and technology, social science expertise, or strengths in the visual and performing arts. Do pesticides contribute to fish kills? If so, how? How does access to high quality public schools relate to economic development in minority communities? Is student “guerrilla theater” justified in local landlord-tenant disputes. These questions often have profound social, economic, and political consequences. The question we need to ask ourselves here is whether outreach maintains the university in the role of neutral facilitator and source of information when public policy issues, particularly contentious ones, are at stake.

**4. Accessibility.** Our institutions are confusing to outsiders. We need to find ways to help inexperienced potential partners negotiate this complex structure so that what we have to offer is more readily available. Do we properly publicize our activities and resources? Have we made a concentrated effort to increase community awareness of the resources and programs available from us that might be useful? Above all, can we honestly say

that our expertise is equally accessible to all the constituencies of concern within our states and communities, including minority constituents?

**5. Integration.** Our institutions need to find way to integrate their service mission with their responsibilities for developing intellectual capital and trained intelligence. Engagement offers new opportunities for integrating institutional scholarship with the service and teaching missions of the university. Here we need to worry about whether the institutional climate fosters outreach, service, and engagement. A commitment to interdisciplinary work is probably indispensable to an integrated approach. In particular we need to examine what kinds of incentives are useful in encouraging faculty and student commitment to engagement. Will respected faculty and student leaders not only participate but also serve as advocates for the program?

**6. Coordination.** A corollary to integration, the coordination issue involves making sure the left hand knows what the right hand is doing. The task of coordinating service activities—whether through a senior advisor to the president, faculty councils, or thematic structures such as the Great Cities Project or “capstone” courses—clearly requires a lot of attention. Are academic units dealing with each other productively? Do the communications and government relations offices understand the engagement agenda? Do faculty, staff, and students need help in developing the skills of translating expert knowledge into something the public can appreciate.

**7. Resource partnerships.** The final test asks whether the resources committed to the task are sufficient. Engagement is not free; it costs. The most obvious costs are those associated with the time and effort of staff, faculty, and students. But they also include curriculum and program costs, and possible limitations on institutional choices. All of these have to be considered. Where will these funds be found? In special state allocations? Corporate sponsorship and investment? Alliances and strategic partnerships of various kinds with government and industry? Or from new fee structures for services delivered? The most successful engagement efforts appear to be those associated with strong and healthy relationships with partners in government, business, and the non-profit world.

approaches, the lack of stable funding for engagement remains a critical problem.

- **Accountability needs to be lodged in the right place.** Of all the challenges facing the engagement effort, none is more difficult than ensuring accountability for the effort. Practically every one of the 11 portraits cites the need to examine faculty promotion and tenure guidelines closely to make sure they recognize and reward faculty contributions toward engagement.

## Recommendations

The engaged institution—one that is responsive, respectful of its partners' needs, accessible and relatively neutral, while successfully integrating institutional service into research and teaching and finding sufficient resources for the effort—does not create itself. Bringing it into being requires leadership and focus.

We believe that five key strategies need to be put in place to advance engagement. We recommend that:

- *our institutions transform their thinking about service so that engagement becomes a priority on every campus, a central part of institutional mission;*
- *each institution develop an engagement plan measured against the seven-part template incorporated into this document;*
- *institutions encourage interdisciplinary scholarship and research, including interdisciplinary teaching and learning opportunities;*
- *institutional leaders develop incentives to encourage faculty involvement in the engagement effort; and*
- *academic leaders secure stable funding to support engagement, through re-allocation of existing funds or the establishment of a new Federal-state-local-private matching fund;*

Among the significant problems facing society today are challenges of creating genuine learning communities, encouraging lifelong learning, finding effective ways to overcome barriers to change, and building greater social and human capital in our communities.

Engagement in the form of service-learning, outreach, and university-community partnerships can help address these problems. And it can also put the university to work on the practical problems of the day. In this endeavor everyone benefits, and students stand to gain the most. Close partnerships with the surrounding community help demonstrate that higher education is about important values such as informed citizenship and a sense of responsibility. The newer forms of public scholarship and community-based learning help produce civic-minded graduates who are as well prepared to take up the complex problems of our society as they are to succeed in their careers.

All of this is a lot to ask. But it is hardly a more ambitious vision for the 21st century than Justin Morrill's 19th-century vision of the land-grant university. Today, we are called on to re-shape Morrill's conception anew. If we succeed, historians of the future will continue to celebrate our contributions because we insisted that we could do more—and we could do it better.



## PREFACE

IN 1995, CONVINCED that the United States and its state and land-grant institutions were facing structural changes as deep and significant as any in history, the National Association of State Universities and Land-Grant Colleges sought the support of the W. K. Kellogg Foundation for an effort to examine the future of public higher education.

The Foundation, already funding several major institutional change initiatives, responded to this request promptly and generously. It agreed to support a multi-year national commission to rethink the role of public higher education in the United States and to lend its name to the effort. The first meeting of the Kellogg Commission on the Future of State and Land-Grant Universities was held in January 1996. The Commission's first report, *Returning to Our Roots: The Student Experience*, was issued in April of the following year; its second, *Returning to Our Roots: Student Access*, was released in April 1998.

This report, *Returning to Our Roots: The Engaged Institution*, is the third of six reports the Commission plans to issue during its existence. It addresses the historic land-grant mission of outreach and argues that our institutions must redefine their public service responsibilities as a new century dawns. Between now and the year 2000, we plan to issue three more open letters, one on the learning society, one on campus culture, and a final summative report examining American public higher education in the new century.

We want to thank our colleagues on the Commission for their commitment to this assignment and the many thoughtful ways in which they shaped this letter. Although each of the members of our Commission might individually have written a slightly different document, all are unanimous in supporting the broad themes and directions outlined here.



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# *The Imperative for Engagement*



WITH A NEW century less than a year away as this letter is released, we write both to celebrate the contributions our institutions have made to our society and to call on ourselves to do more, and to do it better.

Ours is a rich heritage of service to the nation. More than a century and a quarter after Justin Morrill and Abraham Lincoln brought the concept into being, the land-grant ideal of public university service to community and nation has spread across the United States and its territories. Together, state colleges and universities and land-grant institutions have educated hundreds of millions of Americans at very affordable prices.

As William C. Richardson, president of W. K. Kellogg Foundation, acknowledged when addressing this Commission, “The land-grant ethic, which embodies equal access to education and service to communities, remains one of the noble, worthy ideas in American society.” For this discussion, we extend the concept of the land-grant ethic beyond land-grant institutions proper—the “1862” institutions and the historically black colleges and universities and tribal institutions brought into the fold in 1890 and 1994, respectively. We include every public institution intent on meeting community needs through teaching, research, and service.

In pursuit of that two-fold ideal, our institutions have provided access to higher education at a level unparalleled in the world. They have created a prodigious research engine that daily

pushes back the boundaries of human knowledge. And, building on a foundation of agricultural experiment stations, cooperative extension service, and applied research and outreach, they have brought the benefit of that new knowledge to thousands of towns and neighborhoods and millions of people in the United States and around the world.

## **A Great Tradition of Outreach and Service**

Like you, we take pride in these accomplishments. Public institutions have educated the lion’s share of all four-year college degree holders in the United States. Nearly two-thirds of all bachelor’s degrees and nearly three-quarters of all doctoral degrees are awarded by public institutions. We award seventy percent of the nation’s engineering and technical degrees. We have provided the cutting-edge skills and highly educated workforce that have again made the American economy the envy of the world in recent years. This is a remarkable record.

We also have special bonds with our communities, states, and regions that are, for the most part, taken for granted. We provide the professionals on which our communities rely. We train the doctors and nurses, the teachers and administrators, the engineers and architects, the business leaders and public figures to whom citizens turn in times of private and public need. There is scarcely a sector

## Evolution of Engagement: Iowa State University

Iowa, with one-fifth of the world's most productive land, is one of the most agriculturally dominated states in the nation. Its strong agrarian roots also led Iowa, in 1864, to become the first state in the nation to accept the terms of the Morrill Act, which established the nation's system of land-grant universities, the first large-scale effort in the world to engage higher education with the general population.

[U]ntil the past decade, agriculture completely dominated the state's economy. That became painfully clear in the middle of the 1980s, when the nation suffered a serious recession in the agricultural sector and Iowa's entire economy suffered.

The ag crisis served as a catalyst for change in Iowa. Iowa's political leadership quickly developed a plan to rebuild and diversify Iowa's economy. An important part of this plan was to use the research capacities of its three state universities as economic development engines. It was at this juncture that Iowa State University, in particular, as Iowa's land-grant university, began a more rapid move from outreach to engagement [involving economic, agricultural and rural, and academic engagement].

**Economic Engagement.** The most visible evidence of the university's evolution from outreach to engagement is its involvement in the economic development of Iowa.

As a result of the ag crisis of the mid-1980s, Iowa State developed an economic development plan and

launched several new technology development and technology transfer initiatives to support this plan, and a significant number of these initiatives were in non-agricultural areas. . .

**Agricultural and Rural Engagement.** Even with a stronger and more diversified industrial sector, the foundation of Iowa's economy will continue to be agriculture. That's why two of the three goals of Iowa State's economic development plan focus on strengthening production agriculture and developing new products and markets for Iowa's ag commodities, which has resulted in an increased engagement with Iowa's agricultural sector. . .

**Academic Engagement.** As Iowa State University moved from outreach to engagement in research and outreach areas, a similar evolution of Iowa State's undergraduate education programs started. . . The result has been a rapid growth in the number of undergraduate programs and courses that engage students in real-world activities. For example, the College of Engineering requires all bachelor's degree graduates to have a co-op or internship experience. Several corporate partnerships provide undergraduate business students with real-world business experience. "Project Opportunity" provides education students with partnerships with 13 area public schools. In addition, engagement with the Iowa business community and business people wanting to improve their opportunities for advancement were the primary reasons Iowa State launched its Saturday MBA program in 1992.

of society where our influence is not felt. In health care, education, public administration, science, agriculture, the arts, humanities, and technological innovation, our graduates lead the way—and our research defines the future. Our institutions' commitment to their public purpose has helped lead the United States from an agrarian past through the Industrial Revolution, the Space Age, the Information Age, and into today's emerging Age of Telecommunications. We are the stewards of a great tradition.

Land-grant institutions, designed more than a century ago to provide a new kind of education to suit the needs of agricultural workers and industrial labor, have developed that mandate into an impressive combination of on-campus instruction, world-class research, and off-campus outreach and service. We have remained constant to our mandate while developing it into an instrument of national purpose. That accomplishment remains our signature contribution to American life.

