"WE CANNOT LAY CLAIM TO GREATER PUBLIC INVESTMENT - TO WHICH WE MUST LAY CLAIM IF WE ARE TO SERVE OUR FUNCTION IN A KNOWLEDGE-INTENSIVE SOCIETY THAT ALSO SUBSCRIBES TO DEMOCRATIC VALUES-UNLESS WE ARE SEEN TO SERVE THE PUBLIC GOOD".

National Forum
on Higher Education for the Public Good

August 2006

Taking Responsibility:
A Call for Higher Education's Engagement
in a Society of Complex Global Challenges

"SERVING SOCIETY IS ONLY ONE OF HIGHER EDUCATION'S FUNCTIONS, BUT IT IS SURELY AMONG THE MOST IMPORTANT. AT A TIME WHEN THE NATION HAS ITS FULL SHARE OF DIFFICULTIES...THE QUESTION IS NOT WHETHER UNIVERSITIES NEED TO CONCERN THEMSELVES WITH SOC-IETY'S PROBLEMS BUT WHETHER THEY ARE DISCHARGING THIS RESPON-SIBILITY AS WELL AS THEY SHOULD."

Taking Responsibility: A Call for Higher Education's Engagement in a Society of Complex Global Challenges

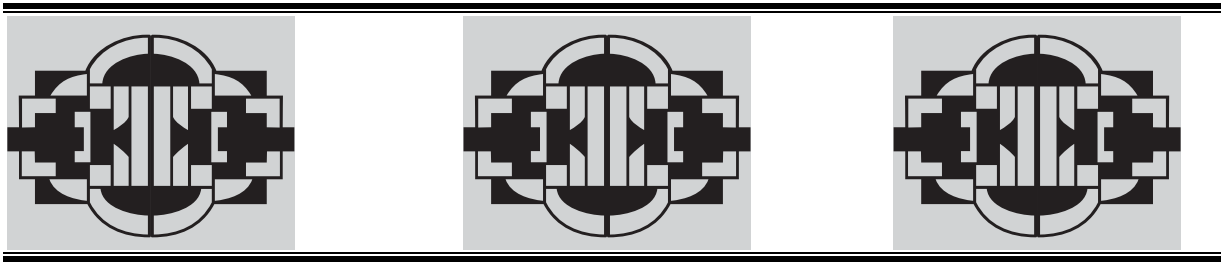Editors:
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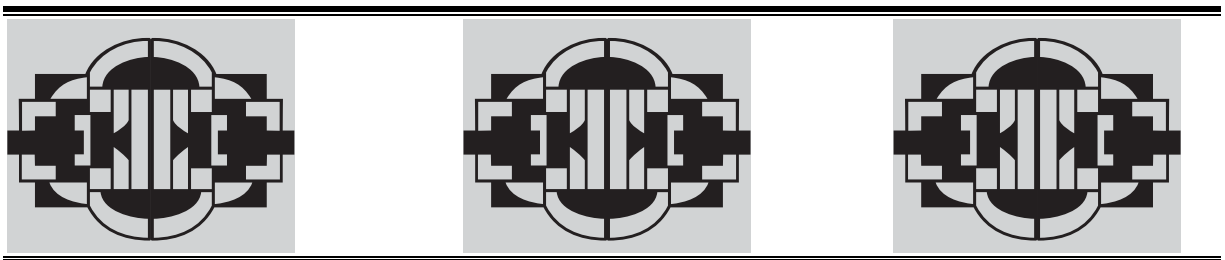or visit us on the web at www.thenationalforum.org

TAKING RESPONSIBILITY:

A CALL FOR HIGHER EDUCATION'S ENGAGEMENT IN A SOCIETY OF COMPLEX GLOBAL CHALLENGES

Editors
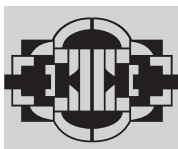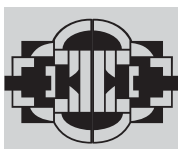Penny A. Pasque, Lori A. Hendricks, and Nicholas A. Bowman

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Preface

Penny A. Pasque, Lori A. Hendricks, & Nicholas A. Bowman

The Wingspread Conference Series (2003-2005), *Strategies to Strengthen the Relationship between Higher Education and Society*, brought together scholars, institutional and national leaders, community activists, and graduate and undergraduate students to examine the current and evolving relationships between higher education and society. The goals of this annual series included (a) assessing the status of efforts and challenges focused on strengthening American higher education's civic and social responsibility to society, and (b) developing focused strategies and commitments among leaders to advance higher education's civic and social role. This monograph, *Taking Responsibility: A Call for Higher Education's Engagement in a Society of Complex Global Challenges*, is a culmination of writing and reflective dialogues between leaders at the summative Wingspread conference in October 2005.

The Wingspread Invitational Conference Series was envisioned and developed by Tony Chambers, associate vice provost and assistant professor at the University of Toronto, in collaboration with Carole M. Johnson, Program Officer at the Johnson Foundation. We sincerely thank Tony and Carole[1] for the vision and energy that made such a series possible—this series would not have become a reality without their initiative and commitment.

This Wingspread series evolved from a National Summit on higher education's commitment to the public good, which was held in Ann Arbor in 2002. Over 250 scholars, state legislators, college/university presidents, students, foundation personnel, trustees, and community-based leaders participated in this Summit and produced the *Common Agenda to Strengthen the Relationship Between Higher Education and Society* (London, 2003). The National Summit followed a yearlong series of regional dialogues across the country that focused on issues central to higher education's commitment and engagement with society (Chambers, 2005). Each Wingspread conference furthered another aspect of the *Common Agenda*.

This Wingspread conference brought together approximately 40 participants who are committed to advancing strategies and actions to strengthen higher education's relationships with society. The conference opened with a speech from Jamie Merisotis, followed by a presentation by Penny Pasque and Suzanne Morse. Large and small group discussions ensued, with participants choosing to engage in one of four small working groups: Access, Equity and Social Justice (facilitated by Deborah Faye Carter and Alina Wong); Institution, State and Federal Policy (facilitated by Jaime Chahin and Lori Hendricks); The Marketization of Higher Education (facilitated by Sheila Slaughter and Penny Pasque); and The Public Roles of Colleges and Universities (facilitated by John Burkhardt and Steven Rosenstone).

The sequence of chapters in this monograph is designed to mirror the sequence of events at the conferences and to highlight some of the most engaging conversations that occurred. John C. Burkhardt and Jamie Merisotis introduce the monograph by sharing the underlying observations and principles of the National Forum on Higher Education for the Public Good, along with the Array of Benefits crafted by the Institute for Higher Education Policy. They share their vision and efforts toward promoting and furthering a "movement." Penny A. Pasque provides three frameworks for understanding higher education for the public good in her chapter, *The Paradox of Higher Education Leaders Working toward the Public Good: Three Frameworks for Conceptualizing Higher Education for the Public Good.* Her first framework is a review of the literature; the second framework explores the language higher education leaders use to discuss higher education's relationship with society; and the third framework examines the *Common Agenda* crafted by leaders interested in furthering higher education's civic responsibilities. Suzanne Morse reflects openly on higher education's public role in *Regrouping, Rethinking, and Redirecting Energies around Higher Education for the Public Good: A Keynote Address.* She encourages the higher education community to engage more directly and collaboratively in local and national issues. In *Higher Education Has Done Well, We Can Do More: A Report from the Wingspread Equity, Access, and Social Justice Committee,* Lesley Rex recalls the conversation between participants where problems of access, equity and social justice were reframed. She offers strategies to change the vision of higher education for the public good. In a "prologue," Lesley highlights the conversations that have continued since the time of the meeting at Wingspread, specifically focusing on how education is out of reach for "undocumented" students in the United States. She urges, "we [higher education] have to do more."

Adrianna Kezar puts forward a model for university engagement in her chapter *Fulfilling Higher Education's Promise: Addressing Social Issues in the 21st Century.* She provides examples of community-university partnerships and makes recommendations for strengthening these relationships from the university's perspective. José L. Santos describes current and proposed legislation that aims to "deal with" the realities of the estimated 65,000 to 80,000 undocumented immigrant students who attend and graduate from our high schools every year in *The Paradox of Immigration Policy and Higher Education Access: State Responses to Federal Immigration Policy.* Specifically, he discusses the ways in which public policy is sometimes inconsistent with goals of improving our workforce, diversity, and competitiveness in the current knowledge-based economy. Deron Boyles, Alisa F. Cunningham, Rasheedah Mullings, and Penny A. Pasque, provide their perspective of economic forces influencing higher education in *A Discussion of Fair Market Possibilities for the Public Good.* The pressures of financing the work of universities while competing for students and status has led many universities to market themselves more to the wants of private corporations than to the needs of the public and the public sector. This shift has, arguably, caused many institutions of higher learning to provide a climate in which private markets control the focus of colleges and universities. This shift has also resulted in many colleges and universities' moving away from focusing on the needs of people within our society. This chapter addresses how to make the current climate "work for us" in the face of current market changes.

Finally, John C. Burkhardt concludes the monograph with an essay on *The Changing Role of Public Higher Education in Service to the Public Good.* He describes the different public good missions of various colleges and universities and elaborates on the particular responsibilities of the public university to serve the public good. John concludes by identifying the future challenges of higher education in order to address society's complex challenges.

The chapters employ diverse styles and functions in calling for higher education's further engagement with society. Some authors write with more of an academic style, synthesizing the literature on the topic at hand. Others write with more of an essay style or personal narrative, offering their thoughts as shared during a speech or relaying ideas communicated in small group conversations. Some authors take a practical approach by sharing information with policy makers and administrators, or with parents and students, to inform policy or individual decision-making. While the approaches to the chapters are different, the goal is the same: To call on higher education leaders to take responsibility to do more—to take risks, deconstruct current worldviews, disseminate information, change policies, and address strategies to strengthen the relationships between higher education and society. As the authors clearly state, in the current socio-political and cultural climate, college and universities must take a more active role toward creating an equitable and just society.

Footnotes
[1] As we were on a first-name basis at the conferences, we will follow that informality after we share initial introductions of each conference participant and author.

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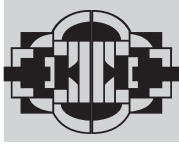
Chapter 1

An Introduction

John C. Burkhardt and Jamie Merisotis

Higher education has often played an important role in defining and responding to our nation's greatest challenges. From colonial days, when colleges prepared religious and civic leaders for communities and congregations, to the legacy of Land Grants, to the advancements in science, medicine and technology that characterized the last half of the previous century, the imprint of higher education on American life is unmistakable. But already in this new century, it is clear that the challenges we face are of a more pressing and complex nature. International events, both political and economic, suggest a very tumultuous period ahead. Domestically, we face challenges that were inherited from the last century: immigration, economic transformation, environmental sustainability and continued disparities in health and education.

In response to these challenges, The National Forum on Higher Education for the Public Good (National Forum) has provided research and leadership in support of a national movement to "transform the relationship between higher education and U.S. society." This work began in 2000, prompted by several studies that suggested that the American public was losing faith in higher education institutions; that state and federal financial investment was declining relative to other expenditures; that colleges and universities reported increasing pressures to privatize their operations and to restrict access in order to reduce costs; and that the deeper traditions of an American culture built on widespread opportunity, freedom of ideas, and civic engagement were threatened. These challenges were further documented through a wide range of public opinion surveys, concentrated literature reviews, focus group findings, and interviews with leaders inside and outside higher education.

The National Forum adopted a model for transformative change that incorporated the following observations and principles:

- The high aspiration rate to attend college was a strong sign that members of the U.S. public understood some part of the benefits that were associated with higher education for individuals, but *collectively* we had lost sight of the larger public benefits of living in an educated society in which opportunity was widespread, knowledge was created and shared, and informed citizens shaped their own choices;

- Colleges and universities had contributed to the declining awareness of higher education as a public good over two or more decades by stressing economic gains to

the individual and the state at the expense of other, equally compelling societal benefits;

- Many institutional practices further contributed to a perception held by legislators and policy leaders that colleges and universities were simply an interest group aggressively demanding public and private investment in competition with other public priorities;

- Some of the respect and much of the mystique that had been associated with preparing undergraduates through college was being lost as faculty and students changed their respective orientations to vocational preparation and research: In many cases students were becoming part-time learners (and full-time workers) and faculty were becoming full-time researchers (and part-time teachers);

- Information about public opinions and public behaviors was generally available, although much research collected on public perceptions of higher education was biased in its conceptual orientation by a tendency to stress higher education's importance to families and the public. However, postsecondary education was generally perceived by the public as an economic necessity, but its broader role in preparing adults for many expressions of prosperity, and the ways in which higher education interlaced the strengths of a diverse democracy, were not well-understood;

- Public judgments (a mature and action-oriented expression of public opinion) could be cultivated through a process of building awareness, understanding, commitment and action in favor of shared priorities;

- Finally, we came to see that the phenomena we were considering were national and cultural in scale, but they were also personal, family and community-based in their roots and implications. In other words, the challenge of responding to what we came to believe was a potential threat to the American character (as well as threat to our economic prosperity and our democratic freedoms) was one we needed to better understand and to which we must address action at many different local levels and the national level simultaneously.

As a result of a series of discussions organized by the National Forum over two years (2000-2002), we largely deepened our concern for the way that higher education and society were becoming disconnected. We also noted that there was no obvious constituency for this problem. College and university leaders bemoaned the symptoms of what they saw, and university presidents in particular frequently stressed the pressures they felt and the lack of appreciation they received for the work they represented. Faculty members described changing relationships with students and their own professional work. A growing number of students approaching the decision to attend college expressed an understanding for its implications to their future but wondered if it was "worth the cost." Public officials pointed out that, relative to many other aspects of investment, higher education was well-funded, perhaps "fat." Public officials, in particular, felt that the problem being described to them by college and university leaders was faintly "academic" and possibly too elite to be worth their concern.

This dilemma of alienation between higher education and the society it serves was illustrated in the work that the Institute for Higher Education Policy contributed to the field in *Reaping the benefits: Defining the public and private value of going to college.* The "Array of Benefits" effectively captures the growing polarity between private and public benefits, and economic and social impact that characterized higher education in the U.S. at the close of the 20th century. The model (Figure 1) also introduced a number of specific contributions (benefits) that are associated with the work of colleges and universities.

Figure 1. *The Array of Benefits.*

	PUBLIC	PRIVATE
Economic	○ Increased Tax Revenues ○ Greater Productivity ○ Increased Consumption ○ Increased Workforce Flexibility ○ Decreased Reliance on Government Financial Support	○ Higher Salaries and Benefits ○ Employment ○ Higher Savings Levels ○ Improved Working Conditions ○ Personal/Professional Mobility
Social	○ Reduced Crime Rates ○ Increased Charitable Giving/ Community Service ○ Increased Quality of Civic Life ○ Social Cohesion/Appreciation of Diversity ○ Improved Ability to Adapt to and Use Technology	○ Improved Health/Life Expectancy ○ Improved Quality of Life for Offspring ○ Better Consumer Decision making ○ Increased Personal Status ○ More Hobbies, Leisure Activities

SOURCE: IHEP, 1998

This growing disconnection, or dichotimization, of benefits seemed almost too powerful to reverse, perhaps not even worth discussion. To rebalance the way in which contributions and benefits were anticipated and received seemed almost ahistoric. It seemed to require a complete shift in the direction of a major social institution. We took heart in the recognition that our society had responded to many similarly complex challenges in its history. Often we remember these periods of renewal in terms of the external threats that caused us to change our thinking and mobilize our resources in new ways: war, Sputnik, national disasters. But some of the most impressive and important transformations and renewals of spirit in the American experience were made in response to internal challenges and inconsistencies: the American labor movement, the extension of civil rights to more Americans, the rescue of freedoms following the McCarthy era, etc.

In discussions organized with educators and policy makers in the spring and fall of 2002, the National Forum drew upon the personal experiences many had with the social and political "movements" that had shaped our own lives. We saw these as models where change had come despite many interlocking and reinforcing factors resisting it. Not only could we learn

from studying these shared experiences, but we could also be inspired both by the progress that had been made, *and by their unfinished legacies.*

It became very apparent that many of us had entered careers of education or public service because we wanted to be a part of a continuing movement toward greater justice that extended opportunity across our society and world. When we look back on the discussions we organized around the country in 2002, we are impressed by how youthful we felt—how much potential was manifest in our belief that we could leave a legacy of education as a transforming influence on the world in which we lived.

One of the outcomes of the dialogues the National Forum convened was the creation and adoption of a "Common Agenda" (see Figure 2). There were approximately 220 people involved in its creation. This was our way to capture our aspirations and to guide collective action consistent with the vision we adopted for changing higher education and increasing its service to our society. The Common Agenda was not intended to be a strategic plan or a blueprint. If anything, it was an inspiration of the moment, an attempt to capture the energy and commitments of over 200 people who were present (and many others who were not directly engaged at that point) and had already been working toward similar goals in different ways. The Common Agenda was meant to be an illustration to those involved of the types and kinds of collective actions that could constitute a social and professional **movement** toward the outcomes we described and documented over the course of that year.

The Common Agenda, constructed as a document of its time, has proven surprisingly useful in setting a framework for activity that is dispersed, self-initiating, idiosyncratic and sometimes simply opportunistic. The document introduced four challenges in higher education:

1. Building Public Understanding and Support for Higher Education's Civic Mission and Actions
2. Cultivating Networks and Partnerships that will Work Toward the Changes we Envision
3. Infusing Civic Engagement and Public Service into the Culture of Higher Learning
4. Embedding Civic Engagement and Social Responsibility in the Structure of the Higher Education System

In response to each of these issues, there were several goals and action steps identified and pledged (12 goals and 40 action steps in all). A full description of these commitments can be found at http://www.thenationalforum.org/common_agenda.doc.

ELEMENTS OF THE COMMON AGENDA
Issue 1: Building Public Understanding and Support for Higher Education's Civic Mission and Actions
Public understanding more and more equates higher education benefits with acquiring a "good job" and receiving "higher salaries." To understand and support the full benefits of higher education, the public and higher education leaders need to engage in critical and honest discussions about the role of higher education in society.
 ▪ Goal: Develop a common language that resonates both inside and outside the academy.
 ▪ Goal: Promote effective and broader discourse.

Issue 2: Cultivating Networks and Partnerships that will Work Toward the Changes we Envision

Approaching complex issues such as higher education's role in society requires a broad mix of partners to create strategies and actions that encompass multiple valued perspectives and experiences. Broad partnerships to strengthen the relationship between higher education and society involves working strategically with those within and outside of higher education to achieve mutual goals on behalf of the public good.

- Goal: Create broad and dispersed communication systems and processes.
- Goal: Generate and support strategic alliances and diverse collaborations.

Issue 3: Infusing and Reinforcing the Value of Civic Responsibility into the Culture of Higher Learning

There is a separation and imbalance among traditional research, teaching and service in higher education. Higher education should attend to the implicit and explicit consequences of its work and reexamine "what counts" to integrate research, teaching, and service for the public good to the core working of the institution.

- Goal: Emphasize civic skills and leadership development in the curriculum and co-curriculum.
- Goal: Foster a deeper commitment to the public good within the professorate.
- Goal: Identify, recognize, and support engaged scholarship.
- Goal: Bring graduate education into alignment with the civic mission.

Issue 4: Embedding Civic Engagement and Social Responsibility in the Structure of the Higher Education System

Promoting the public benefits of higher education requires system efforts beyond institutions to intentionally embed values of civic engagement and social responsibility in governance practices, policy decisions, and educational processes.

- Goal: Align governing structures and administrative strategies.
- Goal: Publicly recognize and support valuable engagement work.
- Goal: Ensure that assessment and accreditation processes include civic engagement and social responsibility criteria.
- Goal: Cultivate stronger ties between the academy and government.

Figure 2: *The Common Agenda.*

The Common Agenda diagram centered on "Higher Education for the Public Good" with surrounding sections including: Building Public Understanding and Support (Develop Effective and Broad Discourse, Develop Common Language, Public Scholarship); Infusing Civic Engagement & Public Service into the Culture of Higher Learning (Faculty, Curriculum & Co-curriculum, Graduate Education); Cultivating Networks and Partnerships (Information Networks, Strategic Collaborations); Embedding Civic Engagement & Social Responsibility in the Structure of Higher Education (Administrative Strategies, Public Recognition, Integration of the Public Good into the Fabric of Higher Education, Public Policy).

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TRACKING AND SUSTAINING PROGRESS TOWARD A COMMON AGENDA: THE CONFERENCE SERIES AT WINGSPREAD

With support from the W.K. Kellogg Foundation, the Johnson Foundation, Atlantic Philanthropies, and in cooperation with a host of national higher education associations, the National Forum organized a series of annual discussions at the Wingspread Conference Center in Racine, Wisconsin. The purpose of these three national sessions was to: assess the status of efforts and challenges focused on strengthening American higher education's civic and social responsibility to society, and develop focused strategies and commitments among key stakeholders to advance higher education's civic and social role within specific areas.

The first of the three Wingspread Conferences, held in October 2003, addressed goals identified in the Common Agenda that dealt with aspects of public support and public policy. The second Wingspread conference, a year later, focused on the community and university partnerships necessary to transform higher education and society. The third conference, held in 2005, focused on various ways of understanding and articulating higher education's public

benefits. This final discussion in the series adopted a future focus and has prompted an ongoing discussion of a "Statement of Declaration" that will summarize what we have learned and what is ahead in this effort.

<p align="center">**TAKING THE DISCUSSION "PUBLIC"**</p>

Concurrent with our conferences at Wingspread, the National Forum continued in its efforts to better understand and influence deeper public discourse about educational attainment and the role of higher education in society. Accordingly, the process of dialogue that we launched with higher education leaders in 2000 through 2002 has been augmented with conversations held at the state and community level, not only in our own state, but also elsewhere across the country. We have called this process of community engagement "Access to Democracy," and through the initiative, we have learned a great deal more about how individuals, groups and identifiable constituencies think about relatively concrete issues as educational attainment, college preparation, and barriers to opportunity. In the process, we have constructed some new ideas about the presence and influence of operating beliefs and cultures that influence choices made in families, communities and in various identity groups across society. While we do not have sufficient evidence to specify all of these influences, we realize that we have a substantial body of data from which to plan and pursue further research, engagement and action.

The "Access to Democracy" project is not merely about measuring public attitudes, or conducting surveys or focus groups. There already exist many surveys of public opinions about higher education. However, we realized that the existing survey research was systemically biased to a great degree. It had often been commissioned by institutional interests with a point to prove. This research was biased in terms of responses that would show higher education was important to students, parents, families, legislators and intellectual elites. Further, its public representation was often shaped to suggest "See here? They love us!" Indeed, in many communities, "they" probably did, but not always for the reasons we had hoped.

Our initial research into public attitudes left us beset with a perplexing logical inconsistency that we later realized was rooted in an uncritical acceptance of a powerful assumption about human behavior. The demonstration of higher education's economic benefits had prompted further support and participation amongst many people. In fact, higher education had created a "demand economy" for itself over several generations following World War II, and this accelerated with the claims made for a college education's relationship to economic security that began in the mid-1970s.

The rational connection between college and economic success had influenced many personal and public policy decisions over thirty years. But apparently this connection wasn't sufficiently compelling for some individuals and groups, and it certainly had not been strong enough to create some of the positive changes in institutional environments outside of higher education that might have been anticipated. In particular, high school preparation (while it may have improved in many ways across the board) was not sufficient in many important ways and places. Also, policy and incentive systems that were based on an assumed "rational economic" explanation for student decisions had not all panned out. It seemed that substituting economic motivations for a love of learning worked in some cases, but not for all. Economic motivations

may have also had unintended consequences for education and society in general.

From an analytic standpoint, we also noted that the information gathered to provide insight about educational aspirations and the impact of policy had introduced (or reflected) other gaps in our knowledge and perspectives. It is important to consider the opinions of individuals who represent or govern our institutions of higher education as administrators, faculty members, trustees, legislators, or through the work of professional associations. But we seldom hear the points of view of parents, aspiring students, K-12 teachers, or community leaders, much less those who are distanced from the work we do in colleges and universities such as retirees, new immigrants, incarcerated adults, or small business owners.

RECONCILING PUBLIC OPINION AND PUBLIC DISCUSSIONS

After having commissioned several surveys of public opinion regarding higher education's role in our society and then researching public attitudes trends that have taken place over the past several decades, we concluded that broad and superficial findings about the ways in which higher education is regarded by individuals and communities had proved inadequate in many ways.

First and foremost, the long standing positive regard expressed for higher education as a social institution could not be readily reconciled with some of the patterns of funding, student participation or family expectations that we observed in various states, localities and among specific groups. In particular, the view of higher education as providing economic benefits to individuals seemed to motivate attendance in some cases, but not across the board. This has profound implications for public policies related to access, for the ways that campaigns to increase participation are (literally) waged, and for recruitment efforts at the institutional level.

Next, discussions about who should be accepted to college—and general perceptions of equity and access—carried many mixed and often contradictory viewpoints, especially when the policy of affirmative action was considered. Our survey research had alerted us to the seemingly irreconcilable beliefs that were expressed regarding civil rights, equal opportunity, race, gender and policies to increase participation of women and minorities. In a nutshell, the opinion base is mixed and seemingly unstable. Finally, the public seemed to be describing higher education as if all college and university experiences were identical for their purposes, even if they did indicate differences in perceived status between the very elite institutions and others.

In short, while the general public attitude about higher education was overwhelmingly positive and sustained over many surveys, there were enough inconsistencies and paradoxes in what we observed to suggest that the underlying public "story" of higher education was more complex and more differentiated across groups than most pollsters had assumed. The differences in the ways in which individuals and groups thought about higher education were masked, we contend, by the general trend of college aspiration over more than a generation of youth. But underneath that predominating perception sat other realities: Higher education's value to society is broader than its ability to prepare individuals for jobs. Not all young people are similarly motivated to continue their education simply as a path to traditional employment. For some, the barriers to attending or completing college are far more intimidating than for others.

PROMOTING A MOVEMENT

A key point in understanding the role of social and political movements in changing complex conditions is found in an appreciation of their systemic and ecological natures. Strategic efforts—especially as they are constructed by independent institutional interests—are incapable of promoting transforming changes across a system as diverse and diffused as higher education and its partners and sponsoring institutions. Social marketing (the approach of "selling" a point of view to the public on an issue as complicated as the importance of higher education) will not penetrate the complex underlying attitudes that shape public and private decisions over the long term. Movements, by comparison, engage many groups and themes, are sustained by powerful shared principles, and take a dynamic view of the systems at work.

The aspiration to create and sustain a movement toward redefining higher education's place in society, discussed at the National Forum dialogues five years ago, has resulted in many important activities. The number and quality of scholarly pieces in this area has dramatically increased. Collaborative activities involving professional associations and community and institutional groups are flourishing. Major faculty groups and institutional consortia have examined the impact of promotion and tenure guidelines on scholarship and teaching around this issue. Capacity for change has been developed at the individual, institutional, legislative and more recently at the community level.

In addition, the Institute for Higher Education Policy, an independent policy and research organization, has made—and continues to make—important contribution to this movement. It works both domestically and internationally to promote the public and private benefits of higher education. The Institute serves as a resource to meet several goals:

- Improving higher education access and success by reducing financial and other barriers to higher education for low-income, minority, first generation, and other disadvantaged groups.

- Assisting governments to advance access and success in higher education.

- Helping to build the policy capacity of organizations and institutions committed to access and success, especially those that serve minority and other underrepresented populations.

- Advising and informing institutions of higher education on strategies and methods for advancing institutional goals and priorities.

The Institute recently proposed a specific way to connect various initiatives and projects into a cohesive group of entities collectively known as the National Dialogue on College Opportunity. This initiative would be a private effort involving a coalition of funding entities such as foundations, corporations, community-based organizations, etc. The coalition would function somewhat like a commission, with a prestigious board of college presidents, federal and state policymakers, business leaders, and students joined in a campaign to create sustained discussion about the intersection of the trends outlined in this report. The National Dialogue could play several key roles, including:

- Convening town hall meetings, policymaker forums, and conferences of educators to tackle these issues in a holistic way, rather than as stovepipes.

- Supporting research and the continued dissemination of information about the convergence of these trends at the national, state, and local levels.

- Developing model legislation for states to consider as they develop their higher education policies.

- Monitoring the progress achieved by institutions in improving college opportunity and strengthening their own capacities to serve more students with a high quality postsecondary education.

The National Dialogue on College Opportunity won't solve the impending crisis in college opportunity, but it could be a concrete first step in the needed national effort to address the growing prospects for the failure of our higher education system to serve all citizens equally and fairly.

The role of the Wingspread conferences in promoting efforts such as these cannot be over emphasized. For three years, on an annual basis, we have been privileged to convene in spectacular settings to assess and plan what the field required of us at that moment. This report, like those which preceded it, captures some of the excitement of the discussions and the potential the discussions hold for the future of education and our society.

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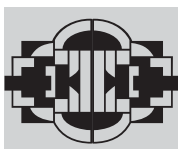
Chapter 2

The Paradox of Higher Education Leaders Working toward Educational Equity: Three Frameworks for Conceptualizing Higher Education for the Public Good

Penny A. Pasque

INTRODUCTION

As you enter the gated Wingspread Conference Center grounds, the green prairie sprawls out on both sides of the winding drive lined with pines, hardwoods, and flowers. The smell of Lake Michigan is in the air as you round the corner to view the home that Frank Lloyd Wright created for the Johnson family (i.e., SC Johnson & Son, Inc.). In the neighboring guesthouse, the smell of scented burning logs permeates the air as the fire crackles at decibels just below recognition. The staff kindly checks you in as they reflect the caliber of hospitality for which Wingspread is known. In your single room, you watch the sunset out the large windows, sleep on pillows of feathers and sheets of Egyptian cotton, and get lost in the luxurious bathroom.

The shared space of the living room is floored in warm Brazilian cherry. Books flank the fireplace of limestone, and the opposing wall is made of glass with French doors that open onto a terrace, looking out to a lazily flowing river. There is a short walk to the conference meeting house and another short walk to the former Johnson family home. Each evening, you gather for drinks and appetizers in the living area of the Johnson home during happy hour. You tour the various rooms of the house and even sit in the room that was a favorite of Eleanor Roosevelt when she was an overnight guest.

The meals are exquisite, the finest of dining where each piece of meat and fish is chosen as intentionally as the glassware. Back at the guesthouse each evening, there is an elite selection of liqueurs, desserts, wines, and cheeses to encourage guests to congregate together before retiring to their individual rooms. The surroundings are a far cry from where most of the people in the U.S. grew up, including me.

There is an inescapable paradox when participating in a conference at the Wingspread Conference Center. I sit with a belly full from a decadent meal, created especially for this group of participants by the chef, knowing that there are numerous people who will never have access to these dining halls, let alone our colleges and universities. How can I sit here in an overstuffed chair smelling the aroma of embers in the fireplace, when, for many people in the U.S., the chemical smell of manufacturing plants near the house becomes so familiar that it fails to be noticeable anymore? How can I sip this fine port when I know the elite nature of

higher education continues to be perpetuated by federal, state, and institutional policies, and the culture pervasive at our institutions perpetuates racism, classism, sexism, heterosexism, and ableism? How can I participate in a conference on "the future of higher education for the public good" when I know higher education is not a "public good" for all people in our local communities and that often our "undocumented" students are intentionally not included in definitions of the "public" (nor are many marginalized people, for that matter)? Here lie the paradoxes of participating in this Wingspread Conference Series.

There are parallels between the paradoxes I have mentioned and the life work of Frank Lloyd Wright. Frank Lloyd Wright believed in organic architecture that,

> involves a respect for the properties of the materials—you don't twist steel into a flower—and a respect for the harmonious relationship between the form/design and the function of the building (for example, Wright rejected the idea of making a bank look like a Greek temple). Organic architecture is also an attempt to integrate the spaces into a coherent whole, a marriage between the site and the structure and a union between the context and the structure. (Elman, 2006, para. 4)

This interconnection between form and function can be felt at the Wingspread Conference Center when participating in large group meetings, as the base of the windows are lower, which forces your eyes out to the landscape. In this sense, you feel a part of the natural surroundings, as opposed to an observer of nature. Form and function are interconnected. At the Higher Education for the Public Good conference, we were—and still are—participants in the system of higher education who hold some form of power (Foucault, 1976). We create and support the content and processes in the system of higher education. Many of us also critique and resist aspects of this system in order to make necessary transformative change. In addition, the differences between the privileged and the oppressed are not so clear (Fine, Tuck, & Berkman, 2006), including participants in the system of higher education. Many of us are "both/and," where simultaneously, we are participants in an elite and oppressive system as we are subjugated by this very system. The interconnections are inescapable.

I believe that we need to unravel this seemingly paradoxical situation in order to take a deeper look about how form and function are one. We should consider how *we* participate in the perpetuation of the separation of higher education and society; how *we* may do more with our research, teaching, and service in order to strengthen the relationship between higher education and society; and how *we* may make change in order to interrupt the dominant paradigms of power and privilege that operate in the academy. However, this scrutiny of ourselves as leaders within the system should not stop at ourselves, but intentionally needs to connect with action in order to transform the current relationships between higher education and society (Howe, 2001).

The goal of this chapter, and of the Wingspread plenary session that this chapter draws from, is to highlight three different frameworks in which higher education leaders write or talk about their vision for strengthening the relationships between higher education and society. The first framework I share includes highlights of a comprehensive review on the topic of higher education for the public good as found in the literature and speeches by higher education leaders (Pasque, in press). Next, I offer an emergent analytic framework from conversations between higher education leaders who wrestled with the topic of how to strengthen the relationship between higher education and society (Pasque & Rex, 2006). Finally, I share the

Common Agenda, a document crafted through conversations among 250 leaders in higher education (London, 2003). As a synthesis of research published or presented elsewhere, I hope the frameworks provide us with information about the everyday language leaders use to discuss perspectives of higher education for the public good as well as provide us with additional language to push against or revise as we continue to work toward making needed systemic change throughout colleges and universities in the twenty-first century.