Why, then, the need for change? Who says we need to do more? And what exactly is it that we need to do better? The answers to these questions lie in the many forces, internal and external, bearing down on us. The nature of the service required of us is under revision, with profound implications for how we do our work and what we consider important.

### Rising Frustration: A Bill of Particulars

Among the significant issues we face is growing public frustration with what is seen to be our unresponsiveness. Despite our accomplishments, the attitude is very much “What have you done for me, lately?” In some ways, this development is simply the latest

## The Ohio State University: From Outreach to Engagement

If universities ever really existed as “ivory towers” the drawbridges were lowered a long time ago. Even in its inception during the 1870s and the industrial and agrarian revolutions in middle America, Ohio State already bore a deep responsibility to serve the people of Ohio. A legacy of more than 300,000 living alumni testifies to the education we have provided and the impact our graduates are making on their communities. And the work of our faculty and staff in our hospitals, clinics, regional campuses, extension offices, and industrial research programs weaves a tapestry of partnership across our state. . . .

[In the early 1990s] Ohio State, like other institutions of higher education, needed to demonstrate that it continued to deserve public support. Restructuring was a part of that effort, as were improving the student experience and focusing on quality. But we were compelled to move the university forward by much more than that. We needed to create a culture shift that looked beyond our boundaries and outside of our traditions. We needed to transform ourselves from a land-grant university with strong outreach units to an engaged 21st century institution—one with living and lively collaboration with our partners in education, business, industry, and the community. . . .

Through the efforts of The President’s Council for Outreach and Engagement, and its partners OSU CARES and Campus Collaborative, several exciting projects and programs have emerged including:

**Campus Partners**, an urban revitalization program that unites business leaders, city officials, schools, neighborhood residents, students, faculty, and staff in efforts that improve the quality of life in the university area. . . .

**Outreach and Engagement Leadership Symposium** provides a campus-wide forum for examining the role of outreach and engagement in the 21st century university. . . .

**Outreach and Engagement Database**, now under development, will catalog the university’s statewide, national, and international outreach/engagement efforts and provide institutional access to our many activities and partnerships.

**Ohio Partners and “Making a Difference” Map** are new publications highlighting the university’s engagement activities. Distributed regularly to faculty, staff, state officials, and the general public, they help create awareness of the university’s many outreach and engagement efforts.

**Roads Scholars Tours** give Ohio State faculty a firsthand look at the ways the university is forging partnerships with business, industry, and the community. . . .

These and many other initiatives are helping Ohio State move from an institution that merely reaches out to one that is actively and continuously involved in the life of our communities [and] provide a structure. . . . to identify community needs and evaluate the impact of our efforts.

manifestation of the old complaint about the “ivory tower,” but we think it a mistake to dismiss it as nothing more than that. At the root of the criticism is a perception, fair or unfair, that we are aloof and out of touch, arrogant and out of date.

A wide variety of studies, reviews, focus groups, and “visioning” activities in recent years provide a coherent and consistent picture of public perceptions of the academy. This picture represents, if you will, a “bill of particulars” to which institutional leaders must attend. According to these views, our institutions are slow and unwieldy, so intent on studying things to death that it is impossible to get timely decisions or responses out of them.

Part of the problem is the decentralized nature of academic governance. To the non-academic, the university is a near-inscrutable entity governed by its own mysterious sense of itself. It’s difficult to get a grip on this institution, understand its points of leverage, and find a way through the academic maze. Even when we, as leaders of these institutions, understand clearly what we want to accomplish, we are sometimes not entirely clear on how to proceed.

Another part of the problem is that although society has “problems,” our institutions have “disciplines.” According to the bill of particulars, we are so inflexibly driven by disciplinary needs and concepts of excellence grounded in peer review, that we have lost sight of our institutional mission to address the contemporary multidisciplinary problems of the real world. Our departments, the allegation holds, are self-contained silos, frequently bearing little relationship to the challenges facing

our society. We hear complaints that even the action-research agendas of faculty members are so narrowly focused, theoretical, and long-range that they are little more than fingers in the dike behind which are building up vast, complex economic and social pressures requiring immediate attention of the most practical kind.

It needs to be said that these studies also indicate that most Americans actually know very little about American higher education. They don’t understand its structure or purpose, even less how it functions or how it is financed. But that is almost beside the point; in today’s environment, perceptions quickly define reality. The fact is that the public, while thinking highly of us in many ways, has a lot of complaints to make.

And some of the complaints have a reasonable foundation. Without conceding the general indictment, we note that almost all of the problems of contemporary America require interdisciplinary solutions. They cannot be attacked solely from the perspective of a single discipline. And, all of us understand that our outreach activities are not always what they could be. In some schools, colleges, and programs, we often find too many disconnected “outreach” activities. In other areas, we have rested on our laurels. Tacitly excusing our inattention to the problems of urban America, for example, we point to our work in rural communities as evidence of our commitment to outreach, overlooking indications that many of our traditional approaches in rural areas are tired and behind the times.

In the end, what the bill of particulars adds up to is a perception that,

despite the resources and expertise available on our campuses, our institutions could be better organized to bring them to bear on local problems in a coherent way.

## Other Pressures

Meanwhile, a number of other pressures present themselves. They include enrollment pressures; long-term financial constraints and demands for affordability and cost containment; a growing emphasis on accountability and productivity from trustees, legislators, and donors; and urgent requests from policymakers for solutions to national and international problems of all kinds, the resolution of which depends heavily on data and research that we are in the best position to provide.

In a seminal paper presented at a United States Agricultural Information Network National Conference early in this decade, G. Edward Schuh, then Dean of the Humphrey Institute of Public Affairs at the University of Minnesota, identified a number of mega-trends affecting the public mission of land-grant universities.<sup>1</sup> He cited in particular, economic change, new developments in higher education, the changing nature of the constituents we are called on to serve, and the value of our basic product, intellectual capital.

### **Openness of National Economies.**

The new openness of national economies in an era of burgeoning international trade is one of the trends Schuh identified. National and international economic developments have had profound effects on the relative

economic position of the United States and on its scientific and technological leadership, he pointed out. At the end of World War II, America accounted for 50 percent of global GNP, and pretty much dominated the world's science and technology. As the century draws to a close, we account for about 25 percent of global GNP and our share of global R&D continues to decline. Should this decline in share continue, our ability to engage productively with our communities, states, and the nation and the world, will doubtless become an issue.

### **The Shape and Nature of Higher Education.**

At the same time, the very nature of American higher education, its public shape, and its support mechanisms have changed radically. And they promise to change more.

In just the last generation public four-year higher education in the United States has grown enormously. The number of four-year public institutions increased dramatically and enrollment mushroomed. Since 1965, in fact, Americans have created an entirely new set of public institutions in the form of a nationwide network of two-year community colleges. Community colleges represent new ventures in the outreach business.

Meanwhile, federal and state financial support is delivered increasingly through student aid instead of institutional support. Since Schuh offered his observations, a new factor has arrived on the scene: Many public leaders are expressing growing interest in alternate forms of educational delivery, some grounded in the profit-making sector, others heavily reliant on the Internet and emerging telecommunications. It is

not too much to say that much of public higher education today operates under the shadow of privatization.

Accompanied by a steady erosion of state funding, we have witnessed growing public anxiety about rising college costs. In some of our institutions, state support for our campuses has fallen from about 80 percent of the budget 20 years ago to 30 percent or less today. Little wonder that a former president of the University of Michigan, James Duderstadt, liked to joke

that he had changed his description of his university over the years. Once, Duderstadt said, he had described Michigan as a state university. Then it became a state-assisted university. Next it was transformed into a state-related university. Near the end of his tenure, he quipped, he found himself describing the University of Michigan as a state-located university.

Changes in state backing and the new shape and nature of public higher education itself are issues with

## The Pennsylvania State University: An Engaged Institution

Penn State, like all land-grant institutions, was created on a foundation of active partnerships between higher education and the agricultural community, government, industry, and the public... Every aspect of the University's long-term strategic planning and budget reallocation is informed by the valuable input received from these constituencies. A recent statewide survey indicated that one in every four Pennsylvanians had participated in a Penn State program within the previous year—a testament to the level of interaction between the institution and its public. . .

**Engagement with Business.** Penn State's history of involvement with business and industry across the state—through faculty connections, student internships, trustee appointments, technology-transfer programs, and more—has resulted in a tremendous economic impact. Penn State research generates nearly 14,000 Pennsylvania jobs annually. The latest comparative data rank Penn State first among public universities nationally in industry-sponsored research. Including investments from 379 Pennsylvania companies supporting more than 800 projects, Penn State conducted \$58.3 million in such research in fiscal 1997. . .

**Engagement with Students.** Penn State in recent years has devoted considerable resources to reorganizing its administrative structure and campus-specific program to better serve the modern needs of students with fast-

track career goals, family and location constraints, and interests in new technologies. One example of Penn State's concentration on the academic needs of the communities where its campuses are based is the recent reorganization of the Commonwealth campuses to allow more degree programs at more locations, making it easier for place-bound students to earn their degrees. . .

**Engagement with Communities and Others.** To stress the importance of engagement with the public, Penn State's Faculty Senate has incorporated a measure of faculty outreach activities in its promotion and tenure review process. . . Penn State outreach programs serve more than five million people. These efforts are seen by many faculty as a logical extension of their instructional responsibilities—part and parcel of what it means to be a teacher. . .

**Engagement with the Future.** A new initiative, The World Campus, launched this year with support from the Alfred P. Sloan Foundation, reflects ambitious distance education goals that bring instruction in some of Penn State's signature courses to users wherever they may be through the Internet and other technologies for undergraduate and graduate degree work, professional certificates, and continuing education credits.

The World Campus is just the latest initiative that harkens back to Penn State's historic land-grant university status.

## Portland State University

Portland State University (PSU) has moved beyond outreach and service to a campus-wide commitment to engagement. . . [T]he institution has redesigned its teaching, research, extension and service functions to become more sympathetically and productively involved with the Portland metropolitan community. . . The engagement agenda that characterizes PSU today emerged from. . . a confusing. . . external image and from a series of long-term reductions in state support for higher education. . .

There is a history in higher education and a tendency of academics to “serve” the community by offering resources—student help, faculty expertise, training and classes, and so on. During recent years, that thinking has been adjusted to a mentality of collaboration and a vision of engagement with community. The engagement has taken multiple forms with different loci across the PSU campus. Those forms include community-based teaching and learning activities; research and development efforts; program and curriculum planning; and program implementation and offerings...