<div align="center">

FRAMEWORK ONE:
CONCEPTUALIZATIONS OF HIGHER EDUCATION FOR THE PUBLIC GOOD
</div>

In the chapter *Seeing More of the Educational Inequities around Us: Visions toward Strengthening the Relationships between Higher Education and Society* (Pasque, in press), I share a literature review and critique of 187 contemporary (1980-2005) articles, books, and speeches that mention higher education's relationships with society in higher education, business, economics, K-12 education, policy, political science, psychology, and sociology. My goal in the chapter is to illuminate various leaders' competing visions, paradigms, and worldviews of higher education's relationship with society in order to increase our understanding of the myriad of perspectives that surround us, which often go unnoticed. In particular, I focus on the ways in which authors and speakers frame higher education for the public good can often silence people and dismiss frames that work toward equal opportunity. In addition, I explore the ways in which people use similar discourse, such as the notion of "capital," yet have very different meanings behind their language. My hope is that the information increases communication between leaders, influences policy decisions, and informs us so we may create equitable, ideosyncratic, and systemic change in the field of education.

The crux of the literature review is offered here—and was shared at the Wingspread 2005 conference—as one framework with which to consider various conceptualizations on the topic. In short, there were four conceptualizations of higher education's relationships with society that emerged directly from the literature review: *The Private Good, The Public Good, Public and Private Goods as Balanced*, and *Public and Private Goods as Interconnected*. In this section, I briefly share each conceptualization and offer a few representative examples. The methods, reflections, and critical analysis can be found in the full chapter, coupled with a discussion of the questions, "What are the relationships—or lack thereof—between these various conceptualizations of higher education's relationship with society?" "And, more importantly, what are the implications of these relationships?" This review specifically excludes perspectives that view higher education as only a private benefit or a public benefit solely as a by-product of a private, individual benefit (Friedman & Friedman, 1980; for a review, see Bloom, Hartley, & Rosovsky, 2006).

The Private Good: The Relationships between Higher Education and Society
The authors who explore higher education's relationships with society through investing in the private individual are numerous and include economists, policy scholars, legislators, and government agencies (Bartik, 2004; Becker, 1964/1993; Brandl & Weber, 1995; Gottlieb & Fogarty, 2003; Small Business Association, 2004; Weiss, 2004; Weissbourd & Berry, 2004a, 2004b). In sum, these authors believe that educating the private individual will contribute to the public good through an increase in economic growth, thereby defining the public good as local, state, and national economic vitality. Their primary argument is to sustain resources, such as continued government subsidization of colleges and universities, so that individuals may participate in higher education, which will, in turn, influence the public good. In addition, increased human capital is often identified as a benefit of this conceptualization and is defined

as individual earnings, state and individual rates of return on investment, and national and local economic growth (Becker, 1964/1993; Blinder & Weiss, 1976; Gottlieb & Fogarty, 2003; Weiss, 1995).

One example of the human capital benefits is from Gottlieb and Fogarty (2003), who provide empirical evidence to show that local and national benefits of higher education exceed individual benefits. Specifically, Gottlieb & Fogarty found that educational level is one of the strongest predictors of economic welfare for a city. This idea justifies higher education as a value to market economies and as a societal good. Gottlieb and Fogarty use 1980 and 2000 U.S. Census data and found that among 267 metropolitan areas in the U.S., "an educated workforce is a significant determinant of subsequent per capita income growth" (p. 331). They found that educational attainment (defined as the percentage of the population with at least four years of college) was a significant predictor of per capita income growth for local cities over a 20-year period. Gottlieb and Fogerty reason that this information should encourage national legislators to financially support individuals to attend colleges and universities in order to support the national, public good.

The Public Good: The Relationships between Higher Education and Society

The higher education leaders who address the relationship between higher education and society from the public good perspective are primarily university presidents and key spokespeople for national higher education associations who state a vision for the future of an institution or for the system of higher education as a whole (Campus Compact, 2004; Cantor, 2003; Guarasci & Cornwell, 1997; Rosenstone, 2003). These scholars and administrators believe that higher education's primary role is to educate students to participate in a diverse society and, in turn, students will contribute to society. Further, principles of democratic education and exemplar pedagogy simultaneously help educators develop students for effective civic participation in a pluralistic society. There are a number of qualitative, quantitative, and mixed methods studies that support educating students to participate in society for the public good (Astin et al., 2000; Gurin, Dey, Hurtado, & Gurin, 2002; Kerrigan, 2005; Markus, Howard, & King, 1993; Maxwell, Traxler-Ballew, & Dimopoulos, 2004; Perry & Katula, 2001; for a review, see Rowley & Hurtado, 2003), and many argue that more are needed.

The concept of social capital is mentioned in many of the public good conceptualizations, as defined by Putnam. Putnam (1995) states, "By analogy with notions of physical capital and human capital—tools and training that enhance individual productivity—social capital refers to features of social organization such as networks, norms, and social trust that facilitate coordination and cooperation for mutual benefit" (p. 67). For example, Guarasci and Cornwell (1997) state that higher education has a responsibility to society to encourage citizenship through civic education, to prepare students for a diverse democracy, and to participate in the public good. They argue that institutions of higher education must do more than reform the curriculum to further democratic aims. They must call for system-wide revisions to hierarchical organizational strategies and compartmentalized ways of knowing and being. It is not enough to educate for the public good, but higher education institutions must also operate as a public good. One way President Guarasci suggests that Wagner College enact this vision is through creating service-learning programs and living learning programs, which not only provide education for students to participate in society, but also connect academic

and student affairs throughout the institution. Collaboration between faculty and staff helps the institution model a diverse democracy for the benefit of society.

A second example of this perspective is from Chancellor Cantor (2003), who talks about the significant relationship between higher education and society as she addresses higher education's responsibility to create diverse learning environments. Cantor challenges university community members to consider "higher education for the public good" throughout the institution. She provides financial and institutional support to programs and departments that have goals and objectives consistent with this vision of the public good. Cantor describes funding for a new center for democracy and an expansion of the intergroup dialogue program through the creation of an intergroup dialogue living-learning program for undergraduates. Cantor connects these initiatives with the university's responsibility to the local community and the state. The individual benefits of the private good conceptualization are not included in her message.

> For this country to move together peacefully, it will not suffice to integrate the boot camps and not the military academies, the juror boxes and not the judiciary, the emergency room and not the operating theater, the factory and not the boardroom, the classroom and not the professorate, the voting booth and not the Congress. Real integration can not [*sic*] happen until Americans of all colors learn with and from each other in the best classrooms of this land and thereby position themselves for leadership. (p. 4)

A Balance of Public and Private Goods:
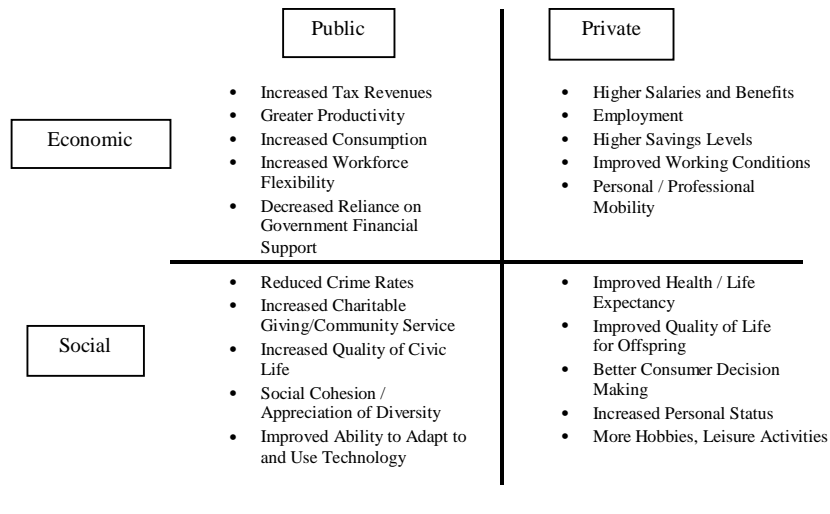**The Relationships between Higher Education and Society**
The scholars in this A Balance of Public and Private Goods (Balanced) section acknowledge both the public good and private good benefits to society, as previously defined. The authors are typically policy analysts or researchers at national higher education associations (Baum & Payea, 2004; Boulus, 2003; Callan & Finney, 2002; IHEP, 1998, 2005; Wagner, 2004). Scholars with this view write about a "both/and" model where higher education is both a public and a private good. The authors do not, however, address interconnections between the public good and the private good; the two aspects may influence one another, yet each entity is described as separate from the other. This public and private goods argument is most often used to expand the benefits of higher education beyond solely the private good to argue for continued support or assessment of higher education.

A number of authors with this conceptualization address the idea of "capital," but in terms of "educational capital" (Callan & Finney, 2002). Educational capital (also cited as academic capital) in these contexts is defined as both private goods (including human capital) and public goods (including social capital) yielded by higher education. The combination of human capital and social capital is found in Coleman's (1988) use of "social capital." Coleman's theory of social capital is grounded in a structural-functionalist theoretical frame in which he attempts to merge sociology and economics using the economists' principle of rational action without discarding social organization in the process.

The Institute for Higher Education Policy's (1998) Array of Benefits best represents this conceptualization and it is cited often by leaders in the field of higher education (see Figure 1). The Array of Benefits adds the "economic" and "social" benefits as oppositional categories to the "private" and "public" oppositional categories. This illustration validates the frequently

discussed perspective of the "private/economic" benefits of higher education such as higher salaries, benefits, and savings. It also furthers our understanding of the role of higher education in society by including "public/economic," "private/social, " and "public/social" benefits. IHEP describes these four categories as mutually exclusive; however, other authors briefly mention that a private, economic benefit could spill over onto the public, economic benefit category. Supportive evidence for this perspective is cited by the IHEP within each category.

Figure 1. *Array of Benefits.*

	Public	Private
Economic	• Increased Tax Revenues • Greater Productivity • Increased Consumption • Increased Workforce Flexibility • Decreased Reliance on Government Financial Support	• Higher Salaries and Benefits • Employment • Higher Savings Levels • Improved Working Conditions • Personal / Professional Mobility
Social	• Reduced Crime Rates • Increased Charitable Giving/Community Service • Increased Quality of Civic Life • Social Cohesion / Appreciation of Diversity • Improved Ability to Adapt to and Use Technology	• Improved Health / Life Expectancy • Improved Quality of Life for Offspring • Better Consumer Decision Making • Increased Personal Status • More Hobbies, Leisure Activities

Source: Institute for Higher Education Policy (1998).

An Interconnected Conceptualization of Public and Private Goods: The Relationships between Higher Education and Society

The scholars who perceive the relationship between higher education and society as Interconnected have two similarities. First, the authors state that there is mutual interdependence between the public and private good; the location where one ends and the other begins is blurred. Second, the authors passionately describe a crisis in higher education where action from leaders is needed to shift the focus of the higher education from an economic neo-liberal, capitalistic, market-driven emphasis to one that better serves the public good. The scholars who conceptualize the relationship between higher education and society—where the public and private good interconnect—are primarily tenured faculty from the social sciences (Giroux & Giroux, 2004; Kezar, 2005; Larabee, 1997; Parker, 2003; Pitkin & Shumer, 1982; Rhoades & Slaughter, 2004).

In this Interconnected conceptualization, higher education's role in a democracy needs to acknowledge the public and private realms as well as privilege the interconnections between them. The authors view this interconnection as the crux of a crisis in the academy where change in leaders' perspectives about, and behaviors regarding, the academy is needed. Political capital and making change to actualize a true and inclusive democracy is central. The

authors strongly argue that it is particularly important for leaders within colleges and universities to initiate this change. In A Balanced perspective, one may consider each factor that contributes to the relationship between higher education and society as mutually exclusive, whereas in this perspective, the intersections of various aspects within and outside of the academy render isolation of factors virtually impossible.

Books, chapters, research articles, and scholarly papers in the Interconnected conceptualization of the public and private good break down into three categories: 1) Civic Engagement and Multicultural Education as the Intersection, 2) The Marketplace and the Political Nature of the Intersection, and 3) The Political, the Marketplace, and Educating for a Diverse Democracy. Throughout these categories, the authors consistently address two or more of the following concepts: access, equity, and social justice; class, gender, ethnicity, and/or race; multicultural education; technology; teaching, research, and/or service; the marketization of postsecondary education; the privatization of higher education; and the vocationalization of higher and postsecondary education.

The authors in this Interconnected conceptualization also refer to political theory and state how important race, ethnicity, gender, and socio-economic status are to the relationship between higher education and society. The inclusion of all things political is reflective of the notions of social capital, as defined by Bourdieu (1986). Bourdieu's definition of social capital connects three sources of capital (economic, cultural, and social) in order to create an aggregate of resources linked to a network of relationships. Social capital, in this context, can be converted into economic capital. Bourdieu defines social capital as grounded in theories of symbolic power and social reproduction where social capital is a tool of reproduction for the privileged. This is quite distinct from Coleman's (1988, 1992) use of social capital described earlier.

FRAMEWORK TWO: HIGHER EDUCATION LEADERS' DISCOURSE ABOUT HIGHER EDUCATION FOR THE PUBLIC GOOD

In the article *Complicating "Just Do It": The Multiplicity of Leaders' Perspectives on Higher Education for the Public Good* (2006), Lesley Rex and I inductively explore the ways in which higher education leaders talk about higher education for the public good (HEPG). We concentrate our analysis on three facilitated dialogues, each with approximately 60 higher education leaders that include university presidents, faculty members, legislators, administrators, and graduate students. The three dialogues took place over a total of nine days, but we focused specifically on a discussion session where the topic of higher education for the public good was most prevalent. We asked the questions, "In what ways does this group in talking together construct higher education for the public good?" And, "How are participants' individual views presented because of their interactions with each other?" We chose these two questions so as to produce representations that might increase university leaders' understanding, raise their awareness of the importance of communication with the public and other interested parties, and motivate action they could take toward making change in the system.

In short, we chose critical discursive psychology as the epistemological construct for this study as it "takes language as its topic, examining the ways in which people talk about—or construct—things like attitudes, memories and emotions" (Edley, 2001, p. 190). More pointedly, the field of higher education is itself extremely context-specific, is situated in a continually shifting and evolving historical context, reflects the identities speakers construct for themselves for professional purposes, and is shaped within reciprocal relationships among

leaders' identities and academic and national cultures. It is for these reasons that we chose critical discursive psychology as the epistemological construct for this research study.

Findings: The Emergent Analytical Framework

The emergent analytical framework (Figure 2) surfaced from the line-by-line analysis of the selected data. The first interpretative repertoire, locating HEPG, refers to the ideological frame speakers took up—working toward making change in the system of higher education so as to focus more on its applications for the public good. We use the phrase "locating" to capture the speakers' commitment to where they believe change should be made. The second interpretative repertoire, actualizing HEPG, reflects the "on-the-ground," concrete ways of going about making those changes. Participants sought to realize HEPG through what we have labeled as either task or process approaches. Viewing self in relation to HEPG refers to how participants viewed themselves in relation to higher education for the public good. Inherent in this interpretative repertoire is an ideological dilemma, where participants viewed their relationship to higher education for the public good differently. Participants viewed HEPG as either external to themselves, something outside of themselves in which they have a role, or as an internal feature of themselves. Finally, almost half of the participants mention sustainability. Some participants forwarded solutions and others only presented sustainability as a problem.

Figure 2: *Emergent Analytical Framework.*
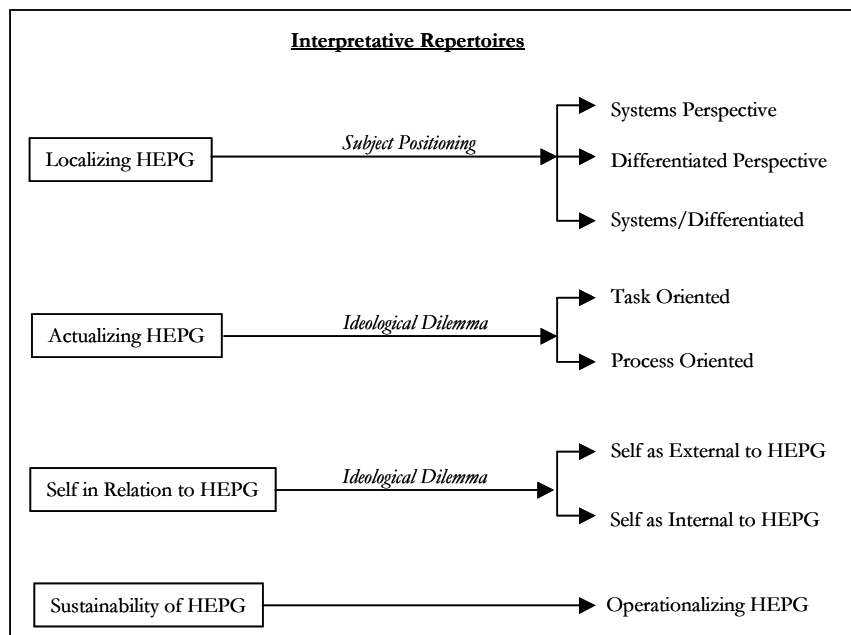
Source: Pasque & Rex (2006).

Analysis: The Intersections of Gender, Race, & Ethnicity
We present the complicated dimensions of the repertoires in the full article to make visible how speakers positioned themselves and the dilemmas that the large group faced during the conversation. In essence, we walk through an analysis of the intersections of gender, race, and ethnicity, while expanding upon the models used in the findings section of the paper. Participants' identities, memories, attitudes, and emotions played an important role in defining the nature of the problems and solutions in transforming higher education for the public good. The participants' discourses reflected the multiplicity of ideological positions assumed in how to strengthen higher education's relationship with society.

To briefly summarize, this study illustrates that dominant cognitive processing models communicated in academic discourse genres continues. Specifically, dominant worldviews continue to be perpetuated through language by people from dominant social identities.[1] It also illustrates that there exist discourses by women and people of color in other, sometimes hybrid, discourse genres. For example, one woman's role in the dialogue demonstrates important bridging moves between dominant and subordinate positions in order to interrupt the status quo and prompt the consideration of action agendas for change. In addition, the speakers primarily held notable positions in higher education (director of a national association, college president, associate professor, etc.), and not one of the speakers was an early-career scholar or graduate student. Issues of silence—and the act of being silenced—are important aspects of this study that should be considered further.

FRAMEWORK THREE: HIGHER EDUCATION LEADERS CRAFT A COMMON AGENDA ON HIGHER EDUCATION FOR THE PUBLIC GOOD

The National Leadership Dialogue Series (NLDS) consisted of four three-day dialogues in the summer of 2002 that brought together over 250 key higher education leaders in order to strengthen the relationship between higher education and society through dialogue. This series served as the catalyst for the Wingspread Series of dialogues. The NLDS was organized by the associate director of the National Forum on Higher Education for the Public Good, Tony Chambers, along with National Forum faculty, staff, and graduate students. Tony Chambers invited a curriculum design team, co-sponsors, and co-organizers of each dialogue to participate in organizing the events.

The dialogue topics included: *The role of public understanding, public support and public society in reflecting and shaping the covenant between higher education and society; Educating for the public good: Implications for faculty, students, administrators, and community; Practical strategies for institutional civic engagement and institutional leadership that reflect and shape the covenant between higher education and society;* and *A national summit: Creating a common agenda.* Leaders included representatives from national foundations, national associations, state legislators, university presidents, faculty, student affairs administrators, community partners, and graduate and undergraduate students.

During the final dialogue, higher education leaders gathered in small and large groups to brainstorm a list of changes needed to strengthen the relationships between higher education and society. Participants crafted this list from discussion items at earlier dialogues, professional and/or personal observations and experiences, and research findings. Tony Chambers and graduate student research assistant Xu Li conducted a thematic analysis (Strauss & Corbin, 1999) of the compiled lists. This information was crafted into the *Common Agenda* (see Figure 3), which was used as the starting point for the current Wingspread Series.

Figure 3. *Common Agenda.*

Tony Chambers (2005) has written about the process of convening the dialogues, and Scott London (2003) authored the NDLS summative document that includes the *Common Agenda* created by the dialogue participants.

The typology collectively crafted by many of the higher education leaders provides another framework with which to consider the various elements that could strengthen higher education for the public good. Four major elements in the *Common Agenda* include: 1) building public understanding and support, 2) infusing civic engagement and public service into the culture of higher learning, 3) cultivating networks and partnerships, and 4) embedding civic engagement and social responsibility in the structure of higher education. Each of these four elements contains subcategories under which is a list of action items with participants names attached to the items that they had agreed to pursue over the next few years. This *Common Agenda* reflects the thinking of many of the higher education leaders present at the dialogues. It has been used as an instrument to spur additional thinking and to communicate multiple ideas simultaneously.

DISCUSSION

Each of the three frameworks presented here portray a different way in which higher education leaders write or talk about how to strengthen the relationship between higher education and society. The elements within each framework are not mutually exclusive. There

are definite overlaps as well as ways in which we could mine deeper into this data in order to uncover more of the nuances between various perspectives and the implications that ensue. For example, within each framework, there are perspectives that perpetuate the status quo such as the dominant cognitive processing models communicated in academic discourse genres as found in the critical discourse analysis research study (framework two). In addition, some frameworks include perspectives that resist the prevailing paradigms in the academy, such as the voices of the *Interconnected* researchers, whose conceptualizations wrestle with the complexities of race, class, and gender as connected to the public and private benefits of higher education (framework one). A full analysis and comparison between these different frameworks is beyond the scope of this paper; however, a few points about language and social change are important to highlight.

Language of Leaders
Johnstone (2002) states that people often accept what leaders say as truth and allow them to be spokespeople for such truth. In this sense, the language that leaders use in these different frameworks is extremely important. However, even among leaders in higher education, meaning is not always clear. For example, the analysis of the literature review shows that a number of scholars from each conceptualization mention "capital," yet each defines it with extremely different theoretical underpinnings. The Private Good mentions human capital, which is defined as highly connected to individual wage rates, state and individual rates of return on investment, and national and local economic growth (Becker, 1964/1993; Blinder & Weiss, 1976; Gottlieb & Fogarty, 2003; Weiss, 1995). This is distinctly different from how the other three conceptualizations utilize social capital. The Public Good conceptualization addresses social capital as imperative to serving the public good and the scholars often cite Putnam (1995, 2001), who defines social capital as the value of social networks. The Balanced and the Interconnected conceptualizations, however, address the importance of human and social capital. The Balanced concept addresses both forms of capital as quantifiable, as is found in Coleman's (1988) definition of social capital, which is utilized to determine a quantitative relationship between social capital and educational outcomes. The Interconnected conceptualization addresses social capital from Bourdieu's (1986) perspective, where social networks facilitate access to social capital. Bourdieu's construction of social capital also includes issues of political capital and systemic oppression. Further, some interconnected researchers, such as Hagedorn and Tierney (2002) and Giroux and Giroux (2004), specifically name Bourdieu and extend Bourdieu's definition to include issues of cultural capital (also see Tierney, 2003).

If the concept of capital continues to be used, but not defined, then ambiguity could add to a further disconnection between conceptualizations and miscommunication among scholars. Scholars or policy makers might assume they mean the same thing when they use social capital, yet the words often have vastly different definitions. Lack of mutual understanding has important consequences when trying to work with legislators, the public, or with colleagues at the same institution to garner support for policies to increase access to higher education. In addition, leaders may think they are working in support of each other, or that they agree with each other based on a similarity in language. Yet, they might actually labor against one another.

Social Change in Higher Education
The three frameworks presented here also address (or ignore) issues of race, gender, class, religion, age, sexual orientation, and other social identities. They suggest (or fail to suggest)

myriad changes that should occur within and outside of higher education. Such changes affect access to college, experiences within college, the interruption or perpetuation of the status quo, and the list continues indefinitely. In this sense, it is not enough to learn how people talk about the relationship between higher education and members of our communities, but how—through this talk—people and ideas for change are silenced, privileged, and/or get enacted. We also need to understand the various perspectives—and the implications of such perspectives—in order to work toward the creation of more just and equitable programs, policies, climates, community partnerships, and daily interactions. This requires a serious culture shift if we are to break the current cycle of oppression, elitism, and hierarchy (Boyles, Cunningham, Mullings, & Pasque, this volume; Brint & Karabel, 1989). What are we willing to give up in order to make the needed change? Are we willing to give up our port? Our comfortable feather pillows? Will giving up these things make any difference other than the self-satisfaction of martyrship? Questions connecting intention and impact are also important here: Are we willing to continue to use everyday language that dismisses concepts of equal opportunity? Are we going to continue to use verbal strategies with each other that have been pointed out to us as strategies that silence others? Or, is it through discussions at places like Wingspread that we elevate these types of critical questions encouraging transformative action that will interrupt the current cycles?

CONCLUSION

As we load our suitcases into the car and our driver takes us along the winding lane toward the gate, how will we address the lived paradoxes and interconnections that continue to permeate our lives in higher education? These three frameworks offer insights about the complexities of language and how language is used to perpetuate and/or resist the current relationships between higher education and society. We need to continue to interrogate our own language and action, expand definitions of who is included in the public, and question the hegemony that exist within and among our institutions. This interrogation will help us continue to unravel the complexities of these paradoxes and interconnections; moreover, it will assist us as we move toward action and the interruption of the dominant paradigms of power and privilege that operate in the academy.

Footnotes

[1] Social identity is defined as ability, age, class, ethnicity, gender, gender expression, race, religion, sexual orientation (Hardiman & Jackson, 1997). I have added gender expression to the Hardiman and Jackson definition of social identity to communicate the explicit differences between gender, sexual orientation and gender expression.

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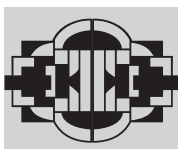
Chapter 3

Regrouping, Rethinking, and Redirecting Energies Around Higher Education for the Public Good: A Keynote Address

Suzanne Morse

INTRODUCTION

Let me begin with one of my favorite quotes from Winston Churchill who said, "It's all right to be a late bloomer as long as you don't miss the flower show." The question for higher education, at least in my mind, is how do we make it to the show? And what is that show? The question is being defined at this Wingspread Conference, but in short, the show for higher education is the influence and impact we can have on the critical issues of the day. Historically, institutions of higher education saw as a primary mission the furthering of the common good. We have lost that defining characteristic. It is time to regroup, rethink, and redirect energies that will allow us to fulfill our public mission in more strategic ways. Let me pose three ideas that help explain how we might connect in a larger way to the economic, civic, and social solutions that are so needed.

WHAT WE KNOW

First, I have directed an organization called the Pew Partnership for Civic Change for the last fourteen years. Our very modest organizational goal is to help all communities thrive. So you can understand why I'm still at it. We have worked in many communities, hundreds of them over the years. All too often we have seen the same patterns of disinvestment and short-term fixes supercede sustainable solutions. Back in the late nineties, an idea hit us: Maybe we should just find out what really works and invest our time and resources in those things rather than reinventing the wheel. So we created an initiative called Solutions for America. In that program, we matched very well-known community projects on issues from affordable housing to access to credit with a local university partner that would help document the work. It was very successful, and these tested models have been used all over the United States. We followed that project with a publication called *University Avenue Meets Main Street: New Directions in Civic Engagement*. Now, I tell you this because after it was all over, when I should have been popping the champagne cork, I asked myself two questions. What difference did any of this make? And, how could we take these solutions to scale?

The difference is that these documented strategies actually worked. The scale question was answered in part by the examples in *University Avenue Meets Main Street*. It was very important in Burlington, Vermont, and throughout the state of Vermont that the impact and results of the very innovative community credit union be documented. It was equally important in a place

called Big Ugly Creek, West Virginia, that the successful ways to expand the dreams and expectations of school children be acknowledged and confirmed.

What I learned from these projects and our research was that real solutions are possible. Tested ideas make a difference in individual communities, but we need a bigger splash to really move the needle. How can we connect what we learned in Burlington, Vermont, with what we learned in Big Ugly, Los Angeles, or Boston? So that's one question that is pushing at me, nagging at me. How do we take research and practice to scale with higher education as a key player?

The second point relates to the marginalization of higher education. When folks go to Capital Hill to talk with senators, representatives, or their staff people, they are too often viewed as one more non-profit with an agenda or vested interest. What worries me about this is that it was not always this way. There was a time when every major initiative in the country had higher education at the table. It wasn't just the lone "higher education" representative, but higher education was a strategic partner. Derek Bok, Hanna Grey, Clark Kerr, or Benjamin Payton were called for real advice and counsel. Clark Kerr literally wrote the report on the future of higher education that has shaped our current thinking. We don't have that anymore. People don't even know who the presidents are. We need presidents to be fundraisers, but we also need them to be public intellectuals who help the nation sort through its challenges and its conscience. We have allowed ourselves to be marginalized by our inability or unwillingness to have a voice on issues larger than our individual institutions.

This leads to the third point that worries me and what really sets the stage for this Wingspread Conference. The March 2000 report by the Kellogg Commission on the Future of State and Land-Grant Universities, *Renewing the Covenant: Learning, Discovery, and Engagement in a New Age and Different World*, said in essence that we have big issues in this country. We've got global warming, we've got poverty, and we've got limited access to educational opportunity—you fill in the blank. The bottom line of this particular statement is that none of these problems will be solved without higher education. It didn't say *maybe* higher education could play a role; it said higher education must. So the question is whether the relevance, the impact, and the results that higher education provides are used and taken seriously on campus and off. I don't think this is about public relations as much as it is about the thoughtful re-engagement of the academy with society. This is about taking what we are learning and connecting these lessons to the systemic issues of the day. The public wants to know what higher education can actually do to solve "next generation" issues such as the environment, educational access, and science and technology applications. The doors on Capital Hill and the statehouses will be opened in a different way when higher education addresses these questions. That's when people are going to come to us saying that the only way this country can move forward is if we have a system of higher education that is first rate. You know, it's interesting that economies find money when they must. Where did we get all that money for Pakistan, Katrina, and the war in Iraq? There's money, but there needs to be a compelling case made that the future of our society depends on an engaged effort by colleges and universities.

HOW DO WE ENGAGE?

First, we catalyze ourselves around improving local and national issues. There is not an institution among us that could affect the incidence of national poverty alone. We may change it in our neighborhood. We may change it in Los Angeles, Charlottesville, or wherever,

but individually we are not going to change poverty. Collectively we can. We are not going to change global warming individually, but collectively we can have an impact.

Second, we must be clear about the values, benefits, and limitations of cross-institutional efforts for the public good. Mark Twain once said, "It's what you've learned after you know it all that really counts." What we know is that we must knit together our constituencies, our research, and our institutions in a new way. How do we become a system of higher education rather than individual institutions? Big breakthroughs in research across the universities need to be brought together in creative ways. It is time to quit worrying about who gets the credit and focus on actually solving problems. We know what to do; we have studied these issues to death. What we need to do is move forward and move forward together.

Third, our constituencies must work together to provide leadership on community and social challenges. It used to be that people actually talked about issues. Higher education was a convener. We must be that convener again, the voice for poverty and for all the issues that face us. Do you remember the shacks that were put up on college campuses during Apartheid? People paid attention. Now, I'm not saying that we take on everything, but we should take stands even if they make people uncomfortable. When I was an undergraduate at the University of Alabama, many years ago, William Kunsler was invited by a student group to speak. There was a huge outcry about whether you should have a person with seemingly radical ideas on campus. The fact of the matter was the university let him come and let him speak, because universities are about free speech and the expression of ideas.

WHERE WE START

These three avenues point to one overarching question for our discussion: How do we apply our resources—students, faculty, and administrative and collective intellect—to the major public problems of the day? If the Kellogg Commission on the Future of State and Land-Grant Universities was right—and I think it was—the major social problems will not be solved without us. And just to remind you: We have 12.7% of Americans in poverty,[1] 44 million Americans who cannot read well enough to fill out a job application,[2] and 500,000 young people who drop out of high school every year.[3] If you were to go back about 25-30 years and look at those same statistics, they would basically be the same. I would argue that one of the variables that could make a difference has to be higher education.

This will require that we build a synergy around higher education. We are not just individual institutions, no matter how grand we think we are. Rather, we are a system of higher education with enormous resources. How do we get our presidents, faculty, staff, boards of trustees, and students thinking as a system of learning and civic action? It used to be that the church was the institution that people trusted. Today I really think it's higher education. Higher education may be the last, best, neutral place in America for people to really talk about issues and find answers. We need to figure out how to keep our edge.

I want to close with two stories. Perhaps one of the most distinguished academics in recent years from my home state of Alabama is a man named E.O. Wilson. For those of you who don't know E.O. Wilson, he was a social biologist who taught at Harvard for many years. He got his early training in the streams and fields of Alabama. You see Professor Wilson is an expert on ants. One of the things he learned was that to understand scientific theory, we have to understand how various theories come together. He calls this work consilience. Simply

said, this is the jumping together of knowledge and theory to create different knowledge and theory.

So, I am suggesting to you that what we need here is a jumping together—a consilience for higher education—a way to bring what we can do together to the public good. This new model for higher education includes the merging of learning, the creation of new knowledge, the creative application of knowledge and practice that is tested, and delivery partners that can get what works on the ground. Our institutions, our faculty, and our students will not only excel academically, but also they will bring to their research and learning a new zeal and excitement.