**Community-based Teaching and Learning.** Since 1995, the number of community-based learning courses increased from 8. . . to 150. . . in 23 departments. . . Those courses originated as traditional disciplinary courses, but have been transformed by integration of community work with a direct relation to the academic content. . . Another form of community-based learning takes place in senior capstone courses. The capstones are designed as team experiences to address a significant

community issue or need. Faculty, students, and community partners work together to design the capstones, to implement them and to assess them. In 1997, four pilot capstones were initiated for development and study. In 1997–98, 1,000 seniors participated with faculty and community partners in 50 capstones, and 70 are planned for 1998–99. . .

**Research and Development.** A traditional approach for faculty research has been to use communities as research samples or contexts for study. Currently a significant number of PSU faculty collaborate with community partners in the planning and design of research projects. Instead of research questions derived from a disciplinary knowledge base, their questions emerge from community issues and needs and are supported by the knowledge base. . . From 1995 to 1998, more than 45 such research projects were documented.

**Program Offerings.** Development. . . of a number of undergraduate and graduate programs has recently been planned and carried out in partnerships with the School of Extended Studies. . . A striking example. . . is the statewide Masters in Business Administration, with campus courses distributed to 15 sites throughout Oregon. . . Similarly, a master's degree in curriculum and instruction has been offered in Lincoln City, Salem, and Hood River in cooperation with local school districts. . . Currently, PSU's innovative Freshmen Inquiry courses are offered collaboratively by teaching teams with participation from neighboring school districts and community colleges.

profound implications for our ability to carry out our public mission. However we measure state financial support—adjusted for inflation, per-student funding, or as a proportion of total state budgets—it has declined practically everywhere in recent decades.

**New Kinds of Constituents.** Simultaneously, our basic constituency, our students, is undergoing its own metamorphosis. Created to serve an agrar-

ian society, we exist today in an urbanized one. Indeed, the 1990 Census indicates that a profound, practically unnoticed, human migration occurred within the United States, every bit as significant as the rapid urbanization of America in the first decades of this century. By 1990, for the first time in our history, more Americans lived in suburbs than in cities. As this migration has matured, many inner-city communities have all

but collapsed and many rural areas have struggled to preserve their economic and social vitality.

At the same time, the minority proportion of the nation's population has grown and diversified rapidly, women have entered the workforce in record numbers, and the aging of the American population has transformed our campuses. In the face of these developments, the relative political importance of rural issues for campus support has changed, the intensity of arguments about the relevance of the traditional liberal arts has accelerated sharply, and the utility of a traditional calendar, offered for the convenience of traditional students, increasingly has been called into question.

#### **Intellectual Capital as an Asset.**

Today, notes Schuh, the importance of intellectual capital as an engine of economic growth, and the consequent need to protect it, is increasingly recognized nationally and internationally. So in the 1990s, for the first time, we began to see bilateral and multilateral trade negotiations begin to hang on issues of intellectual property, while rights to patents and the other economic fruits of the research process begin to become an important potential revenue stream for major research universities.

**Implications.** Several implications for our institutions and for the preparation of our students flow out of all of this. Schuh identified several of them.

First, there is growing pressure on our universities for internationalization. In the face of open markets and open economies—and the global nature of many of the issues our

research addresses—it is time we faced openly what we have always acknowledged among ourselves. Our research needs to be global, not insular, and our students need to be equipped to compete in an increasingly internationalized economy.

Second, the drive for greater academic economy, for greater efficiency and effectiveness, will continue unabated. Undoubtedly, we will be called on to pare down further, shed a few more pounds, and become a bit more efficient. As financial support increasingly depends on student aid, we will also have to become more aggressive, both in recruiting students and in raising funds. Most of us are already in the midst of dealing with these new realities.

Third, we need to do a better job of serving our educational constituents. We know that we have already served them very well. We will have to do better in the future. By constituents, we mean our students and we mean the various publics that support them and us. With a more diverse and older student population, we need a more diversified set of educational offerings. As people mature and move through successive careers, we need to be there to help them retool and retread, with special courses and offerings available at their convenience. Above all, we need to reach out to our communities with the special resources we can bring to bear on their problems—knowledge, technique, scholarship, and science. New knowledge is the value we add as the nation approaches a new century. Research is the well from which we draw, and the quality of that research will determine the quality of the contribution we can make.



Against that backdrop, this Commission concludes that our institutions must offer first-rate undergraduate and graduate programs that prepare students to respond effectively to the complex issues of the society they will enter while promoting social responsibility and creating good citizens. Moreover, we must directly respond to the social and economic concerns of the communities we serve. An institution that responds to these

imperatives will be involved with its students and community in such meaningful ways that the students can advance local interests while the community relationships simultaneously improve the institution's educational and research missions. Such a university may properly be called what the Kellogg Commission has come to think of as an "engaged institution."



# The Engaged University



IT IS TIME to go beyond outreach and service to what the Kellogg Commission now defines as “engagement.” By engagement, we refer to redesigned teaching, research, and extension and service functions that are sympathetically and productively involved with the communities universities serve, however community is defined.

This Commission defines engagement as something that goes well beyond Cooperative Extension and conventional outreach. It even goes beyond most conceptions of public service. Our inherited ideas emphasize a one-way process of transferring knowledge and technology from the university (as the source of expertise) to its key constituents. The engagement ideal is profoundly different; embedded in it is a commitment to sharing and reciprocity. By engagement the Commission envisions partnerships, two-way streets defined by mutual respect among the partners for what each brings to the table.

Such partnerships are likely to be characterized by problems defined together, goals and agendas that are shared in common, definitions of success that are meaningful to both university and community and developed together, and some pooling or leveraging of university and public and private funds. The collaboration arising out of this process is likely to be mutually beneficial and to build the capacity and competence of all parties.

One member of our Commission got to the heart of the matter in describing

a community needs-assessment with which his research-intensive institution was involved: “Our attitude is: ‘If it’s part of the community’s agenda, we want to think about how we can make it part of ours.’”

Universities can make the community’s agenda part of their own in a number of ways. Some are administrative and managerial—perhaps providing a single point of contact for entering the complex modern university. Others are academic and scholarly—providing specialized technical assistance of one kind or another to a local community group. And most are likely to be time-bound in some fashion, with some issues requiring emergency rapid responses, others susceptible to a one-year or multi-year commitment, others requiring long-term research agendas—with the most complex and difficult challenges often requiring all three.

It hardly needs to be said that partnerships of various kinds are uniquely embedded in our land-grant mission and tradition. They are derived indeed from the public purpose of our institutions. The land-grant movement was motivated, in part, by a recognition that public higher education needed to attend to the problems of the community supporting it and direct its teaching, research, and service toward the issues of the day. In the last century, the problems demanding attention were found in agriculture, rural development, mining, engineering, and the need for military officers.

## Rutgers, The State University of New Jersey

Established by royal charter in 1766 as Queen's College and the eighth oldest institution of higher learning in the nation, Rutgers, the State University of New Jersey, is unique in American higher education as the only colonial college that went on to become both a land-grant institution and a state university. . .

Rutgers is engaged with all levels of society: state and local governments, NGOs, corporations, municipalities, and individuals. Rutgers faculty are policy-makers, planners, investigators, pollsters, advisers, and communitarians tackling the challenges and problems that shape New Jersey's future: health care, education, the environment, workforce, technological innovation, lifelong learning, diversity, and economic development. In turn, these activities are funded from a variety of sources including all levels of government, corporate contracts, partnerships, private donations, university funds, and volunteered services. . .

**Organizational Issues.** Like other land-grant universities, Rutgers has grappled with organizational issues that have an impact upon fruitful engagement. These include the delivery of service, faculty rewards, and resources: human, physical, and financial. While

centers, bureaus, institutes, and academic departments have traditionally provided the essential locus or origin of outreach activities, our experience leads us believe that rapidly emerging societal needs may better be addressed by alternative structures such as...flexible-team approach[es], especially as interdisciplinary approaches to the solution of societal challenges are becoming more the norm.

**Faculty Incentives.** Faculty reward structures are also critical to successful engagement. At Rutgers, this is being addressed by dedicating a growing amount of faculty compensation through the allocation of merit awards. The awards are determined largely by the faculty themselves with sufficient flexibility to allow academic units to determine their own balance of teaching, research, and service that is most appropriate to the mission of their unit and the individual strengths of the faculty. Although scholarship continues to be heavily weighted in tenure decisions, Rutgers has moved in recent years to allow increasing flexibility for other criteria to be considered in promotions subsequent to tenure, and for their assessment during periodic post-tenure reviews.

Today the problems have changed, but the animating impulse remains the same: we must direct teaching, research, and service toward the challenges of contemporary society.

### Changing Nature of Engagement

We believe an engaged university can enrich the student experience and help change the campus culture. It can do so by enlarging opportunities for faculty and students to gain access to research and new knowledge and by broadening access to internships and various kinds of off-campus learning

opportunities. The engaged institution must accomplish at least three things:

- It must be organized to respond to the needs of today's students and tomorrow's, not yesterday's.
- It must enrich students' experiences by bringing research and engagement into the curriculum and offering practical opportunities for students to prepare for the world they will enter.
- It must put its critical resources (knowledge and expertise) to work on the problems its community faces.

**Potential Students.** It is hard to find anyone who disagrees with the proposition that lifelong learning is a prerequisite as the United States enters a new century and that we need to create the conditions for maintaining a “learning society.” The data are incontrovertible:<sup>2</sup> part-time students are the fastest growing population in higher education, and most of them seek a degree; white males will be a smaller and smaller proportion of the U.S. workforce; our student body is gradually becoming older; most master’s

degree candidates attend part-time; and enrollment in independent study programs is increasing. Indeed, the data indicate that executive and professional personnel are the largest population group seeking job skills, in part because the rapid development of an economy grounded in information and telecommunications means that they have to struggle to stay abreast of the latest developments.

The future looks like more of the same: we have to be prepared to deal with an older, more diverse, often

## Engagement: A Portrait of Tuskegee University

Founded in 1881 only 16 years after the Civil War ended, and only 40 miles from the original capital of the Confederacy, Tuskegee University’s very establishment was an act of engagement, which included the local community, the State of Alabama, and private philanthropy.

Tuskegee University is a national, independent, co-educational institution of higher learning that has an historically unique relationship with the state of Alabama and performs a land-grant function as a member of the “1890 institutions.” With distinctive strengths in the sciences, engineering and other professions, the University’s basic mission is to provide educational programs of exceptional quality. . .