We can learn a lot from ants about our challenge, but we can also learn a lot from frogs. An oracle once posed this question, "There are five frogs sitting on the log, and one decided to jump—how many frogs are sitting on the log?" Five. Deciding to jump and jumping are two different things. So, our challenge for this conference is to address how higher education institutions can jump and jump together to re-engage in solving our nation's challenges answering the charge that philosopher Hannah Arendt gave "to remake our common world."

Footnotes

[1] U.S. Census, 2004.
[2] National Adult Literacy Survey, 1992.
[3] Barton, P. E. (2005). One third of a nation: Rising dropout rates and declining
    opportunities. Princeton, NJ: Educational Testing Service.
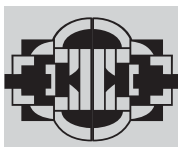
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Chapter 4

Higher Education Has Done Well, We Can Do More: A Report from the Wingspread Access, Equity and Social Justice Committee

Lesley A. Rex

INTRODUCTION

We nine members of the Access, Equity and Social Justice Committee represent a range of roles in higher education—doctoral student, administrator, early- and mid-career faculty, community liaison, and university president. Yet, each of us embodies a social justice position in our personal histories, our professional work, and our commitment to higher education for the public good. Over the course of our meetings last fall, following our charge, we engaged in designing a plan of action for immediate implementation, aware that any plan would be subject to additional shaping. Around the table we discussed our perspectives on social justice, the public good, access, and equity, as well as the institutional culture of higher education. As we talked, we evolved a common strategy for defining these key constructs as we devised a concrete strategy for their implementation.[1] We talked about higher education as individual, unique institutional cultures, as a national institution with common norms, and also as an influential presence in U.S. culture.

Aware of the urgency to produce a plan in limited time, the group elected to focus on what it considered the most important topics and questions. These included key social justice outcomes such as, "Who should go to college in the United States?", the desired dispositions and tendencies of students graduating from institutes of higher learning, and the role of institutions in local communities. However, we were well aware of the inadequacy of any plan that was not based upon a broader base of information and current conditions. For example, we knew we were working without sufficient knowledge of social justice actions that were already underway at institutions across the country. We were aware, for instance, that historically Black colleges are already making changes to accommodate greater diversity, and so probably already have action plans for advancing social justice. Yet, we were unaware of the efforts of a broader range of institutions or of conversations taking place across them. This information is necessary to provide an informed context for a broad national plan. Without the time to obtain this information, the plan we propose should be considered temporary and contingent until such information can be acquired. At the very least, we advise a literature review of conversations about social justice, to evolve common themes and institutional variance.

Through this process, most of it unplanned, we evolved the comments that follow. First, higher education has an important leadership role to play in reinvigorating a social justice agenda throughout the country, especially in the current unsubtle climate promoted by Dinesh D'Souza, William Bennet, and proponents of the bell curve view of intelligence and capacity. Such views, often translated through popular media such as talk radio, reinforce the belief that some people more than others deserve a college education. *Higher education needs to actively work against this ethos.* The challenge is to convince the population that we can have a safer and more productive society with a social justice agenda. One difficulty in convincing people of that argument is a fundamental disbelief in everyone's capacity to perform well in college. Long practiced conventions, in society as well as in education, of testing and sorting have firmly imprinted a hierarchical assessment mentality on the public. It is widely believed that some, inevitably, must fail to measure up.

Reframing the Problem of Equity, Access, and Social Justice

We used a productive analogy to think through this problem. Until the 1970s, it was commonly accepted that world hunger was impossible to eradicate. The reason most often provided was insufficient food. Organized initiatives to inform public, corporate, and political groups and leaders changed that ethos. Through targeted lobbying, education, and reconceptualization, a new view replaced the old. It became possible to end world hunger. The problem was reframed as "Plenty of food; insufficient infrastructure due to political failure." That is, if there were sufficient political will, infrastructure could be created to deliver the food to those in need. Since the '70s, that frame is commonly accepted by our news agencies and government to describe why efforts to solve hunger fail, evident in most recent reports of starvation in Darfur.

This historic hunger analogy aided us in understanding that one course of action is to reframe the problem of equity, access, and social justice and the role of higher education. Our challenge was to resist the current social ethos of inevitable, differentiated student capability and preparation. To resist this ethos means the public and institutions would act as though they believe that every young American adult deserves to attend and graduate from college and can do so when provided with appropriate social, political, and educational infrastructure. Such access would mean, among other elements, the availability of low-cost education and of faculty and staff of diverse backgrounds with diverse pedagogical approaches.

Opponents of this reframing may advance the argument that we are already providing inexpensive two-year college educations for all who want to attend. Our response is that proportionally few high school graduates who do not attend four-year institutions enroll in two-year programs. Of those who do, fewer still earn degrees, and even fewer transfer to four-year campuses. These outcomes contribute to public perceptions that many are not "cut out" to go to college.

Acting Strategically and Changing the Vision of Higher Education

Such resilient perceptions and the danger of reinforcing them through well-meaning but ineffective intervention led us to consider the fraught relationship between social justice and public good in higher education. Questions emerged such as: "How do we avoid exacerbating stratified societal classes through our system of education?" "Who should pay for such

extensive higher education?" "Who are we producing in our institutions—products for corporate America?"

Our solution was to think strategically at different levels of action: the individual person, the individual institution, and institutional leadership. The individual should ask, "What can I do in my own setting day-to-day to enhance access and equity?" At this level, we encourage thinking strategically at the level of one-to-one interactions. As we interact with members of our staff, our students, our colleagues, and our administrators, we can consider how each conversation could be framed as contributing to equity and access. When a single mother emails to ask if she can bring her son to class, the two of us could design a workable arrangement. At the scale of the individual institution, each of us can think programmatically about improving equity and access. One member of our group had already convinced his program faculty to replace GRE score requirements for student admission with a more culturally just measure of achievement.

For these individual and institutional scales of engagement to be effective in increasing enrollment and graduation of marginalized students, institutions need to have an ethos of social justice through equity and access. Even so, individual and programmatic changes from within universities operating within the current zeitgeist of the public good can only go so far in making change. Substantive, sustaining change requires an explicit change in the vision of higher education in this country. Such change is an issue of altering its mission to think not only about serving all students, but also about assisting all communities—especially those from which our least well-served students come. Well-endowed communities and corporate interests are already well assisted in their relationships with higher education. Less so are communities in need of improved health, housing, nutrition, livelihood, education, and transportation. Institutions need to do a better job of bridging the gap between institutional knowledge and local community benefit in a way that demonstrates positive connections between public good and individual interest.

Enacting Community-University Partnerships
Community-university work underway at Arizona State University (ASU) provides a helpful example of how university resources serve specific community needs and thereby the larger public good. A meaningful story enhanced our understanding of the ASU model. The "corn story," which I've since told a number of times with great affect, is a commonly recognized narrative form. Our group employed the fable to reframe how we should think about higher education's mission.

> Once there was a farmer who, for years, won every prize in the state for his corn. It was the sweetest, hardiest, and most plentiful of any corn around. One day, a curious journalist visited the farmer. He observed that throughout the day, the corn farmers from the surrounding farms came with their pickup trucks. They shoveled the farmer's corn into their trucks and drove back home. As journalists do, he interviewed the farmer. "Why are you giving your prize-winning corn to your neighbors?" the journalist inquired. "Well, you see," the farmer replied with a twinkle in his eye. "The wind blows the pollen from my neighbors' corn into my fields, and it pollinates my corn. If I let them continue to grow substandard corn, mine gets worse each year. This way as theirs gets better, mine gets better." [2]

Convincing the public that making available and supporting higher education for all students, along with providing institutional resources to underserved neighboring communities, is in their best interest is part of the challenge. In addition, these actions need to be sustained so that their effects can accrue and be assessed. Those trucks need to return again and again to the farmer's corn. And, the farmer must keep submitting his corn for evaluation.

Public institutions around the country may differ in the programs and initiatives in place that contribute to public good. Nevertheless, it is important to acknowledge that every public institution sees itself as engaged in making a positive public contribution. Yet, how many or how often are the effects of those contributions assessed? How often are they assessed in terms of social justice? How often do institutions speak in terms of results in improving social justice?

Operationalizing Higher Education for the Public Good
We suggest institutions should build in self-assessments. For example, leadership should evaluate how well it provides affordances and encouragement, as well as direction. One direction could be connections across disciplines, departments and projects to identify particular issues and to create more powerful interventions. Biology, chemistry and engineering could combine to address ways of decreasing the expense of medical treatment. The evidence of achievement would be results that directly benefit social justice issues. At the University of Michigan, this interdisciplinary mix has developed a means of immediately assessing the effectiveness of chemotherapy, thus reducing lengthy discomfort, treatment, and expense. Such developments make cancer treatment more accessible and more likely to be successful for low-income patients.

We need to get this message of self-assessment and concrete results out to key individuals on campuses around the country. The best way is through national organizations such as the American Council on Education, Association of American Colleges and Universities, Campus Compact, National Association of State Universities and Land-Grant Colleges, and others. These organizations can mobilize for action. Our recommendation to these groups would be to provide a new call to action around which to mobilize. Such a call might look something like the following:

> *We have done well and we can do more. In the 21st century, universal higher education should be available for everyone in the United States. Given our current realities, every institution in the United States should be committed to social justice and intent on operationalizing higher education for the public good. That includes all parts of each campus including and beyond student affairs, fund raising, academics, and public relations.*

We also suggest that this call be followed by questions that campuses can use to assess their results in accomplishing this mission. Examples of possible questions that would elicit concrete results, or their lack, could be:

What impact has our institution had on solving broad social problems such as health, housing, nutrition, livelihood, education, and transportation?

> *1. Are more faculty becoming engaged and increasing their efforts toward solving broad social problems?*

- *Do our faculty target and support social change through their professional activities?*
- *Do we encourage applied research to improve particular social conditions?*
- *Are faculty and university resources marshaled to actively address community needs?*

2. *Are students becoming more interested and engaged in solving broad social problems?*
   - *Do we have open-door access for all our students?*
   - *Are our students more critically thoughtful and civically engaged when they graduate?*
   - *How are curriculum and pedagogy across all disciplines and fields responsive to retaining and educating students for social change?*

3. *How are all parts of the institution being called upon and supporting these efforts?*

Our final suggestion is that these questions be part of institutional accreditation reviews. With inclusion in accreditation, this initiative could be immediately institutionalized. Inspired by a common national mission, this manner of institutionalization would allow flexibility and sustained focus on context-appropriate activities on each campus. Without micromanagement, a national effort could impel local change.

Our institutions have prepared the ground. They have done well. They can do better.

EPILOGUE: A COLLEGE EDUCATION OUT OF REACH

Since our group dialogue, a contentious, high-profile national issue demands even more attention to access, equity, and social justice. State and national politicians are moving against undocumented immigrants. The President, Congress, and the media have responded to vested interests' pressures to do something about a dangerous immigration situation. Their initiatives, propelled by inflammatory rhetoric, focus on "stemming the dangerous tide" to "save our taxes and our livelihoods" from "illegal felons." The fear being generated, coming on the heels of inflated post-9/11 paranoia against foreigners, raises suspicion against all immigrants, whether documented or undocumented, and lumps them together as the enemy. Feinstein's bill in California is an example. She calls for charging "foreign" college students twice the fees while simplifying the employment of low-wage "guest workers."

Feinstein's bill reflects a dominant economic logic in this country. It reasons that we should accept immigrants for menial, blue-collar employment because they provide less competition for jobs. And, by keeping well-educated immigrants out of the country while building up cheap labor, we allow U.S. students a place in college and in the professional job market.

This logic is wrong on a number of counts. Perhaps the most obvious error is the assumption that university-educated immigrants take jobs from U.S. citizens. Plenty of examples from the technology, medical and pharmaceutical industries demonstrate that the inverse is just as likely to be true. Highly skilled immigrants pioneer advancements in products, services and equipment that lead to more jobs for Americans. Second, as the pending congressional Dream Act bill acknowledges, many children of blue-collar undocumented immigrants are high-achieving students. They are honors students, valedictorians, and academic award winners sought after by prestigious universities. Legislators who promote the Dream Act recognize the contributions such students can make to this country, if granted access to a college education. They argue for legal status to be granted so that low-income undocumented students, who comprise most of the estimated 65,000 undocumented high school graduates, have access to

financial support. Otherwise, without funding, these achievers, whose family incomes average $16,000 a year, face an uncertain future. A college education is out of reach.

The high profile immigration crackdown has made matters worse for Dream Act advocates. The opposing argument—that these students take the place of deserving U.S. students—is gaining ground. Currently only ten states, including Feinstein's home state of California, allow undocumented students to pay the same rates for higher education. In forty states, they have to pay out-of-state or international student rates, which further decrease the likelihood of college attendance.

Most troubling of all are the dispositions, beliefs and values this fear-mongering argument promotes: Distrust of things foreign unless immigrants are subservient; disregard of immigrants' historic contributions; naive conflation of patriotism, economics, and self-interest. In a word: xenophobia. This growing public ethos needs to be defused. Counter arguments need to be invoked at this political and societal moment in history. Institutions of higher education can organize at all levels to serve the public good by taking on this cause.

This is the moment to make just and equitable immigrant access the focus of our self-reflective question: **What impact has our institution had on solving broad social problems? By asking the same three sets of related questions listed above, we can begin to organize. We can do more.**

We have to do more.

Footnotes

[1] This chapter is a reconstruction from the memory of the author and from her transcription of the audio-tapes of the Access, Equity and Social Justice small working group sessions.
[2] "The corn story" was told in a seminar at Arizona State University in 2001 by a facilitator who focused on the book *Seven Habits of Highly Effective People* (Covey, 1989). We have tried to find the published story or an original citation, to no avail.

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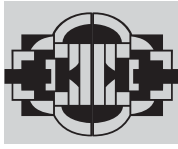
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Chapter 5

Fulfilling Higher Education's Promise: Addressing Social Issues in the 21st Century

Adrianna Kezar

Parker Palmer eloquently stated, "we all know that what will transform education is not another theory, another book, or another formula but educators who are willing to seek a transformed way of being in the world" (1999, p. 15). I could not agree more. In this chapter, I want to challenge leaders in higher education to think about a new vision of higher education *being* in the world that differs from our current commitment.

Higher education has a long standing commitment to serving society. When the American colonists set up their first higher education institutions, they saw them as ways to foster civil society. By the early 1800s, this role was expanded and defined more specifically as developing professionals who serve society, engaging learned individuals in civic responsibility, and creating leaders to head industry, community organizations, and government. This commitment continued to be redefined over the following 200 years as higher education institutions engaged in public service, helped foster the arts, expanded health care, and increased access for women and people of color, for example. The relationship between higher education and society alters as the needs of society change based on economic shifts, wars, demographic changes, and values adjustments. The National Forum on Higher Education for the Public Good emerged to draw attention to the current shift in the relationship between higher education and society characterized by privatization and commercialization of higher education (Fisher, Fabricant, & Simmons, 2005; Kezar, Chambers, & Burkhardt, 2005). Increasingly, higher education's role in serving the public good is becoming defined narrowly as the education of students for the workforce. State funding is being focused on undergraduate programs, and the "back-to-basics" mentality that hit school systems in recent years is on the rise in higher education, in which activities not focused solely on educating students to be workers are frowned upon. Many institutions are therefore not supporting activities such as community outreach. Many critics (including the author of this chapter) perceive this new state of affairs as threatening many of the traditional and important roles that higher education has played in society. While I believe it is important to highlight some of the traditional commitments that might be lost (as various authors have written about), I also believe that higher education's current commitment needs to be rethought and refocused to meet the current needs of society.

Although it may seem unwise to challenge higher education to a broader social commitment when its current commitment is strained and many institutions have abdicated their responsibility, I believe that some institutions will rise to the challenge (and already are beginning to) and can serve as role models of the way that higher education should play a role in society over the next century. In this chapter, I will review some of the current commitments that higher education has with society, providing a reader with a sense of the initiatives and efforts being made by many institutions. In the latter part of the chapter, I will challenge higher education to meet an even bolder commitment to working with communities to help alleviate major social problems such as poverty, ineffective education, homelessness, environmental disasters, and declining health care. In addition, I provide a set of principles and a model for meeting this new mandate.

CURRENT COMMITMENTS

College campuses engage in a variety of public service and community outreach efforts. The most prevalent activities are public service, college-community partnerships, civic engagement, and service-learning. Many of these activities have been long-standing, while others are a result of recent attention and attempts to reinvigorate the service role of higher education.[1]

An example of attempts to reinvigorate the public service role is the W.K. Kellogg Foundation's effort, headed by national associations such as the National Association of State Universities and Land Grant Colleges (NASULGC), toward stimulating a recommitment to the service mission within these sectors. Land grant institutions were established to work with communities to enhance agriculture and conduct applied research, but their service role and commitment to local and regional communities had waned since the 1950s. Additionally, Campus Compact attempted to "re"-institutionalize the public service mission of higher education by emphasizing the need for greater outreach. Their notion of the "engaged campus" was an attempt to broaden and deepen the campus service role, engaging all members of the campus (faculty, students, and staff), not just a handful of individuals and an outreach office.