[After the Civil War], Lew Adams, a former slave and a local community leader, wanted a school for black people. Col. W.F. Foster, publisher of the Macon Mail, needed the support of black voters to win election to the Alabama legislature. Adams promised to deliver the black vote if Foster would [support a school].

Foster won election [and] introduced legislation. . . authorizing \$2,000 for salaries in support of the proposed school to “train colored teachers.”

A local church provided the building, 30 adults were recruited, and Booker T. Washington was recruited from Hampton Institute to be the first principal. “Engagement” was a reality. . .

When the Southern economy of the post-Civil War era faltered, it was the genius of Dr. George Washington

Carver, who introduced crop rotation and other scientific inventions, which revolutionized Southern agriculture.

Thus the concept of Tuskegee as an engaged university is indeed as old as the University itself. The founder was particularly determined to minimize any barriers. . . which would prevent the collective competencies of Tuskegee from being shared with the external community. “If the people can’t come to Tuskegee, then Tuskegee will go to the people,” Washington insisted. In 1899, Dr. George Washington Carver developed plans for a mule-draw wagon to carry farm implements, dairy equipment, seeds, and other items into surrounding rural communities to demonstrate improved agricultural methods of farming. . .

[Today], Tuskegee University continues to engage [and] to champion the special needs of the nation’s under-served with a focus on the challenges that face African Americans. [K]ey recent developments are. . . construction of the Kellogg Conference Center; designating an associate provost to manage engagement and outreach; participation in the Southern Food Systems Education Consortium; assisting nine Alabama communities apply for designation as federal Empowerment Zone/Enterprise Communities; helping Macon County establish a Community Development Corporation; and a variety of partnerships to encourage minority students in public schools consider research and engineering careers.

more highly educated, group of students, many of them interested in polishing their skills through part-time study in undergraduate, graduate, and professional programs of study.

We simply must respond to those demands while recognizing that the society in which they are made has changed dramatically. Single women head many more American families than they ever have before; America became “urbanized” in the first half of this century and “suburbanized” as it draws to a close; job growth is fastest in occupational groups requiring more education; knowledge is becoming a more important factor in work life at the very time our labor force is aging; job security for all workers appears to be a thing of the past; and the older population is working longer and retiring later.

The implications for our institutions are clear. Public colleges and universities, created to respond to the needs of very young, rural white males working in stable industries and communities, can look to a future in which their mission will require them to respond to the needs of considerably older men and women, many of them minorities, and most of them from urban and suburban communities in which the outlook for employment security is often bleak, and social civility is sometimes hard to find. These new conditions present us with a formidable new agenda.

**Preparation for Life.** One of the major premises of this report is the conviction that an increasing proportion of our population “must constantly integrate new knowledge into their everyday activities” in the words

of Mary Walshok, in *Knowledge Without Boundaries*.<sup>3</sup> She argued that in the near future all Americans will need a “knowledgeable base” from which to make informed, considered judgments in their varied roles as professionals, citizens, and members of their families and communities. The Commission believes that promising ways of creating that knowledgeable base include integrating the community into the academic experiences of our students and engaging our students in meaningful research.

As NASULGC’s Council on Academic Affairs suggested to the Commission, students are one of the principal engagement resources every university possesses. Developing student talents represents one of the major contributions we make to our communities. At the same time, our institutions need to work harder to create and maintain internships, practicums, and service-learning opportunities of many kinds, particularly for undergraduates. Such opportunities undoubtedly help everyone involved—student, community, and institution. Students acquire a sense of citizenship and community responsibility and stewardship; they develop valuable employment skills; and they broaden their horizons and experiences. Community leaders, for their part, are able to become better informed about the institution; they often obtain a sense of satisfaction from helping a student develop; and they clearly gain the benefit of the students’ skills and expertise. For its part, the institution is able to diversify its repertoire of instructional approaches, improve instructional quality, and enhance the community’s sense of goodwill. Engagement as part of the

student experience makes winners of us all.

Nor should we overlook the opportunities to improve students' exposure to research in this service endeavor. Problem-solving, critical thinking, working with others, and clear communication through improved speaking, writing, and listening are all skills polished by participating in research activities. There should be little distinction in our minds between the benefits

of students participating in research and in public service.

### **Putting Knowledge to Work.**

Finally, the application of knowledge is the unique contribution our institutions can make to contemporary society. Because we perform the lion's share of the basic research in this country, new knowledge is a distinctive thing we bring to the table.

## Salish Kootenai College and the Flathead Indian Reservation

The principal characteristics of Indian life in Bicentennial America were poverty, brevity, and illiteracy. Indian tribes ranked last in every government measure of employment, income, health, life expectancy, and educational attainment. The data were shocking:

- Indian unemployment on reservations averaged 50 percent, with some reservations reporting 80 percent.
- The average Indian income of \$1,500 was about 25 percent of the national average.
- Indians led the nation in health problems: hepatitis, tuberculosis, alcoholism, suicide, accidental death, ear disease and respiratory infections.
- The Indian infant mortality rate was 50 percent higher than the national average.
- Indians had an average life span of 44 years compared to 65 years for all Americans.
- Less than 20 percent of all Indian adults completed high school.
- Only 3 percent of Indians who enrolled in college received a degree.
- Only 1 percent of Indian college graduates earned a graduate degree.
- In 1976, Montana colleges and universities conferred degrees on 5,232 graduates; 80 were Indian (23

associate degrees; 55 bachelor's degrees; 2 master's degrees; 0 doctoral and first-professional degrees)

- Two research studies reported that only 40 Indians from the Flathead Reservation earned college degrees between 1935 and 1976.

New tribal educational leaders and new business leaders believe that both the Indian people on the Flathead Reservation and the tribe as a whole would be better served, their lives improved, and the tribe strengthened if a tribal college were created. . .

Salish Kootenai College was established by the Tribal Council in 1976. It appointed a Board of Directors with a full charter of powers to carry out the development and operation of the College. . . The College began with no land, no budget, no classrooms, no faculty, and no library. However, it had an advantage over existing public and private colleges and universities: it promised to serve the needs, and develop the talents of, Indian people on the reservation. That promise made all the difference.

The College began to gather resources to create instructional and support programs. It had the simple idea that Indian people and Indian organizations knew the degree and certificate programs that they wanted. In addition, it decided to ask them. In the first ten years, it completed three educational need assessments and the data from those surveys became the degrees and certificates that the College offered.

In her book, Walshok discussed the nation's research universities and what research can mean in such areas as economic and community development, professional practice, workplace improvement, and civic life and democracy in the United States. As she points out, all fields of knowledge—from the arts, humanities, and social sciences to the biological and physical sciences and professions—have undergone major transformations and paradigm shifts as a result of new research findings. Such developments in new knowledge and theory continuously transform how we understand our world and how we shape our physical, economic, and social systems.

Here, the list of potential areas for our engagement is endless. Hardly any of our institutions could commit themselves to the entire array. But each of us can commit ourselves to many of them, and the whole of our efforts will far exceed the sum of the parts. Among the issues calling for thoughtful engagement by university leaders we find:

The entire panoply of problems incorporated in the phrase **education and the economy**—require attention. These issues include maintaining the nation's competitive edge; improving the skills of unskilled labor and creating career ladders for entry-level workers; developing the manufacturing abilities of small- and medium-sized American firms which are creating most new jobs; improving basic educational skills; addressing the shortage of scientists and engineers in the United States; and improving schooling in urban America and low-income rural areas. Perhaps our greatest opportunity

to make a contribution in this whole arena lies in improving teacher preparation on our own campuses.

The traditional mainstays of extension on our campuses, **agriculture and food**, require renewed attention. The Green Revolution sparked by our research has helped feed the world by hiking farm productivity to levels that once seemed unattainable. We need a similar Food Safety Revolution. Our farms and food-production industries are this nation's greatest source of ever-renewable wealth, but serious problems persist on the land. The use of fertilizers and pesticides has boosted production but given rise to real and growing concern about food safety and toxicity in our soil and waterways. America's eating habits are changing, as new links are discovered between nutrition and health. Our research agendas must engage these issues.

Our universities need to return to their roots in **rural America** with renewed energy for the new problems of a new day. The changing economics of family farming present new challenges for agricultural innovation and rural economic development. Corn prices today, for example, are basically what they were a generation ago, although the cost of production (and prices for practically everything else) have increased many times over. What can only be understood as an economic meltdown in many small farming communities has been accompanied by the collapse of social and economic structures in many rural areas. Rural schools have been particularly hard hit, but their situation is but a symbol of the frayed social fiber holding sparsely-populated areas together. The future



## The Great Cities Program at the University of Illinois at Chicago

UIC's Great Cities program expresses the university's commitment to direct its teaching, research, and service programs to address urban issues in the Chicago metropolitan area. Great Cities refers to the mission of the university as a whole, and as such encompasses work done by hundreds of faculty and university departments.

The Great Cities concept combines the older "urban mission" of the urban campus of the University of Illinois with the Carnegie Commission Research I designation that the campus achieved in 1983. The . . . concept rests on the idea of a close relationship between research and the issues faced by people and institutions in the metropolitan area. . .

UIC's engagement includes virtually all aspects of society. With a university hospital and a full complement

of health sciences colleges, UIC is engaged with partners in all aspects of health and healthcare, from individual patients to neighborhood, city and state health centers and public agencies, to pharmaceutical corporations and professional associations. As a partner in the Chicago Technology Park, UIC works with city and state agencies and other institutions. . . on issues of technology transfer. The colleges of business and engineering have multiple partnerships with companies ranging from Fortune 500 corporations to family- and minority-owned start-up firms. The college of education has extensive contacts with individual schools throughout the metropolitan areas. . . Other colleges work with neighborhood organizations, civic groups, government departments, legislators, and other partners throughout the world.

for small farmers is hardly promising. Can our expertise help cushion the landing? How can the rural economic infrastructure be rebuilt? Finding the will and the way to address such challenges provides us with fresh opportunities to deepen and extend our roots in rural America.

Despite the nation's massive investment in **health care**, an enormous agenda remains before us. Much of it requires additional basic research; a great deal of it involves improving the delivery of services. We have some promising signs of progress, but cancer is still not cured, AIDS remains a frightening epidemic, and Alzheimer's Disease continues to rob the elderly of their memories and their families of peace of mind. Many other conditions—ranging from heart disease, stroke, and blindness and deafness to debilitating spinal cord injuries, emotional illness and depression, and

infectious disease—await the cures, insights, and treatments under development on our campuses.