In addition to public service, national associations have helped sponsor and develop partnerships between colleges and communities. For example, the Council of Independent Colleges and the National Society for Experiential Learning strengthened community-college partnerships nationally by creating a network of campuses engaged in these partnerships to increase their impact. College-community partnerships have also received federal support. For the past decade, the Department of Housing and Urban Development has awarded over 150 community-college partnership grants to encourage collaborations that help foster development in communities in need.

Several Washington-based higher education associations have projects to increase civic or democratic engagement, including the American Association of Higher Education, the Council of Independent Colleges, the American Council on Education, and the Association of American Colleges and Universities. Projects range from curriculum revision and campus dialogues to voter registration drives. The Kettering Foundation has been a national leader in creating dialogue among campus leaders about the importance of civic education in the college curriculum. It also has promoted having campuses examine their policies and practices to see if they support citizenship education because Kettering believes higher education is a critical agent in creating a democratic society.

A number of organizations have helped to foster and support the service-learning movement in the last decade including Campus Compact, an organization of college and university presidents; Campus Opportunity Outreach League (COOL), an organization of student leaders; and the Corporation for National Service, a government office that supports Americorps volunteers and provides seed money to hundreds of campus-based service efforts. Over six hundred universities or colleges are now members of Campus Compact and have made a commitment to increase the public service role of higher education through service-learning and/or community partnerships. This recent attention has had a profound impact on campuses and local communities, and many new initiatives have been formed.

Recent assessments of these efforts (e.g., public service, college-community partnerships, citizenship education, and service-learning) have found them to be uncoordinated, fragmented, and not well-supported by institutions (Kezar et al., 2005; Mulroy, 2005). Let me explain further. Most sectors of higher education have a diverse approach to working with and serving the community. Almost every campus has an outreach or public relations office that has a directory of activities and programs that involve communities. For example, the University of Southern California and the University of Maryland (both campuses that I have worked at) have a directory with hundreds of programs and activities in which faculty, students, and staff participate on an annual basis. These important programs include service-learning opportunities, community and university partnerships, internships and experiential learning opportunities, community-based research, and learning projects from almost every discipline and field within the institution at the undergraduate and graduate levels. But even these enormous directories do not capture all of the service work that goes on, as many individual faculty members serve on boards in the community and conduct research for community-based organizations. Likewise, student groups organize a variety of activities and programs, and public service and civic engagement conducted by individuals are often not captured. In fact, these directories only catalog institutionalized service efforts (notice this is different from institution-wide or coordinated efforts).

The reader is likely to comment, much like higher education institutions do, that it seems that higher education has a significant investment in and commitment to working with the community and performing public service. I also want to emphasize that it is admirable that higher education institutions maintain a strong relationship with the community, even though many of the institutional systems, such as tenure and promotion, do not adequately reward service or action/community-based research. Some might even say that the efforts that exist are heroic, given that faculty and staff are rewarded for grants, publications, and institutional prestige seeking (Brewer, Gates, & Goldman, 2001). However, I believe current efforts— although meritorious—could be improved, and there are several reasons for my perspective (for an elaboration of these ideas, see Checkoway, in press; Kezar et al., 2005).

First, these diverse and uncoordinated set of activities usually fall short of having a significant impact on communities. A homeless shelter in downtown Los Angeles might benefit from having a student work there for a term during a service-learning project. The shelter might also gain knowledge by having a researcher observe at the site and discover something unknown to the staff about its approach to caring for clients. However, universities generally are not making a difference in helping to decrease the level of homelessness in their communities. Colleges and universities working in greater collaboration with local and regional communities can have a much more significant impact on major social problems.

Second, these activities are generally focused more on the learning mission of the institution and not directed toward a particular societal problem. Service-learning programs are generally focused on providing students an opportunity to apply knowledge from the classroom and reflect on community experiences. Civic engagement initiatives hope to create change by increasing voting or community organizing among students, but they are generally not directed at any particular social initiative. University-community partnerships come closer to having a specific purpose, as these relationships are more formalized and usually have an underlying focus on social problems they are aimed to address.[2] Yet, these initiatives face the challenge of university commitment over the long-term and often suffer from changing directions that impact their success (Langseth & Plater, 2004).

Third, as suggested in the last section, these initiatives often lack institutional support and are not a part of the strategic initiatives of most campuses. I believe that if public-service and community outreach are to have a significant impact, then they need to be part of the strategic initiatives of the campus. Unfortunately, although most campuses have a plethora of activities related to service, most are not considered important priorities. They are not included in strategic plans and remain under-resourced, lack in leadership, experience high turnover of staff who feel marginalized, and are disconnected from other strategic initiatives that might help any single initiative have more power and impact.

Therefore, what I am concerned about is that having a plethora of activities does not necessarily constitute having an impact and making a difference in communities. While I do not want to diminish community service-learning, university and community partnerships, community-based research, or civic engagement initiatives, I feel that they are limited in their capacity so long as the current vision of public service remains prevalent on our campuses. If campuses are to be truly connected to society and the communities in which they reside, they need to make a difference—a measurable difference.

Some scholars have examined this issue of fragmentation and lack of coordination as a lack of institutionalization of service-learning or community-university partnerships. Holland (1997, 2005), for example, uses Levine's model of institutionalization to examine institutional differences in pursing community engagement. She describes how innovative enclaves, peripheral activities, or piecemeal changes occur, but not institutionalization that would lead to a more unified and coherent approach. Another example is Checkoway (in press), who examines strategies for involving faculty in civic renewal, and also explores ways to institutionalize this approach through changing reward structures, redefining roles, and internal leadership. While lack of institutionalization is also part of the problem and institutionalization would certainly provide more support for these initiatives, I believe that more than institutionalization needs to occur. Certainly this is a helpful but not sufficient step. What we need is a whole different philosophy.

VISION FOR THE FUTURE: TRANSFORMING COMMUNITIES

Palmer would challenge higher education leaders to consider if campuses were truly connected to society and the communities that they live and work in, then they would not stop short of making a difference. If we truly felt connected to people in poverty, people without medical care, and people without education, would we stop short unless we had achieved results? Would we not make these partnerships more central to our strategic initiatives? Is our fragmented approach to community outreach a reflection of our fragmented commitment?

Palmer would also question us to ask what connection and wholeness with community and society would look like. Part of creating a new vision for public service is to rethink higher education's relationship to society. For those who see education in a holistic way, education is not separate from society. Instead, society is a reflection of what is missing from our education and of areas where we need to focus our resources and efforts. Educators within this paradigm would actively seek out and try to understand what is happening in their community (which is inseparable from the educational institution itself) and find ways to resolve the problem, create healing, and move toward wholeness in the community.

Palmer (1999) refers to Thomas Merton's notion of the "hidden wholeness," in which individuals recognize that humanity is united and is not separated into countries, ethnicities, religions, and other constructs that obscure the wholeness that truly exists. This also means seeing the way that humanity is connected to the world – animals, plants, stars. Palmer hopes academics can see the way they are interconnected in their pursuit of understanding the world and humanity.

> We are in community with it all: the genes and ecosystems of biology; the symbols and references of philosophy and theology; the archetypes of betrayal and forgiveness and loving and laws that are the stuff of literature; the artifacts and lineages of anthropology; the materials of engineering with their limits and potential; the logics of systems and management; the shapes and colors of music and art; the novelties and patterns of history; the elusive idea of justice under the law. We are in community with all of these great things. (p. 13)

This understanding of wholeness and connection has the potential to bring educators from different parts of campus together to work across disciplines and in conjunction with members of the community.

I hope to challenge the higher education community to examine the paradigms they use to shape and define their relationship with society and public service. Is the community thought of as part of the campus or university? Or is it a separate entity with which the university engages from time to time when it seems to suit the purposes of the university and its goals? Should colleges and universities share in the responsibility to ameliorate societal problems and not simply better understand why and how they exist? If we assume partial responsibility for ameliorating such problems, what would that mean for how we organize ourselves and employ our resources? I would like educational leaders to challenge themselves to think about how they would describe their commitments to society if they thought of themselves as inseparable from society and saw it as a reflection of their success as educators.

And, I am not the first to challenge higher education to make a stronger and more meaningful commitment to society. Derek Bok, president of Harvard University, and Ernest Boyer, president of the Carnegie Foundation for the Advancement of Teaching, have each challenged higher education to address social, economic, civic, and moral problems and play a larger role in society (see Bok, 1990; Boyer, 1990). But there remains a need for an authentic institutional and system-wide commitment based on systemic intent, effort, and results. However, some of the current efforts show promise as more holistic approaches to community engagement. In particular, the university-community partnerships sponsored by the Department of Housing and Urban Development represent an institutional response to community engagement that brings together large numbers of people and requires an institutional rather than just an

individual or even division-level commitment. It is these types of efforts that hold promise for transforming communities and creating true wholeness. I also see lessons that can be learned from the evaluation of these initiatives and that can be incorporated into institution-wide change as we move forward.

In addition to rethinking our beliefs and assumptions regarding our commitment to and with society, I want to offer some practical ideas about how this new vision can be put into place. There are three principles that can guide practice in a new direction: directed/focused, coordinated, and mutual. In addition to these three principles, I offer a four-stage model at the end: intent, efforts, communication, and results. By using these principles in combination with the four-stage model, I believe campuses can create a new vision for their relationship with society.

Let me also note that these principles and model are not the same as institutionalization of community service or civic education. While it is important that these various efforts be institutionalized—and scholars are examining this issue (for example, Holland, 2005)—I am arguing that even if efforts are institutionalized, this does not ensure that the activities will necessarily impact change, that higher education leaders have adopted a new philosophy to work with the community, or that the partnerships are mutual, for example. Institutionalization focuses on the institution of higher education, not the relationship between university and community. Institutionalization can help to create a more coordinated effort (and provide support noted in the model below), and this literature base can provide ideas on working toward that goal.

Directed
As noted in the last section, universities' and colleges' outreach is usually not directed toward addressing specific societal problems and concerns. I believe that the first and most important activity that a campus can engage in is meeting with members of the community to jointly develop a set of priorities that both parties agree to prioritize resources, time, and human capital. Although this sometimes happens within a particular school, community collaboration is less common at the campus-wide level. Although institutions can point to a variety of activities on their campuses, they are usually at a loss to connect these activities to specific goals, and few campuses are willing to measure their progress on goals related to community outreach and public service.

But there are examples emerging where campuses are directing their efforts toward specific goals, creating focused initiatives, as well as measuring and evaluating their efforts. While this paper is focused on the United States, one international example that is instructive relates to Ben-Gurion University. This university, in collaboration with community service and social advocacy organizations, developed a project aimed at promoting changes in government policy toward the growing problem of food insecurity in Israel. This partnership led to a dramatic change in government activity and the establishment of a special ministerial committee mandated to develop policy guidelines for a national school lunch program (Kaufman, 2005). At the University of Southern California, members of an interdisciplinary research group called the Urban Initiative are developing a set of priorities that the group will work on over the next several years, in conjunction with community members, and will measure the impact of this initiative. Although the Urban Initiative has been working on community empowerment, healthcare, pollution, and a variety of issues for several years, it was not previously accountable for demonstrating an impact on the community. Since

beginning the evaluation, the research group's efforts have become much more directed and focused as a result.

In addition, The Tomas Rivera Research Center at the University of Southern California tracks data on a set of key indicators for the Latino community in Southern California. The Center uses this data to develop a set of priorities to create impact by bringing together an interdisciplinary group of scholars and members of the community to address these major social problems. I hope that other campuses will set goals and measure their results as these initiatives have.

Coordinated

Universities pride themselves on their complexity, multifaceted purpose, individualistic culture, and decentralized structures. Organizational theorists that study universities comment on the almost anarchic state that shapes much University activity (Birnbaum, 1991). As noted earlier, public service is no different and is enacted through diverse and uncoordinated activities through an assortment of individuals and a variety of offices scattered throughout the campus. Studies that have examined coordinated versus disbursed models of engagement demonstrate that a coordinated model is key to success (Mulroy, 2005).[3] A coordinated approach is commonly facilitated through the creation of a Center for Community Partnerships; such centers exist at the Arizona State University, University of Tennessee, and the University of Pennsylvania. The centers provide leadership in developing collaborative methods and research; service-learning opportunities for faculty and students; and participatory approaches toward sustainable development, economic development initiatives, and the like. Their governing boards are composed of community members and university leadership. These offices should be housed out of the president's office to ensure that they are funded and made a strategic priority. They challenge campuses to move past their siloed structures and individualistic culture to work in cross campus collaboratives in order to work with communities to make a significant impact. Research on barriers to collaboration can help facilitate this process (see Cherry & Shefner, 2005; Kezar et al., 2005; Soska & Butterfield, 2005).

At the University of Southern California, the provost's office acts as a central coordinator for several initiatives that reach out to the community, providing resources and support. One of these efforts already noted, the Urban Initiative, brings together faculty from every school and college across the university to work together to conduct research and teach classes from an interdisciplinary perspective. For example, the provost's office helps bring together architects, engineers, biologists, and sociologists (who had virtually never collaborated in the past) to work with community members to address homelessness. In addition to enhancing the effort by bringing together a mass of human capital, the initiative is successful because it brings multiple perspectives to bear on complex social problems. Over the last 30 years, many scholars have argued for the importance of interdisciplinary research and outreach to help address complex social problems (Soska & Butterfield, 2005). Because this has been argued in other publications, I do not address this point in depth.

Mutual

Lastly, campuses that hold the paradigm that they are inseparable from the community are better able to balance power inequities and to create a mutually beneficial situation between higher education institutions and the community organizations with whom they partner. Many different scholars have written about the problematic power differentials that often exist

between research faculty and clients at a service agency (Liederman, Furco, Zapf, & Goss, 2004; Soska & Butterfield, 2005). Theoretical and technical knowledge from universities is more valued in society, so when faculty speak about statistics and document evidence, they often shut down or devalue community knowledge and silence dialogue. The community needs to be embraced for its own forms of expertise. In addition, universities have enormous amounts of resources and access to power brokers, while the community often has unstable resources, lacks access to power brokers, and has few organized groups. Part of respecting the community and creating a mutual relationship is conducting a needs analysis in conjunction with the community rather than coming to the community with a set of problems the university has decided they will work on. In addition, often universities find that they have to repair relationships that have been broken from years of discounting community knowledge and from using the community as a research site and a location where the university took data and gave nothing back. Arbuckle and DeHoog (2005) provide a helpful story of a collaboration between the University of North Carolina at Greensboro and several neighborhoods in the area to study social issues through a grant from the Department of Housing and Urban Development and the ways the project changed dramatically throughout the course of its evolution as a result of a truly mutual process that treated the community as equals.

Power imbalances also lead to ethical dilemmas that institutions need to address (Liederman et al., 2004). Previous scholars challenge us with questions such as: Are we teaching and providing service from the standpoint of doing charity work, or are we facilitating the means to achieve social justice in these endeavors? What do students learn, for example, by serving food in a soup kitchen? Do they understand the relationships between the service offered at a soup kitchen and our national and state social welfare policies, welfare reform, economic trends, and the like? Do students view their role as helping the underprivileged or fixing the deficient human beings without understanding the big picture, learning from people in the community, or appreciating the cultural resiliency and survival skills inherent in the communities where they work (Fischer et al., 2005)? While I will not go into depth on the ways that institutions may create more mutual relationships, I suggest that universities seek the many good resources that have been written on this topic and engage in these ethical discussions before creating partnerships (Farnen, 2003; Fischer et al., 2005; Morton, 1995).

MODEL OF UNIVERSITY CONNECTEDNESS

What I offer now is a framework for campuses to think about as they reimagine their relationship with their communities. I envision the principles described in this paper coming together into a model of university connectedness. This new model incorporates Palmer's notion of the hidden wholeness—that higher education cannot and should not see itself as separate from society. There are four main elements to the model: intent, effort, communication, and results. Each of these has been touched on throughout the paper; nonetheless, I wanted to summarize them here, so that the reader can see the interaction of these elements and the way they unfold beginning with intent, moving to support, facilitated through communication, and improved through evaluation.

Intent of Connectedness

Connectedness will not happen unless universities are intentional about their efforts to connect with society. As noted earlier, this intention will not be successful unless it is built into important university processes that reflect intent such as strategic plans, vision, and mission statements, and is embraced by key stakeholders such as board members, faculty,

staff, and students. Intent needs to be joined with the principle of being directed. As noted earlier, the more that the intent is directed, the greater possibility for impact.

Support for Connectedness
Intent will not result in action unless there are financial and human resources to support such efforts. Appropriate resources are necessary to create a university that is truly connected to its local communities and to society. This has been one of the areas that has been sorely lacking. The first area to be cut at budget shortfalls is typically programs that extend into the community, because they are, mistakenly, not seen as part of the central mission and work of the institution. Resources also ensure that efforts can be coordinated campuswide, that assessment and evaluation occurs, and that efforts can be focused to have a more significant impact.