It need hardly be said that we need a new emphasis on **urban revitalization and community renewal** comparable in its own way to our rural development efforts in the last century. Here the list of urgent issues requiring priority attention is overwhelming: improving the life chances of low-income, minority families in violence-wracked inner-city communities; providing the services needed to maintain family stability as welfare reform requires the mothers of infants and children to leave the home for the workplace; replacing crumbling highways, bridges, and water and sewer systems; rebuilding housing stock and providing market structures to encourage minority-owned businesses; improving public schools while maintaining access to higher education; and

trying to find ways to make work both available and attractive as employers move decent jobs out of town and many jobs abroad. The needs of urban America, and of the poor and working-poor families found there, present us with a full and complete agenda that is sobering in its scale and magnitude.

A special word is needed also on the challenges facing **children, youth, and families** in the United States.

Reported incidents of child abuse are on the rise, and educators note small children arriving in kindergarten unprepared for the demands of learning. Adolescent turmoil reaches new limits, with teenagers precociously producing off-spring while little more than children themselves. Youth alienation from the larger culture can be tracked in data about teenage use and abuse of alcohol, cigarettes, and other drugs. And it's no secret that the family itself, society's shock absorber of change, is in trouble. Divorce rates soared in the 1960s and 1970s and have remained high. Finding time for parenting in single-parent and two-income families is often a major cause of stress, for both adults and children. Research, experience, and common sense tell us that anything we can do to strengthen the family will pay big dividends in the years ahead.

Finally, we need to redouble our efforts to improve and conserve our **environment and natural resources**. Major portions of the nation's (and the world's) surface are befouled. Evidence is practically everywhere around us that our insensitivity to the natural environment is reaching its limits—acid rain, contaminated groundwater, holes in the ozone layer,

and fisheries polluted with farm-waste and the run-off produced by clear-cutting timber and abandoning mines. In some years, recreation and tourist interests on both coasts have to contend with polluted beaches. The periodic newspaper dramas about the difficulties of disposing of nuclear wastes have given rise to new fears of a “mobile Chernobyl.” Sooner or later, it seems, nature strikes back.

**Tools at Hand.** It must be said that we come to this work with considerable experience to draw on. Next to access, outreach and service have been our institutions' distinctive hallmarks. In pursuit of that service mission, our institutions have created a remarkable array of institutional resources and capabilities designed to extend the campus's reach:

- continuing education through off-campus and extended degree and credit programs, including instructional telecommunications and distance-education efforts and specialized programs for professional continuing education;
- a number of extension activities including Cooperative Extension (with federal, state, and county partners) and general extension in the form of non-credit continuing education and opportunities for lifelong learning;
- specialized outreach units of various kinds including centers, institutes, special programs and conferences;

- agricultural experiment stations;
- cultural and arts programming and creating a public forum to address community issues, including the maintenance of public radio and television outlets and university broadcast services;
- services to business and industry in the form of specialized programming for industrial and manufacturing concerns and Small Business Development Centers;
- targeted on-campus academic programs such as elderhostel and special opportunities for children and pre-college youth; and
- major investments in health care programming, including hospitals, clinics, emergency care facilities, and area health education centers.

To note that our universities make major contributions to the quality of life in many communities is simply to acknowledge the obvious. They have done so locally; they have done so nationally; and they have done so globally. Properly led, organized, and leveraged with new technologies, organizational structures, and delivery models, many of these activities can be incorporated into the building blocks for the engaged university of the future. In this regard, it is important to consider how to reshape cooperative extension so that it develops into what it has always had the capability of becoming, a powerful organizing center for total university engagement.

## A Daunting Challenge

The changing nature of the engagement agenda, in terms of our students, their preparation, and emerging problems, presents us with a daunting challenge. We are under no illusions about the difficulty of the task we have set ourselves. Simply in terms of the kinds of problems presented to us—in education and the economy, agriculture and food, rural economic development, health care, the family, urban revitalization and community renewal, and the environment and natural resources—an engagement agenda might usefully be developed solely around the domestic considerations involved. But each of them, also, is likely to be most fruitfully approached if examined from an international perspective.

In addition, the new questions before us involve not only important issues requiring the application of hard data and science, but challenging, and frequently fuzzy, problems involving human behavior and motivation, complex social systems, and personal values that are controversial simply because they are important. That is to say, our institutions have always been good in developing responses to technical questions such as “How can we help farmers grow more corn?” But questions such as “How can we help improve the environment?” or “How can we improve the climate for minority Americans?” raise much more complicated challenges revolving around both the organization of our society and its economy and individual behavior and motivation. Part of the challenge of improving public

## University of California, Davis: A Community Member in Good Standing

The University of California, Davis, and, indeed, all land-grant institutions, have an obligation to share knowledge and expertise with the communities we serve. The challenge of engagement today is to expand the philosophy and practice of the land-grant model to reflect the profound transition of American society from a rural, agricultural economy to a largely urban population heavily dependent on technology and information. Our parallel challenge is to move from a knowledge dissemination mode more common in an earlier time to one of engaging in mutually beneficial partnerships with a wide variety of constituents. . .

To be fully engaged is an essential element of the mission of UC Davis, and we are working in many ways to live up to this concept. The following are a few examples, of many that might be cited, of mutually beneficial partnerships in service to society.

- **Partnership Programs with K–12 Schools.** There are more than a hundred distinct programs, in the Division of Education as well as many other campus academic units, which provide resources to address critical issues in California's public schools. . .
- **Planning for Regional Economic Development and Growth.** UC Davis is working with partners in the cities and counties of the Sacramento region in a variety of ways to create a positive vision of our

regional future. In particular, the University works with Valley Vision (the Chancellor is a member of its board of directors), a regional coalition of business, academic, and community groups created to address issues of regional growth and development. . .

- **Human Corps.** This program promotes student involvement in community service and provides a liaison between students and agencies needing assistance. Projects range from short-term to long-term and include. . . teaching adults how to read, adopting a grandparent, or working in a community health clinic.
- **UC Davis Medical Center Clinics.** UC Davis medical students and physicians make significant contributions to the health of under-served populations, particularly in the Sacramento urban area, through their volunteer work at community clinics. . .
- **University in the Library.** California's small towns and rural areas support local public libraries that represent a significant network of learning opportunities. This network is now being enriched by a new partnership [involving] the California State Library and UC Davis. Faculty speakers travel to community libraries. . . to give presentations on topics. . . of particular interest in the community.

education, promoting rural economic development, or encouraging urban renewal lies in the complexity and value-laden nature of the issues involved. These issues raise difficult questions, and the answers to them are likely to be even harder to find.

In each of these target areas and others, our institutions must pay particular attention to the special and distinctive needs of low-income urban and rural communities. It will not be good enough for us to point to a success here and there in communities

that would have found a way to succeed anyway. The true measure of our accomplishment depends on developing and replicating successful strategies for communities which have all but abandoned hope for their future.

However approached, none of the agendas outlined above will be carried to completion by the faint of heart. They will not be solved with simplistic slogans from public officials; they will not yield to the public relations blandishments of the private sector; and

they will not respond to wishful thinking inside or outside the academic community. Each of them will require

the best efforts of us all—and the courage, conviction, and commitment to see them through.





# *From Theory to Action*

## *Reflections on Institutional Portraits*

MAKING ENGAGEMENT REAL on our campuses will require broad strategies to identify community needs, catalogue community resources, highlight academic strengths and capacities, and coordinate the work of many individuals and groups, frequently over long periods of time. There are no quick fixes or painless solutions for many of the challenges our states and communities face.

The Commission is convinced that universities and colleges can no longer be self-contained. Engagement essentially asks us to learn how to open ourselves structurally to external influence while insisting that the world beyond the campus grounds respect the imperatives of the university. This will not be an easy balance to master. Achieving it will require us to seriously explore:

- the role of engagement within the university mission so that it is seen both as a central purpose and as a means of enhancing the student experience;
- the organizational dimensions of engagement so that success does not have to depend on serendipity, individual influence, or a charismatic leader;
- the reward and benefits structure for faculty and staff (and students), and the possibility of incorporating “engagement” into that structure; and

- a variety of tools for financing engagement in the midst of constraints on resources.

### **Institutional Portraits**

Because no established body of research could be tapped to explore the degree to which institutions are engaged on a national basis, the Commission encouraged its member institutions to develop exploratory portraits of their engagement activities. The purpose of developing these portraits was to characterize the varieties of outreach and engagement that now exist in order to describe how engagement can evolve and develop. All told, 11 Commission institutions provided us with portraits, excerpts from which appear throughout this document. The portraits, in their entirety, are reproduced in a companion volume to this report.

We hoped that these descriptions would not only assess the impact and scope of involvement with the broader community but also yield an approach that any institution might use to evaluate both the extent of its engagement and how public service is incorporated into its mission and the work of its faculty, staff, and students.

The complete institutional portraits are provided in a companion volume. Here we comment on several lessons we draw from the portraits and offer a seven-part test against which state university and land-grant leaders

can assess their progress toward engagement.

Institutional leaders who want to push beyond the seven-part test outlined below might do well to assess themselves against Appendices C and D. Appendix C reproduces the 1997 matrix of “levels of commitment to service” recently published by Barbara Holland.<sup>4</sup> In addition, to measure the scope and impact of various aspects of engagement, we modified another 1997 assessment approach developed around the health professions by Sherril Gelmon at Portland State University.<sup>5</sup> This approach (included in Appendix D) is thought to be unique for its attention to the impacts of engagement on all participants,

including students, faculty, academic units, the institution, and community participants.

## Themes Revealed

Several common themes or lessons emerge from these portraits. These include:

- **A clear commitment to the basic idea of engagement.** Our portraits reveal a set of institutions determined to breathe new life into their historic mission by going beyond extension to engagement. Whether the situation involves the Great Cities Program of the University of Illinois at Chicago, rural

## Arizona State University

Arizona State University is the only public research university in metropolitan Phoenix, a city of 2.7 million people constituting 62 percent of the state's population, in one of the fastest growing regions of the country. In preparation for that growth, ASU is “one university geographically distributed” with three anchor campuses and an extended campus designed to respond to local needs, national trends and opportunities. Enrollment at ASU's multiple campuses stood at 49,500 in the fall of 1997, and is expected to increase to 75,000 by 2015. . .

ASU has proceeded on the assumption that “engagement” and “partnerships” mean that we are not guests or occasional participants in the leading policy arenas of metropolitan Phoenix, our primary service area. Rather, we see our role as full-fledged, continuing partners bringing what we can to the table, fully cognizant that our contributions must be made in conjunction with the other major partners from the community. We view our contributions as those that are unique to the expertise and mission of the university. . .

Choosing the activities in which the University will engage on a sustained basis occurs in three ways. First, we focus on the community-driven agenda, drawing

heavily on the issues identified through community processes. Currently, involvement with K–12. . . , urban growth management, and environmental quality are at the top of the list.

Second, we continue to develop a longer-term university/community agenda, but one we seek to sustain over a longer period of time. A long-term commitment to strengthening neighborhoods, “building them from the inside out” as one school of thought described it, is an example of one of our longer-term university-identified endeavors.

Finally, we encourage and seek to focus the myriad of individually initiated research and service projects that relate to our metropolitan area. We recently identified 300 such projects in one college alone and conservatively estimate that activities across the entire university double, if not treble, this number. These activities range from seven-figure, multi-year projects, run by one of our major public policy institutes, to small one-faculty, one-group projects. The nature of the activities in each of these three general areas involve University contributions of basic research, application of strategy and techniques, measures of assessment, technical assistance and formal instruction.



## The University of Vermont and the Community: The Path to Engagement

Throughout its history, the University of Vermont (UVM) has managed a creative and somewhat paradoxical conflict between its original identity as a private institution (1791) and its land-grant mission (1865). In its 1988 mission statement, UVM describes itself as a small land-grant comprehensive institution that “blends the academic heritage of a private university with the service mission in the land-grant tradition.” . . .

[In the 1990s] Vermont legislators and many campus faculty and administrators continued to voice their belief that UVM should remain loyal to its Vermont constituents and insisted that the University needed to attend to its stated mission of public service. . .

[M]any faculty at UVM still assume that the land-grant mission is confined to the limited number of academic programs originally affiliated with the State Agricultural College. . . A land-grant mission is better described as a state of mind rather than a definition of particular forms of interaction or particular areas of disciplinary emphasis.

Drawing upon both the traditions of the land-grant movement and contemporary criticism of the land-grant university today, UVM has begun to use the term “engaged university” to describe the features of an institution committed to service to society. The principles [include]:

- The primary purposes of the 21st century engaged university are to conduct research on the pressing

problems facing society today, to promote the application of current knowledge. . . , and to prepare its students to address these problems. . .

- Scholarly work consists of discovery, integration of new knowledge into an existing discipline or body of knowledge, interpretation to a variety of audiences and application of knowledge to a variety of contemporary problems. . .
- The classic tripartite mission of research, instruction, and service must encompass a broader and richer definition of scholarship that supports a full range of inquiry and application both within the . . . environments created by the university and in field, community and other applied settings.
- [T]he engaged university is distinguished by the comprehensiveness of its academic mission and its range of graduate and undergraduate programs and by the effective integration of scholarship and service within both the curriculum and the research mission. . .
- [T]hrough intensive study of a particular discipline at the undergraduate as well as graduate level, as well as by participating in research or field experiences and service-learning opportunities. . . , our students can learn to discover, interpret, and apply the knowledge necessary to address the challenges of society today.

economic development efforts launched by Iowa State University, or the Southern Food Systems Education Consortium involving Tuskegee University, the thread holding them together is a common commitment to staying in touch with needs of real communities. There is no sense in these descriptions of an academic ivory tower, distant from the needs of the real world. Quite the contrary,

what emerges clearly is a portrait of institutions struggling mightily with how best to work with their communities, i.e., how to engage them.

- **Strong support for infusing engagement into curriculum and teaching mission.** These examples also portray institutions wrestling with broader concepts of outreach and service and

struggling to infuse engagement into the life of the institution and its curriculum. At Ohio State University, the challenge was to define a common language so that engagement could be identified as part of the teaching, research, and service mission of the university. The Great Cities program at University of Illinois at Chicago encourages the notion that academic work transcends the artificial barriers implied by categories such as teaching, research, and service. Portland State uses its engagement thrust to support community-based teaching and learning, and effort involving some 150 courses in 23 departments as well as 1,000 seniors participating in community-based “capstone” courses on local issues. Practically every one of the eleven institutions points to interdisciplinary efforts as an important element in their engagement agenda.

- **Remarkable diversity in approaches and efforts.** We were doubtless naive to anticipate we might discern a common pattern in all these efforts. The portraits are marked by a diversity of efforts. The University of California at Davis mounts more than one hundred education initiatives from its campus. Salish Kootenai College explicitly sets out to address the startling rates of poverty, illiteracy, mortality and morbidity among the Salish and Kootenai Tribes on Montana’s Flathead Reservation. And institutional engagement has been built into the strategic planning process

at Rutgers, which uses four criteria to evaluate strategic planning initiatives: excellence; centrality to mission; diversity; and *responsiveness to emerging societal needs*. Penn State thinks of itself as simultaneously engaged with the business community, students, the state, its alumni, and even the world, through its World Campus designed to provide some of the university’s signature courses over the Internet.

In the end, designing engagement is a local activity. It cannot be handed down from on high. But viewed from the ground level of the institution and its partners, the scope and diversity of efforts is impressive.

- **The importance of defining “community.”** Each of these 11 institutions is working with several different communities in many different ways. Engagement at Portland State is intensely related to its host city’s vision of what the local community needs for the future. What emerges from the portrait submitted by the University of Vermont is a clear consensus that research and scholarship need to be put to work on behalf of the citizens of the state. Penn State and Tuskegee consciously extend their concept of “community” to the international stage, particularly international agriculture. Moreover, as several of the portraits make clear, different parts of the local community need to be understood and engaged on their own terms. Large structured systems, such as the local health care community or municipal

government, probably have at least some clear entry points into the university; community-based organizations, on the other hand, probably require help in negotiating the complex modern university. Community, in brief, has many different definitions extending from the neighborhood in which the campus is located to the world.

- **Leadership is critical.** Because universities are, in the terms of some organizational theorists, “organized anarchies,” leadership to create an engagement agenda is crucial. Left to their own devices, most faculty members (and their departments) will bend their attention to the daily preoccupations of research and teaching, satisfying “service” requirements with a campus or faculty committee of one kind or another. “Engagement” to the extent it is thought of at all, will be left to the extension division. Reforming that entire mind-set requires leadership, and it can come from many sources. The University of Illinois’ chancellor initiated the great cities concept and saw to it that his management team served as its champion. Political leaders in Iowa supported Iowa State in an initiative in agricultural biotechnology to help diversify the state’s economy; a similar economic development role at Arizona State is played by business and municipal leaders through groups such as Greater Phoenix Leadership and the Greater Phoenix Economic Council. Whether the leadership is from within or without, engaging

the university requires a particular form of academic leadership calling on presidents, provosts, deans, and department chairs who are open to new ideas, eager to hear new voices, and comfortable amidst the often-conflicting demands of different community partners. Engagement will not develop by itself, and it will not be led by the faint of heart.

- **Funding is always an issue.** Despite the existence of the remarkable variety of funding approaches described in Chapter Two, the lack of stable funding for engagement activities remains a problem. Institutions have attacked the difficulty in several ways. Some institutions (e.g., Salish Kootenai) make a strong case that a major part of their engagement simply involves financing the education of low-income, minority students to address community problems. Others have sought and gained special allocations (one-time or recurring) for specific engagement activities. For example, Iowa State has received special state support for its agricultural biotechnology effort; Portland State has successfully sought funds from the philanthropic community; Arizona State funds its engagement endeavors from a combination of internal university funds, government grants of various kinds, and partnerships with the private sector where they make sense. Finding the funds for engagement, and securing them in a stable way, remains a difficult problem.

■ **Accountability needs to be lodged in the right place.**

Of all the challenges facing the engagement effort, none is more difficult than ensuring accountability for the effort. Here again there are no templates. The department is perhaps the right place, but just as engagement, university-wide, should not be the responsibility solely of extension agents, so too, in departments, it cannot be a responsibility restricted to one or two faculty members. The effort to encourage

accountability must see to it that student needs are served, the quality of community life (however defined) is enhanced, and that engagement flows out of the university's basic mission of teaching and research. In this context, incentives for motivating faculty involvement must be put in place. Practically every one of the 11 portraits cites the need to examine faculty reward guidelines closely to make sure they recognize and reward faculty contributions toward engagement.

## A Seven-Part Test

Seven guiding characteristics seem to define an engaged institution. They constitute almost a seven-part test of engagement.

**1. Responsiveness.** We need to ask ourselves periodically if we are listening to the communities, regions, and states we serve. Are we asking the right questions? Do we offer our services in the right way at the right time? Are our communications clear? Do we provide space and, if need be, resources for preliminary community-university discussions of the public problem to be addressed. Above all, do we really understand that in reaching out, we are also obtaining valuable information for our own purposes?

**2. Respect for partners.** Throughout this report we have tried to emphasize that the purpose of engagement is not to provide the university's superior expertise to the community but to encourage joint academic-community definitions of problems, solutions, and definitions of success. Here we need to ask ourselves if our institutions genuinely respect the skills and capacities of our partners in collaborative projects. In a sense we are asking that we recognize fully that we have almost as much to learn in these efforts as we have to offer.

**3. Academic neutrality.** Of necessity, some of our engagement activities will involve contentious issues—whether they draw on our science and technology, social science expertise, or strengths in the visual and performing arts. Do pesticides contribute to fish kills? If so, how? How does access to high quality public schools relate to economic development in minority communities? Is student “guerrilla theater” justified in local landlord-tenant disputes. These questions often have profound social, economic, and political consequences. The question we need to ask ourselves here is whether outreach maintains the university in the role of neutral facilitator and source of information when public policy issues, particularly contentious ones, are at stake.

**4. Accessibility.** Our institutions are confusing to outsiders. We need to find ways to help inexperienced potential partners negotiate this complex structure so that what we have to offer is more readily available. Do we properly publicize our activities and resources? Have we made a concentrated effort to increase community awareness of the resources and programs available from us that might be useful? Above all, can we honestly say

that our expertise is equally accessible to all the constituencies of concern within our states and communities, including minority constituents?

**5. Integration.** Our institutions need to find way to integrate their service mission with their responsibilities for developing intellectual capital and trained intelligence. Engagement offers new opportunities for integrating institutional scholarship with the service and teaching missions of the university. Here we need to worry about whether the institutional climate fosters outreach, service, and engagement. A commitment to interdisciplinary work is probably indispensable to an integrated approach. In particular we need to examine what kinds of incentives are useful in encouraging faculty and student commitment to engagement. Will respected faculty and student leaders not only participate but also serve as advocates for the program?