If campuses are truly to fulfill this new vision of transforming communities (and themselves along the way), then campuses also need to include community partnerships and public service as part of the strategic campuswide initiatives and to allocate resources to support these initiatives. Unless resources and human capital are devoted to these efforts, they will not become a central part of the mission of the institution.

Research on university-community partnerships demonstrates that significant institutional (campuswide) commitment is one of five factors that facilitate success because it motivates faculty interest, it builds trust with the community, and it creates a coordinated response (Mulroy, 2005). Presidential commitment and involvement is one of the ways in which campuses demonstrate campuswide support. For example, at the University of Maryland's program for building community in East Baltimore, the president of the university hosted the partnership meetings, provided resources, worked actively with the partners, and helped create a network between people on and off campus. This provided visible evidence of a sustained commitment to and support for the partnership for all stakeholders to see. This example supports the findings from research that human capital must be supported by financial capital. As Mulroy (2005) points out, "social networks are not a natural given; they must be constructed through investment strategies intended to institutionalize group relationships that will be used as a resource of other benefits" (p. 40). This is perhaps one of the greatest challenges as campuses are being asked to expand their mission to include a variety of priorities including technology, assessment, diversity, innovative learning, internationalization/globalization, and a set of other issues—all worthy issues vying for leaders' attention and support.

University and Community Communication
One of the main principles—collaboration and mutual relationships—is facilitated through ongoing communication. And for the university, in particular, this will involve listening to members of the community rather than making assumptions. Communication needs to take place at several key points: before the partnership even begins to foster trust and shape partnership ideas, more intently as the partnership begins, and once it is established in the form of regular and ongoing meetings and exchanges. While communication can be planned, barriers also need to be anticipated. For example, researchers have demonstrated several barriers that impede communication, such as class, race, gender, and/or organizational affiliation (Cherry & Shefner, 2005). These researchers also identify key strategies for overcoming these obstacles such as ways to create a common language. Institutions need to familiarize themselves with communication strategies (see Cherry & Shefner, 2005).

Communication improves assessment, ensures the effort remains directed and helps determine if necessary resources exist. Connectedness is perhaps most fundamentally based on communication. Without appropriate communication, the divide is allowed to open up and the university can retreat behind the ivory tower once again. This is the aspect of the model which can help repair problems that are likely to emerge over time. Connectedness necessitates open communication.

Results of Connectedness

While resources make the intent possible, without some sort of assessment or accountability, outreach efforts often become stalled, go in the wrong direction, or do not have the intended impact. Accountability and assessment have become more and more central within educational institutions over the last two decades. However, that does not mean that accountability and assessment have been translated into all aspects of institutional operations. Areas that are assessed tend to take on greater priority. Recent efforts by groups such as the National Survey for Student Engagement to measure student's intentional engagement in educational activities have had the result of making these particular activities better known by campus constituents and even the general public. As suggested by research in this essay, assessment and accountability have proven important to the improvement of university-community partnerships. I believe not only will it improve the partnerships, but it will make them more central within campus priorities that helped foster intent.

The Community Outreach Partnerships Center (COPC) programs provide another strong role model for the commitment to measuring success. Evaluation was built into each COPC grant; Doe and Lowery (2004) of Indiana University Northwest describe their success with using evaluation at the formative stages to better understand community needs and at a summative level to demonstrate progress of the intervention. But even personnel from these model projects admit that systematic and deliberate collection of data about community outcomes to inform the direction of the project in the short term, intermediate, and long-term are not collected routinely enough (Rogge & Rocha, 2005). Higher education institutions needs to focus on evaluation and work with communities to ensure they are meeting partnership goals and are being accountable.

CONCLUSION

While I certainly respect all of the efforts that higher education institutions are making to partner with communities and to contribute to society playing a socially responsible role, I know they can and should do more. I hope that by explaining some of the problems with the current approach to public service that I challenge people to think about other ways to accomplish these very important goals. I also do not mean to diminish the current commitments to service-learning, civic engagement, or community-based research and hope that these efforts will continue to flourish. But in addition to these many dispersed efforts, I feel it is important for universities to make an institutional commitment, represented through some of the COPC programs, and through a coordinated, campus-wide, mutually collaborative, and well-supported initiative, higher education institutions can transform communities and themselves in meaningful ways.

Footnotes

[1] While some people think of all of these activities as "community engagement," this umbrella term is not embraced by most individuals in higher education who tend to think of themselves in one of these siloed activities. This orientation played itself out at several of the dialogues

hosted by the National Forum on Higher Education for the Public Good where people did not see themselves as part of a larger movement to support community engagement.

[2] I will interchangeably use the term university-community and community-university partnerships so that there is not a privileging of one partner.

[3] It is not to say that the dispersed model does not have advantages. It does provide flexibility and autonomy that fits in better with the cultures and structures of higher education. However, research has found that a coordinated approach has several benefits over a disbursed model, particularly related to impact (Mulroy, 2005).

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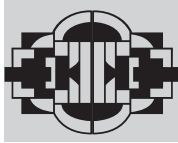
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Chapter 6

The Paradox of Immigration Policy and Higher Education Access: State Responses to Federal Immigration Policy

José L. Santos

INTRODUCTION

"¡La Raza Unida, jamas sera vencida!," "We didn't cross the border, the border crossed us," and "We are not the enemy!" are but a few of the familiar chants that were expressed loudly in historic and peaceful demonstrations across this country in response to the U.S. House of Representatives' proposed legislation, the "Border Protection, Anti-Terrorism, and Illegal Immigration Control Act of 2005," H. R. 4437. Alternatively, the U.S. Senate proposed legislation of its own: The "Comprehensive Immigration Reform Act of 2006," S. 2612, or commonly referred to as the "Immigration Reform" bill, intended to tone down the language in H. R. 4437 and instead aimed at inserting provisions that would protect our borders, yet provide a path for legalization for the affected undocumented immigrants in this country. At present, the status of these two pieces of legislation has been referred to the Committee on the Judiciary. This national conversation is still being played out, and these discussions have highlighted that we have a broken federal immigration policy that does little to deal with the realities of a post 911 environment. The discussions also highlight our country's sustained and increasing demand for immigrant labor.

Rather than engage in the national discussion of how to protect our borders while at the same time protecting those individuals who immigrate into this country for myriad reasons, I will instead focus the discussion in this chapter on current and proposed legislation that aims to deal with the realities of the estimated 65,000 to 80,000 undocumented immigrant students who attend and graduate from our high schools every year (Passel, 2003). The students are a smaller segment of the estimated 11 million undocumented individuals believed to be in our country today. The focus of this chapter is on these students and how any—or the absence of any—legislation affects their ability to succeed and our ability as a country to reap the human capital investment that is made on behalf of these students in primary and secondary education.

As it stands, current law prohibits a state from denying undocumented children a free public K-12 education, as the Supreme Court ruled (*Plyler v. Doe*, 1982). And, even after graduation, undocumented students face additional challenges in attending an institution of higher education due to the ambiguity of residency laws and, consequently, publicly funded financial aid.

This is a timely issue and an important one that cuts across political ideologies and has economic as well as social justice implications. It is with these implications in mind that I set out to examine what is being done as a practical matter to deal with undocumented students vis à vis access to public higher education. This chapter addresses the issue of coordinated policy (or the absence of coordinated policy) at the federal and state level to deal with this vexing and paradoxical predicament. Ultimately, States and institutions of higher education have to deal with this challenge directly and frequently as a result of the federal government's inability to resolve the prohibitive nature of residency requirements for undocumented immigrant students.

Accordingly, in this chapter, I engage in an exploratory analysis that aims to examine the nature of federal and state policy regarding undocumented immigrant students and access to public higher education. Specifically, I propose three key research questions that I believe are central to understanding what is being done in the public policy domain regarding these affected students and set the guideposts for the analysis in this chapter: (a) How is the federal government responding to undocumented immigrant students? (b) How are states responding? and (c) What is the nature of their response? What is more, the data that is used to address these questions are federal and state bills and proposals, along with data that is publicly available from state higher education coordinating boards and institutions of higher education.

CONCEPTUAL FRAMEWORK

How this challenge of ensuring that undocumented immigrant students are conceived of at the federal, state, and institutional level is important in framing a meaningful discussion. *Human capital theory* is a useful theoretical lens through which to examine policies that aim to invest in the nation's (in the case of the federal legislation) human capital and invest in a state's human capital endowment (in the case of state legislation). In employing this framework, it is generally assumed that individual actors decide to enroll in higher education and persist to degree attainment based on a comparison of the expected benefits and costs associated with all of the set of alternatives (Becker, 1962, 1993; Hossler, Braxton, & Coopersmith, 1989; Paulsen, 2001). And as a result, it is generally believed that the attainment of a degree yields private returns to that investment and socially desirable benefits (Institute for Higher Education Policy, 2004). This theory proves to be especially useful for examining policies at the various levels that strive to meet human capital investment objectives. Moreover, this theory allows for the structuring of a conversation about how to deal with the estimated 65,000 undocumented immigrants who graduate from high school every year.

Federal Legislation Overview

In order to address the question of how the federal government is responding to undocumented immigrant students, it is necessary to provide an overview of the most pertinent and recent legislation.

In 1996, the Illegal Immigration Reform and Immigrant Responsibility Act of 1996 (Sec. 505) (IIRIRA) instituted a restriction prohibiting states from determining residency requirements and in-state tuition benefits for higher education in the U.S. for undocumented immigrant students. In 2003, both the House and Senate considered legislation to allow undocumented students a path to legal status and eligibility for in-state tuition rates. The "Development, Relief, and Education for Alien Minors Act," S.1545, also known as the DREAM Act, was

introduced by Senator Orrin Hatch (R-UT), who has since withdrawn his sponsorship. The bill's main provisions would have allowed unauthorized immigrant students to be granted conditional permanent resident status if they entered the U.S. before age 16, have at least 5 years residence in the U.S., and were admitted to a college or university or earned a high school or equivalent degree. Under these provisions, students would have been eligible only for federal loans and work study, but not federal grants. After six years in conditional status, students could adjust to permanent status if they had completed two years of college or served two years in the military.

The "Student Adjustment Act of 2003," H.R. 1684, was introduced by Representative Chris Cannon (R-UT). This bill, in effect, would have permitted States to determine state residency for higher education purposes and had provisions similar to the DREAM Act.

At the present time, the 109th Congress is considering legislation to rescind this educational stipulation and allow States to determine whether or not to allow certain undocumented students to be considered a state resident (people who are long-term U.S. residents and who entered the U.S. as children). On November 18, 2005, the "Development, Relief, and Education for Alien Minors Act of 2005," S. 2075, commonly referred to as the "DREAM Act of 2005," was reintroduced in the Senate, led by Senator Richard Durbin (D-IL). This legislation was added as an amendment to the Senate Judiciary Committee's immigration bill on March 27, 2006. Noticeably, this bill would provide conditional legal status to those who were under the age of 16 when they entered the country, have been physically present in the United States for at least five years immediately preceding the date of this measure becoming law, have earned a high school diploma or GED, be a person of good moral character, and not be inadmissible or deportable under criminal or security grounds of the Immigration and Nationality Act. In short, these students would be able to receive permanent resident status if they graduate from college or a trade school within six years of obtaining a high school degree or if they join the military.

Similarly, the "American Dream Act," H.R. 5131, was recently introduced on April 6, 2006, by Representative Lincoln Diaz-Balart (R-FL). As of this undertaking, the bill is awaiting consideration by the House Judiciary Committee as well as the House Education and Workforce Committee.

The arguments on both sides of this debate are clear and oftentimes diametrically opposed. Proponents of S. 2075 and H. R. 5131 argue that the unauthorized immigrant children that are caught in the middle of this challenge had no choice in deciding to enter into this country illegally and, as a result, grow up in the U.S. Furthermore, supporters believe that that these children, like many other children in our primary and secondary schools, have the potential to contribute to the economic and social fabric of our country if their access burden is eased so that they may realize their higher education aspirations. However, opponents argue that these bills amount to rewarding individuals who broke the law and could result in additional tax burdens for the American people because such students would be "free riders." As a result, these same opponents believe that only lawful resident students should qualify for resident tuition.

The battle lines are evident and clear. The most recent act of impending legislation suggests that the opponents at the federal level are moving this debate in their favor with the adoption of an amendment on June 13, 2006, by the U.S. House of Representatives Appropriations

Committee. This legislation would have the effect of barring institutions of higher education from receiving federal aid in states that allow their resident illegal immigrants to pay the cheaper in-state tuition rates (Field, 2006). I will return to this point in a later section in the context of the States' ability to legislate on this challenging issue.

Notwithstanding federal legislation, many hopes of undocumented immigrant students across this country still rest on the federal government's willingness to allow States the ability to consider such students as in-state residents so that they qualify for the tuition breaks; however, the only true remaining hopes for students may rest with the States where they reside and attain primary and secondary education as guaranteed by the U.S. Supreme Court.

STATES' RESPONSE TO FEDERAL LEGISLATION

So, how are states responding to the plight of undocumented immigrant students, and what is the nature of their response?   To address this set of questions, it was necessary to survey legislative activity regarding proposed or enacted legislation surrounding access to higher education for undocumented immigrant students.

As much of the attention around this issue has focused on the debate regarding federal legislation, States have responded in a number of different ways. Some states have enacted legislation of their own, while other states have introduced legislation related to education assistance or enrollment requirements. In addition, some have called on Congress to pass the DREAM Act in its current form or at least clarify the eligibility for financial assistance for certain undocumented immigrant students.

Ten states have enacted legislation to allow long-term unauthorized immigrant students to become eligible for in-state tuition if they meet certain requirements: Texas, California, Utah, New York, Washington, Oklahoma, Illinois, Kansas, New Mexico, and Nebraska. In June 2001, Texas was the first state to respond, followed by California, Utah, and New York in 2001 and 2002. The legislation permits undocumented students to become eligible if they graduate from state high schools or obtain a general-equivalency diploma (GED), have two (in the case of New York) to three years residence in the state, and apply to a state institution of higher education. What is more, the student is required to sign an affidavit promising to seek legal immigration status.

Lamentably, these requirements for unauthorized immigrant students are much stricter than the residency requirements for out-of-state students to gain in-state tuition (Olivas, 2004). In 2003, Washington, Oklahoma and Illinois enacted similar legislation. In 2004, Kansas enacted similar legislation, followed by New Mexico in 2005. In April, 2006, Nebraska became the 10th state to pass legislation to allow certain long-term unauthorized immigrant students to become eligible for in-state tuition.

In short, 47 bills that address whether or not to allow in-state tuition rates for undocumented immigrant students have been introduced in 31 states. Of the 47 bills, 37 proposed to allow undocumented students to pay in-state tuition rates in their respective states, of which 10 became law, 9 are presently active, 16 failed by roll call vote (although, in the case of Virginia the bill was not aid-specific), and 2 were vetoed (in the case of Nebraska, the legislature overturned the governor's veto). In contrast, 9 bills prohibited allowing undocumented students to pay in-state tuition, of which 7 bills failed, 1 is currently active, and 1 was vetoed.

One bill, in Delaware, sought to encourage the DREAM Act and passed (see Table 1 at the end of the chapter).

INSTITUTIONS OF HIGHER EDUCATION RESPONSES

As federal and state lawmakers work toward resolving policy differences or repealing existing laws surrounding in-state tuition rates for undocumented immigrant students, it is important to explore the actions of colleges and universities. Specifically, in the states where laws have been enacted, what are colleges and universities doing to respond to existing laws and the needs of such students? It is helpful to briefly examine two states where most of the affected students reside: Texas and California. They are also the first two states to enact laws that award in-state tuition rates to undocumented immigrant students.

Texas

Since the passage of H.B. 1403, and as of fall 2005, Texas public universities, health related institutions, community colleges, and technical institutes had enrolled 5,275 undocumented students. Specifically, 1,109 students have enrolled in public institutions, four in health science centers, 4,034 at public junior colleges, and 128 at technical institutes (Texas Higher Education Coordinating Board, 2006). As is the case for most undocumented students, matriculating into higher education institutions and benefiting from resident tuition rates does not guarantee employment once they have attained a baccalaureate degree, as they have to wait for permanent residency in order to enter the professional workforce. Thus, human capital returns to the individual and society that could be reaped from a college degree are deferred.

California

Since the passage of A.B. 540, California (CA) is the only state that has tried to remove additional barriers to access for its undocumented immigrant student population by 1) awarding in-state tuition rates for the University of California (UC), California State University (CSU), and California Community College (CCC) systems as guaranteed by A.B. 540; and 2) allowing undocumented students to be considered for student aid programs administered by such public systems. S.B. 160 was introduced in February 8, 2005, by CA Senator Gil Cedillo (D). This bill would require the CSU and CCC system to provide undocumented students with access to student aid programs (within the requirements of federal law) and request that the UC system allow access to such student aid programs, provided a Regents Resolution is established. The UC system appears to be in full support of S.B. 160, per a letter to sponsor S.B. 160 dated April 3, 2006. This letter from the UC Office of the President indicated that the UC fully supports the proposed legislation as it addresses a remaining hurdle for access that A. B. 540 did not address (S. A. Arditti, personal communication, April 3, 2006). As of June 28, 2006, S. B. 160 has been amended and re-referred to the Committee on Appropriations, and it is scheduled for a hearing on August 9, 2006. This legislation is one to watch, as it not only has implications for other states with regard to mitigating access barriers to undocumented immigrant students, but also has the potential to set off a chain of legislation, as was the case with Texas H. B. 1403.