**6. Coordination.** A corollary to integration, the coordination issue involves making sure the left hand knows what the right hand is doing. The task of coordinating service activities—whether through a senior advisor to the president, faculty councils, or thematic structures such as the Great Cities Project or “capstone” courses—clearly requires a lot of attention. Are academic units dealing with each other productively? Do the communications and government relations offices understand the engagement agenda? Do faculty, staff, and students need help in developing the skills of translating expert knowledge into something the public can appreciate.

**7. Resource partnerships.** The final test asks whether the resources committed to the task are sufficient. Engagement is not free; it costs. The most obvious costs are those associated with the time and effort of staff, faculty, and students. But they also include curriculum and program costs, and possible limitations on institutional choices. All of these have to be considered. Where will these funds be found? In special state allocations? Corporate sponsorship and investment? Alliances and strategic partnerships of various kinds with government and industry? Or from new fee structures for services delivered? The most successful engagement efforts appear to be those associated with strong and healthy relationships with partners in government, business, and the non-profit world.

## RECOMMENDATIONS

Maintaining institutional commitment for engagement strategies that meet the seven-part test is far from easy. The engaged institution—one that is responsive, respectful of its partners' needs, accessible and relatively neutral, while successfully integrating institutional service into research and teaching and finding sufficient resources for the effort—does not create itself. Bringing it into being requires leadership and focus.

We believe that five key strategies need to be put in place to advance engagement:

- Our institutions must transform their thinking about service so that engagement becomes a priority on every campus, a central part of institutional missions.
- Each institution should develop an engagement plan.
- That plan should encourage interdisciplinary scholarship and research, including interdisciplinary teaching and learning opportunities.
- It should also provide incentives to encourage faculty involvement in the engagement effort.
- Stable and secure funding must be found to support the engagement agenda.

## I. Make Engagement a Priority on Every Campus

**WE RECOMMEND** *that institutional leaders work to make engagement such a priority that it becomes part of the core mission of the university.*

As one of the members of this commission noted during an academic inauguration, the measure of an educated person is defined as much by what that person can do (and has the will to do) as by what that person knows and by how much he or she genuinely notices and cares about the consequences of his or her actions. This applies to our students and to our faculty members. And it applies to our scholars and to our collective work as a community of scholars. “Something is lost when we separate knowledge and responsibility.”<sup>6</sup>

What we have in mind is literally the substitution of the term “engagement” for the word “service.” But the change we seek is much more than simply rhetorical. We hope to change institutional realities as well. Engagement must become part of the core mission of the university.

In this effort, the Commission believes that institutions must be held to very high standards. All existing service and outreach activities must be examined to see if they are truly “engagement” as the Kellogg Commission understands it, i.e., two-way partnerships, reciprocal relationships between university and community, defined by mutual respect for the strengths of each.

We emphasize that in the past service and outreach have often been defined as the manifestation of the land-grant mission, but that

manifestation has been attached to a limited number of fields, primarily in agricultural colleges and through extension services. This attitude must change. The land-grant philosophy of knowledge harnessed to responsibility can be applied in various ways to practically every academic unit. And it can be used to shape and refine undergraduate education and graduate and professional programs, as well as what research is conducted and how it is pursued and disseminated.

Engagement must become part of the core missions of our institutions. We will know we have succeeded when faculty and students at our institutions understand that the land-grant concept is more a state of mind than it is a practical definition of particular forms of interacting with our communities or special offices responsible for managing the relationships.

## II. Develop Plans for Engagement

**WE RECOMMEND** *that institutional leaders develop plans for engagement, plans that recognize engagement is not something separate and distinct from the university but part of its core mission.*

A transformation of attitudes toward engagement of the sort sought by the Commission will not create itself. Planned, purposeful effort will be required to bring it into being.

To that end, the Commission recommends that institutional leaders, including presidents, chancellors, provosts, and deans develop specific institutional plans to advance engagement measured against the template laid out in the seven-part test included on page 29.

These plans should be explicitly designed to assess and monitor each of the seven areas: responsiveness; our willingness to collaborate respectfully with the communities we serve; our capacity for maintaining our role as neutral facilitators; access to our complex institutions; integrating scholarship with outreach, service, and engagement; coordination of the engagement agenda; and the adequacy of resources committed to the task. Among the questions we need to explore in developing this plan:

- Are we asking the right questions and offering our services in the right way and at the right time?
- Do we understand that we have as much to learn from our partners as they do from us?
- How do we maintain our capacity to advance the public interest while maintaining our reputation for neutral facilitation.
- Are members of the public able to negotiate our often-complex structures relatively easily?
- Does the institutional climate foster outreach, service, and engagement?
- Does the left hand on campus know what the right one is doing?
- How do we plan to fund this effort? And are the resources allocated to it sufficient?

To be sure, developing such a plan will be challenging. But time and trouble invested in the effort at the

front end will pay significant dividends down the line.

### III. Encourage Interdisciplinary Work

**WE RECOMMEND** *that institutional leaders find new ways of encouraging interdisciplinary research, teaching and learning as part of the engagement agenda.*

It need hardly be pointed out that the struggle to develop the engaged institution will be won or lost in the motivations of faculty, staff, and students and the incentives available to them. Simply put, if we find ways to evaluate and reward engagement, we will have it; if we do not, we will not.

Scholarship grounded in individual disciplines has been one of the signal contributions our institutions have made to the world. Disciplinary-bound scholarship and research, moreover, will continue to be among our hallmarks. But, as we noted earlier, society has problems while we, for the most part, value our disciplines.

It is clear that attacking most of today's technical and scientific problems, not to mention the nation's serious social challenges, will require cross-disciplinary collaboration and scholarship. In fact, research at the leading edge already acknowledges this reality in many areas. Biology and chemistry are hard distinctions to maintain at the cutting edge of today's science. And it's difficult to know where to assign many of the researchers examining today's challenges to urban and rural America—economics, sociology, or geography.

But research funding mechanisms have yet to catch up to this reality. For

the most part, research dollars flow from public agencies constrained by the same discipline-bound outlook we find on campus. It is time public and academic leaders created some seed capital to encourage more interdisciplinary research.

To that end, we suggest that institutional leaders plan on developing funding for interdisciplinary research and that public officials at the national and state levels place some weight behind their commitment to inter-agency collaboration and cooperation by establishing similar funds.

Academic researchers will pursue research opportunities wherever they are found. If funds are not available to support interdisciplinary research, researchers will seek funds along the traditional disciplinary lines. If, on the other hand, interdisciplinary support becomes available, they will undoubtedly seek it.

### IV. Create New Incentives to Advance Engagement

**WE RECOMMEND** *that institutional leaders develop incentives to encourage faculty and student participation in the engagement agenda.*

Research and scholarship obviously mean discovering new knowledge. But we must also find ways to reward the scholar who steps back from her investigation or his contributions to a scholarly audience in his discipline and looks for ways to put that knowledge to work. Too often, despite our best efforts, we think of teaching, research, and service as separate—and, when counting what is important in compensation and tenure reviews, tend



to overemphasize peer judgments about the importance of research at the expense of student or community judgments about the importance of teaching and engagement.

Two separate and intertwined challenges confront us here. We need to find ways to reward individual faculty members for their contributions to engagement. We also need to think about how departments can make engagement a part of their collective responsibility and how the institution can encourage greater collaboration and involvement across departments and disciplines.

As Ernest Lynton, Richard Chait, Ernest Boyer and other academic leaders have pointed out, thinking about this dual challenge of providing individual and collective incentives to encourage engagement inevitably brings us to shared governance.<sup>7</sup> The sharing of decision making with faculty is a distinctive administrative feature of our institutions. Ideally, faculty participate in decision making in a collaborative way that helps integrate individual faculty contributions into the collective purposes of our institutions.

These academics argue that collaborative task-setting must be accompanied by collective accountability, on a regular basis. Such an approach, according to Lynton, requires that both individuals and academic units assume responsibility for holding up their ends of the bargain. It calls for a new kind of institutional flexibility that permits assigning different profiles of activities to different faculty members (in the same department and across departments). It insists that it is time to re-define scholarship to create a parity or equivalence between teaching,

research, and professional service because each of these is a special form of scholarship. And it suggests that engagement as defined in these terms is not simply a defensive reaction to external pressures but a highly positive step toward re-establishing what the university is intended to be, a community of scholars.

By the same token, as the portraits point out, universities committed to the engagement ethic have found any number of innovative ways to encourage student participation. Internships, co-op experiences, team-learning activities, and capstone courses—all of these and more offer students the incentives they need to participate in service-learning opportunities.

Finally, we point out that providing greater balance in incentive structures to encourage engagement not only requires support from faculties on individual campuses but also more encouragement from accrediting agencies and various disciplinary bodies. We want to note, moreover, that an engaged university cannot be brought into being with a “service” requirement in tenure and compensation reviews that can be met solely through service to campus committees or to disciplinary organizations. Service to campus and discipline is important. But if engagement means anything at all, it reaches beyond the campus and the disciplines that shape it.

## V. Secure Stable and Secure Funding.

**WE RECOMMEND** *that institutional leaders and higher education associations seek secure funding streams to support engagement activities, perhaps through*

*internal re-allocation of funds or through establishment of a federal-state-local-private matching fund.*

Universities across the nation have been involved with their communities in various ways for a century or more. In the course of these efforts they have developed a number of ways of financing their activities that can be adapted to the new engagement agenda. These include:

- Fee-based professional updating, credentialing, and flexible degree programs.
- University-industry partnerships of various kinds, including industrial and corporate-affiliate programs.
- Membership and subscriber-based programs addressing significant community needs and diverse communities of interest, including technology networks, small-business incubators, information and distance-learning services, and a number of affiliate programs in such things as arts, science, and cultural programming for the general public.
- Contract-based work with public and private entities for applied research and for specialized education and training services.
- Student field studies, community projects, service-learning activities and a wide variety of internships.
- Licensing, patenting, copyrighting, and commercializing intellectual property.

Of all of them, the greatest promise of increased financial support lies in developing and extending new kinds of partnerships between universities and public agencies, and universities and the private sector.

**The Need for Stability.** We note that our institutions' history of outreach was encouraged from the outset by explicit decisions to put public funds behind the service mission. That historic commitment by public officials has eroded in recent years. Three factors appear to be at work. In the first place, the sheer political importance of rural issues has diminished as populations have shifted in the United States. In consequence, rural issues often appear to be of less policy consequence. Finally, the shift to categorical funding at the expense of broad institutional support has eroded our ability to support outreach and engagement.

Regardless of the causes, what we find is that as the need and demand for services has increased, the federal commitment has either diminished or been maintained in an on-again, off-again fashion. Sometimes, as with the Department of Commerce's manufacturing extension program, the need to support outreach appears well understood. In other cases we find trivial amounts of money put into special funds for academic outreach for rural and inner-city America. Across the board, we find extension and programs in the Department of Agriculture constrained and squeezed. There is little consistency and even less coherence across government in its willingness to support engagement.

We believe it is time to breathe new life into the government's historic commitment to outreach. One thing is clear: our institutions cannot long sustain a broad-based engagement strategy in the conditions characterizing the current environment.

The place to start is by thinking about how to re-allocate internal funds. Many existing sources of funds for service and outreach can be examined to see if they might serve as suitable sources of support for the larger engagement mission defined here.

Next, we need to think about how to stabilize public support for engagement. Then our institutions and their governmental partners need to develop and stand behind new principles to guide this institutional/government partnership. We want to suggest that one way to move forward would be to adapt the approach originally used to finance community college construction, one that required the federal government, states, and localities each to provide one-third of the funding.

In similar fashion, instead of relying solely on federal funds, a financing mechanism for engagement might be one in which a modest fund was created at the national level to encourage state, local, and private support, which would be matched on a one-for-one basis. The truth is that such a financing mechanism merely recognizes what is already in place in the cooperative extension system, a significant engagement network. Cooperative extension embodies a tripartite funding approach of federal, state, and local funding, complemented with public and private grants and fee-for-service arrangements. This time-tested match-

ing fund model can potentially be expanded to match a broader university mission of engagement that serves the multiple needs of many communities and their diverse clienteles.

## Results We Can Expect

Among the significant problems facing society today are challenges of creating genuine learning communities, encouraging lifelong learning, finding effective ways to overcome barriers to change, and building greater social and human capital in our communities.

Engagement in the form of service-learning, outreach, and university-community partnerships can help address these problems. And it can also put the university to work on the practical problems of the day. In this endeavor, everyone benefits.

Our communities benefit through the development of a highly skilled workforce, one that is capable of renewing its "knowledgeable base" throughout its life. They also obtain the latest science and scholarship applied to their very real and very practical problems. Moreover our graduates constitute a renewable resource of young leaders skilled in analyzing complicated, value-laden problems, good citizens with a sense that they need to "give something back" to their communities.

Our institutions benefit as much, if not more. An engaged institution is a learning community, one that encourages effective learning in environments characterized by close and caring relationships among faculty, students, and staff (and community), and successful alliances with community

organizations. Above all, our institutions daily build a constituency ready to step forward and defend the campus against the charge that it is aloof and out of touch. Improved town-gown relationships are not to be dismissed as an important by-product of the engaged institution.

Finally, our students stand to gain the most. Close partnerships with the surrounding community help demonstrate that higher education is about important values such as informed citizenship and a sense of responsibility. The newer forms of public scholarship and community-based learning help produce civic-minded graduates

who are as well prepared to take up the complex problems of our society as they are to succeed in their careers.

All of this seems a very tall order, perhaps. But it is hardly a more ambitious vision for the 21st century than Justin Morrill's 19th-century vision of a new kind of university that would open access beyond the favored few and make knowledge useful to everyone. Today, we are called on to reshape Morrill's conception anew. If we succeed, historians of the future will continue to celebrate our contributions because we insisted that we could do more—and we could do it better.

## NOTES

1 G. Edward Schuh, "Political and Social Trends Affecting the 1860 Land-Grant Institutions," *Journal of Agricultural and Food Information*. Vol. 1 (1), 1993.

2 For an excellent compilation of data on lifelong learning, see: Gehres, Edward D. III, (ed.), *Lifelong Learning Trends: A Profile of Continuing Higher Education* (Fifth Edition). Washington: University Continuing Education Association, 1998.

3 Mary Lindenstien Walshok, *Knowledge Without Boundaries: What America's Research Universities Can Do for the Economy, the Workplace, and the Community* San Francisco: Jossey-Bass, 1995.

4 Barbara Holland, "Analyzing Institutional Commitment to Service," *Michigan Journal of Community Service Learning* (pp 30–41, Vol. 4, Fall 1997).

5 Sherril Gelmon et al., *Health Professions Schools in Service to the Nation: 1996–1997 Evaluation*. Portland State University, August 1997.

6 Judith A. Ramaley, "Inaugural Remarks," University of Vermont, 1997.

7 See for example, Ernest A. Lynton, "Reversing the Telescope: Fitting Individual Tasks to Common Organizational Ends." *AAHE Bulletin*, March 1998, pp. 8–10.

## APPENDIX A ACKNOWLEDGMENTS

THE COMMISSION WANTS to express its gratitude for the contributions of many individuals and organizations whose assistance made this report possible.

Our first acknowledgment goes to the board and officers of the W. K. Kellogg Foundation for their support of the Commission. In particular, we want to thank the President of the Foundation, William Richardson, for his commitment to this effort. Trustee Wenda Weekes Moore was a faithful and hard-working member of the Commission's National Advisory Committee and Richard Foster and Gail Imig from the Foundation's staff were tireless and committed friends of the Commission.

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We thank the friends and colleagues cited in Appendix B who took the time to share their views with us. In particular, we appreciate the contributions of the Honorable Michael O. Leavitt, Governor of Utah, and of Charles B. Knapp, former President of the University of Georgia now serving as President of The Aspen Institute. We hope this document reflects their contributions to our work.

We are grateful to the capable and hard-working staff that helped guide our work. John V. Byrne, President Emeritus of Oregon State University, served ably as Executive Director of the Commission (and an ex officio member of the Commission). Dr. Byrne had the assistance of a Steering Committee that included Richard Foster (W.K. Kellogg Foundation), C. Peter Magrath (President of the National Association of State Universities and Land-Grant Colleges), James Harvey (Harvey & Associates), Roselyn Hiebert (Director of Public Affairs, NASULGC), Stephen MacCarthy (Executive Director of University Relations, The Pennsylvania State University), Richard Stoddard (Director of Federal Relations, The Ohio State University), Teresa Streeter (Executive Associate to the President, NASULGC), and Michael Vahle (Staff Assistant to the Kellogg Commission). Each of these contributed immeasurably to our efforts.

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## APPENDIX B MEETINGS, GUESTS, AND SPEAKERS

<b>Date(s)</b>	<b>Location</b>	<b>Guests and Speakers</b>
April 14–15, 1998	Washington, D.C.	The Honorable Michael O. Leavitt Governor of Utah
June 23–24, 1998	Washington, D.C.	David Ward, Chancellor, University of Wisconsin-Madison  Gary Augustson, chair of the Internet 2 Networking, Planning, and Policy Advisory Board, The Pennsylvania State University  Mike Roberts, Vice President, Educom
October 13–14, 1998	Washington, D.C.	Charles B. Knapp, President, The Aspen Institute
December 1–2, 1998	Washington, D.C.	William C. Richardson President, The Kellogg Foundation

APPENDIX C **HOLLAND MATRIX****Levels of Commitment to Service Characterized by Key Organizational Factors Evidencing Relevance to Institutional Mission**

	Level One	Level Two	Level Three	Level Four
	Low Relevance	Medium Relevance	High Relevance	Full Integration
<b>Mission</b>	No mention or undefined rhetorical reference	Service is part of what we do as citizens	Service is a vital element of our academic agenda	Service is a central and defining characteristic
<b>Promotion, Tenure, Hiring</b>	Service to campus committees or to discipline	Community service mentioned; volunteerism or consulting may be included in portfolio	Formal guidelines for documenting and rewarding service	Community-based research and teaching are key criteria for hiring and evaluation
<b>Organization Structure</b>	None focused on service or volunteerism	Units may exist to foster volunteerism	Centers and institutes are organized to provide service	Infrastructure includes flexible unit(s) to support widespread faculty and student participation
<b>Student Involvement</b>	Part of extracurricular student life activities	Organized support for volunteer activity	Opportunity for extra credit, internships, practicum experiences	Service-learning courses integrated in curriculum; student involvement in community-based research
<b>Faculty Involvement</b>	Campus duties; committees; little interdisciplinary work	Pro bono consulting; community volunteerism	Tenured/senior faculty pursue community-based research; some teach service-learning courses	Community research and service-learning a high priority; interdisciplinary and collaborative work
<b>Community Involvement</b>	Random or limited individual or group involvement	Community representation on advisory boards for departments or schools	Community influences campus through active partnership or part-time teaching	Community involved in defining, conducting, and evaluating community research and service
<b>Campus Publications</b>	Not an emphasis	Stories of student volunteerism or alumni as good citizens	Emphasis on Economic Impact, links between community and campus, centers/institutes	Community connection as central element; fundraising has community services as a focus

**Source:** Barbara A Holland, "Analyzing Institutional Commitment to Service." *Michigan Journal of Community Service Learning*, Vol. 4, Fall, 1997.



## APPENDIX D GELMON ASSESSMENT APPROACH (SELECTED INDICATORS)

### Impact of Enlightenment

Issue	What Will We Look For?	What Will Be Measured?	How Will It Be Measured?
<b>University-Community Partnerships</b>	Establishment of Partnerships	Number/duration of partnerships	Survey, interview
	Role of community partners	Partners' contributions	Survey, interview, focus group
	Capacity to meet unmet needs	Types of services provided; number of clients served	Survey, interview, focus group, direct observation
<b>Impact of service learning on preparation of health professionals</b>	Type/variety of student activity	Content of service learning activities	Survey, interview, syllabus review
	Awareness of community needs	Knowledge of community conditions and characteristics	Survey, interview, focus group, journal
	Career Choice	Influence of service on career plans	Survey, interview, journal
<b>Faculty Commitment</b>	Role in service learning implementation	Number of faculty implementing & number of courses	Survey, syllabus analysis
	Commitment to service	Attitude toward involvement and participation	Survey, interview, focus group, direct observation
	Scholarly interest in service learning	Influence on articles, presentations, and scholarly activity	Survey, interview, vita
<b>Institutional Capacity</b>	Departmental involvement	Number of faculty involved; departmental service agenda	Survey, focus group
	Investment of resources	Investment in organizational infrastructure and faculty development	Survey, interview
	Commitment among academic leaders	Pattern of recognition/rewards	Survey, interview
<b>Impact on Community Partners</b>	Capacity to serve community	Number of clients and students	Survey, interview
	Economic benefits	Cost of services provided; funding opportunities	Survey, interview
	Satisfaction with Partnership	Changes in partner relations	Survey, interview, focus group

Adapted and abbreviated from: Sherril Gelmon et al, *Health Professions Schools in Service to the Nation: 1996–1997 Evaluation Report*. August 1997.





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