The unique aspect about H. B. 1403 in Texas and A. B. 540 in California is that undocumented immigrant students in these two states are eligible for in-state tuition rates because the laws are not based on residency as prohibited by the IIRIRA of 1996; rather, the legislation is based on high school attendance. This is an important feature given new threats at the federal level that will, in effect, bar institutions of higher education from receiving

federal aid in states that allow their resident illegal immigrants to pay the cheaper in-state tuition rates.

Threats to State Laws Regarding In-State Tuition for Undocumented Immigrant Students

Although 10 states have enacted legislation to allow undocumented students to pay in-state tuition, some states have come under threat of repealing existing laws. California, New Mexico, and Utah quite possibly might repeal existing laws. The attempt to repeal in-state tuition for immigrants failed on March 7, 2006, in Kansas. In addition, federal lawsuits are possible in any one of the states that enacted such laws. For example, a law professor at the University of Missouri has brought a federal lawsuit against the Kansas law (Kronholz, 2006). Moreover, if Arizona, Kentucky, Missouri, and Virginia's active proposals were to pass, it would require students to prove lawful status.

As mentioned earlier in the chapter, at the federal level, opponents of in-state tuition for undocumented immigrant students have reintroduced an amendment to end State practices that circumvent the IIRIRA and allow such students the ability to pay reduced in-state tuition. Curiously enough, the 10 in-state tuition laws that have been enacted affirm that no federal money is used for in-state tuition purposes for immigrant students. Furthermore, immigrant students are not eligible for federal financial aid under Title IV of the Higher Education Act of 1965. If this latest amendment by opponents is approved, it would effectively supersede all State legislation, including the 10 states that are currently allowing undocumented immigrant students to qualify for in-state tuition rates and the 9 states that are considering such proposed legislation.

On June 13, 2006, Representative John Culberson (R-TX) successfully added an amendment to the FY2007 Labor, Health and Human Services, and Education Appropriations Bill that, in effect, prohibits federal funds in the bill from being used to provide in-state tuition rates to illegal immigrants. Last year, a similar amendment was attached to a variation of the current appropriations bill that was eventually removed after negotiations with the Senate (Field, 2006). However, this year, Rep. Culberson is determined to repeal actions on the matter of undocumented immigrant students by penalizing those states who have enacted legislation to increase access for this sector of the population. In his own words, Rep. Culberson stated that:

> The Appropriations Committee approved my amendment…to enforce existing federal law which prohibits state universities from giving illegal aliens in state tuition rates or other education benefits unless the university also grants those same benefits and in-state tuition rates to students from all 50 states. Texas and eight other states have passed laws granting in-state tuition to illegal aliens, and I will work to make sure that Texas and these other states have time to act, but these state laws must be repealed because they violate federal law and defy common sense. (Culberson, 2006, para. 2)

CONCLUSION – THE PARADOX OF THE SITUATION

Most of the states that have enacted laws for their respective undocumented immigrant student population have done so with notable bipartisan support. Remarkably, most policy-makers seem to agree that the nature of their desire to pass such laws rests in economic and social realities—human capital investments for the public good. For example, Senator

DiAnna Schimek (D-NE) believes that the law that she sponsored in her state was a good investment in order to make certain that undocumented students in her state are productive citizens (Kronholz, 2006).

In the context of a prevailing political climate with a narrow and short-sighted policy agenda and the fast approaching mid-term elections, policy-makers at the federal level do not seem to be striving to increase this country's human capital endowment by allowing undocumented students to realize their academic and professional aspirations beyond what the federal law requires and the Supreme Court ruled in *Plyer v. Doe* (1982). At the state level, there is substantial variability between states that enacted laws, rejected proposals that would allow immigrant students in-state tuition rates, and proposed bills that would have a provision to give the in-state tuition rate.

Perhaps a paradox of this phenomenon is that through public discourse, we learn that most policy-makers at the state and federal levels seek to make and maximize human capital investments for their communities; however, few actually put that into practice through policy windows such as the allowing of in-state tuition for undocumented immigrants. Based on this analysis, public policy at both legislative levels is not enlightened and oftentimes seems inconsistent with publicly pronounced wishes of improving our workforce, diversity, and competitiveness in our current knowledge-based economy. Furthermore, the current dialogue that is taking place at the national level, and in some states where laws have been enacted, is not congruent with the most recent amendments that were introduced by Representative Culberson (R-TX).

In fact, this paradox suggests that for policy where these noted inconsistencies exist, it is evident that policy-makers are not striving to increase their human capital endowment in their respective communities. This inevitably leads to the stream of questioning about "why not support the public through increasing human capital?"
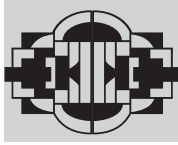
What is more, this brief exploration reveals that there are roles for institutions of higher education and other actors to play in the shaping of higher education policy at the federal and state levels that will greatly broaden access fronts for undocumented immigrant students who, through no fault of their own, seek to realize their higher education aspirations. In fact, human capital theory suggests that we *want* as many high school graduates to move on to college so they may contribute to the economic and social good of society. In addition, not only should higher education leaders and policy makers play an active role in shaping higher education policy, but foundations, faculty, and administrators can and should get involved in addressing policy gaps. By reducing the gaps, we ensure access for a sector of our population that, by all accounts, has the "fire in their belly" to do well in colleges and universities across the country and thereby contribute to society's human capital endowment.

Table 1: Policy Characteristics and Status of States with In-State Tuition Legislation

	Legislation & Year Introduced	Requirements	In-State Student Aid Provision	Status
Alaska	H.B. 39 (2003)		Prohibit	No
Arizona	H.B. 2518 (2003)		Award	No
	H.B 2392 (2004)		Prohibit	No
	H.B. 2069 (2006)		Award	Proposed
Arkansas	H.B. 1525 (2005)		Award	No
California	A.B. 540 (2001)	CA high school for 3 years and GED	Award	**Yes**
	S.B. 160 (2006)		Award & More	Proposed
Colorado	H.B. 1178 (2003)		Award	No
	H.B. 1187 (2004)		Prohibit	No
Connecticut	H.B. 6793 (2005)		Award	Proposed
Delaware	H.B. 222 (2003)		Award	No
	H.R. 59 (2004)		Encourage	Yes
Florida	H.B. 27 (2003)		Award	No
	H.B. 119 (2003)		Award	No
Georgia	H.B. 1810 (2001)		Award	No
Hawaii	H.B. 873 (2003)		Award	No
Illinois	H.B. 60 (2003)	Must attend an Illinois high school for three years and graduate or earn a GED	Award	**Yes**
Kansas	H.B. 2145 (2004)	Must attend a Kansas high school for three years and graduate or earn a GED	Award	**Yes**
Maryland	H.B. 253 (2003)		Award	Vetoed
Massachusetts	S.B. 237 (2003)		Award	No
	H.B. 3924 (2006)		Award	Proposed
Minnesota	S.B. 3027 (2002)		Award	No
Mississippi	H.B. 101 (2005)		Award	No
	H.B. 88 (2006)		Award	No
Missouri	S.B. 296 (2005)		Award	Proposed
Nebraska	L.B. 152 (2003)	Lived in NB for at least 3 years, graduated from a NB high school, and pledged to seek citizenship	Award	**No**
	L.B. 239 (2003)		Award	**Vetoed**
	L.B. 239 (2006)		Award	**Override**
New Jersey	S.B. 78 (2004)		Award	No
	S.B. 436 (2006)			Proposed
New Mexico	S.B. 582 (2005)		Award	**Yes**
New York	S.B. 7784 (2002)	NY high school for 2 years and enroll at a state college or university within 5 years of graduating or earning a GED	Award	**Yes**
North Carolina	S.B. 982 (2003)		Prohibit	No
	H.B. 1183 (2005)		Award	Proposed
Oklahoma	S.B. 596 (2003)	OK high school for 2 years and graduate or earn a GED	Award	**Yes**
Oregon	S.B. 769 (2005)		Award	Proposed
Rhode Island	H.B. 6184 (2005)		Award	Proposed
Texas	H.B. 1403 (2001)	TX high school for 3 years and graduate or earn a GED	Award	**Yes**
Utah	H.B. 331 (2002)	UT high school for 3 years and graduate or earn a GED	Award	**Yes**
Virginia	H.B. 7 (2006)		Prohibit	Proposed
	H.B. 2339 (2003)		Prohibit	Vetoed
	H.B. 156 (2004)		Not Aid Specific	No
	S.B. 677 (2006)		Award	Proposed
	H.B. 262 (2006)		Prohibit	No
	H.B. 1050 (2006)		Prohibit	No
Washington	H.B. 1079 (2003)	WA high school for 3 years and graduate or earn a GED	Award	**Yes**
Wisconsin	A.B. 95 (2003)		Award	No
Wyoming	SB 85 (2006)		Prohibit	No

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Chapter 7

A Discussion of Fair Market Possibilities for the Public Good

Deron Boyles, Alisa F. Cunningham, Rasheedah Mullings, and Penny A. Pasque

ABSTRACT

The pressures of financing the work of universities while competing for students and status has led many universities to market themselves more to the wants of private corporations than to the needs of the public and the public sector. This shift has, arguably, caused many institutions of higher learning to provide a climate where private markets control the focus of colleges and universities. This shift has resulted in many colleges and universities moving away from focusing on the needs of people within our society. How can universities ensure that they are working toward the public good when much work is being directed toward private interests in order for sustainability and survival? This chapter addresses how to make the current climate "work for us" in the face of these market changes.

INTRODUCTION

In her book *No Logo* (2002), Naomi Klein raises questions about the role of corporate influences on and in schools. Specifically, she focuses on the concept of student "branding" as well as the degree to which commercialization has spread to college and university campuses. This commercialization includes the Nike swoosh on athletes' uniforms, enrollment management, competition that is created through services offered by some faculty members, and expansion of degree programs that bring in significant amounts of money, to name a few. Klein is also concerned that faculty members in both universities and K-12 schools have failed to contest the increase in corporatism on campuses. She specifically questions college faculty when she asks "Why have university professors remained silent, passively allowing their corporate 'partners' to trample the principles of freedom of inquiry that have been avowed centerpieces of academic life?" (p. 103). Klein partly answers her own question when she indicts university faculty for not mobilizing against corporatization. Pointing specifically to a self-indulgence of what she calls "radical faculty," she claims that

> more than a few…tenured radicals who were supposed to be corrupting young minds with socialist ideas were preoccupied with their own postmodernist realization that truth itself is a construct. This realization made it intellectually untenable for many academics to even participate in a political argument that would have "privileged" any one model of learning (public) over another (corporate). (p. 104)

Klein is correct that many, if not most, academics are on the sidelines of the movement to commercialize schools and universities. Faculty members are often, and arguably rightly, focused on their own research agendas. Sometimes these agendas come with their own form of corporatism (i.e., grants), but with teaching loads and service expectations on the increase, many members of the faculty are either unaware of or uninterested in what Herman and Chomsky called "manufactured consent" (2002).

This chapter will face the indictment that faculty, students, and administrators (the "us" in the subsequent question) are not mobilizing against corporatization. In not mobilizing or questioning this trend, many students, faculty, and administrators are passively participating in the marketization of higher education without challenging its sources or effects. In fact, faculty, students, and administrators often hegemonically reinforce corporatism and neo-classical economics by reifying the purpose of higher education as primarily job preparation. Indeed, while corporatization, globalization, commercialism, privatization, consumerism, etc., are ideas that have increasingly been questioned of late (Bok, 2003; Giroux & Giroux, 2004; Slaughter & Rhoades, 2004; Washburn, 2005), the challenge this chapter will address is what action (aside from critique itself) can be imagined to actually challenge the consumption reality Klein and others so clearly identify. Stated in the form of a question, "How can the market work for us?"

A DEFINITION OF THE MARKET FOR COLLEGES AND UNIVERSITIES

To get to a practical response to the larger dilemma, we first have to determine what the term "market" actually means. For the purpose of this chapter, we understand "market" to represent neo-classical economic theory. According to Gordon Bigelow (2005), neoclassical economics "tends to downplay the importance of human institutions, seeing instead a system of flows and exchanges that are governed by an inherent equilibrium. Predicated on the belief that markets operate in a scientifically knowable fashion, it sees them as self-regulating mathematical miracles, as delicate ecosystems best left alone" (p. 34). Accordingly, neoclassical economics positions itself as a science and claims objectivity in order to reify its standing and exert its power. When William Jevons made the case, in 1871, that economics was akin to physics, he elevated economics to an objective and value-free realm (Jevons, 1871). The problem, as Bigelow (2005) points out, is that "the laws of Newtonian mechanics, like any basic law of science, depend on the assumption of ideal conditions—e.g., the frictionless plane. In conceiving their discipline as a search for mathematical laws, [neoclassical] economists have abstracted to their own ideal conditions, which for the most part consist of an utterly denuded vision of man himself [*sic*]" (p. 37). What this underscores is a central fallacy of privatization in higher education: that there *is* a free market—objectively standing—within which organizations (colleges and universities) would or do actually function. In fact, colleges and universities act within an imperfect market in which consumer knowledge is limited, price is perceived to indicate quality, the costs of providing education are often higher than the published price of attendance, and one of the outputs (an educated student) is also an input (an uneducated student), among other factors (McPherson, Schapiro, & Winston, 1993; Stringer et al., 1999). In effect, market forces contribute to higher prices and an escalating hierarchy of schools.

By reifying objectivism and value-neutrality, questionable premises and debatable assertions are only arguable by those who operate within the view that what they are comparing are law-like propositions within a "scientific" realm. This point is perhaps better understood when connected to the positions put forward by neoclassical economics. Privatization is the result of

neoclassical economic theory and, as Steve Cohn (2003) notes, neoclassical orthodoxy asserts five main claims:

> 1) Neoclassical economics is a scientific theory and as such demands belief in ways similar to modern physics; 2) Market outcomes reflect free choice; 3) People are naturally greedy, with insatiable consumer appetites. Capitalism is successful, in part, because it offers an incentive system that builds on this "human nature;" 4) The major purpose of economic theory is to promote economic efficiency and economic growth, as both provide a basis for human happiness; [and] 5) There is no alternative to capitalism. The failure of the former Soviet Union proves that socialism can't work. The message of the 20th century is "let (capitalist) markets work." The onus is on the government to justify "intervention" in the market. (n.p.)

Privatization for colleges and universities is a natural outgrowth of these five aspects of neoclassical economics and is an extension of the quest for certainty, represented by standardized tests, pre-packaged majors, and the prestige associated with branded campuses—each characteristic of reductionism and the business language of "success" already permeating "public" education. For colleges and universities, a parallel analogy to Cohn goes something like this: 1) the privileged status of "science" and statistics is utilized to support claims to and advance the assumption that "objective" and measurable data can be reliably derived from school settings in order to generalize across space and time; 2) higher education institutions compete for grants and endowments and market decides which schools succeed and which schools "go out of business"; 3) students are naturally competitive, and colleges and universities exist to prepare future workers for a technologically advanced, global (neoclassical) economy; 4) the major purpose of higher education is to promote conformity to rules, subordination to authority, and efficient means of information-transfer from pre-packaged majors to students; and 5) there are many alternatives to traditional higher education (like Argosy, University of Phoenix, etc.), and those alternatives should be explored and supported. These principles naturally have led to the commercialization of college campuses, from the pressure on faculty research to the escalation of athletic programs and competition for students.

Neoclassical economics thus works within higher education in predictable ways, although the manner in which privatization manifests itself is influenced by the specific characteristics of the sector. These characteristics contribute to the fact that higher education does not operate within a free market, and we argue that there is not much more to be gained from markets (other than higher prices) if we do not shift our practices. This is particularly true given the social goal for colleges and universities to contribute to the public good. So what stands in contrast or opposition to the extension of neoclassical economics to colleges and universities?

One economic theory that challenges neoclassical economics is post-autistic economics (PAE). PAE has its roots in a letter of protest written by students from the most prestigious rank of the French university system, the Grandes Écoles. The students were protesting that the theory of economics they were taught was out of touch and solipsistic. Bigelow (2005) writes:

> PAE is the name now taken by those few economists who hope to rescue the discipline from the neoclassical model; the name is an homage to the dissident French

students, whose manifesto called the standard model "autistic." It is a hilariously apt (albeit mildly offensive) diagnosis, and it could be just as well applied to *Homo economicus* himself, the economic actor envisioned by the neoclassical theory, who performs dazzling calculations of utility maximization despite being entirely unable to communicate with his fellow man. (p. 38)

While all PAE economists do not dispense with everything neoclassical, PAE recognizes the social as a necessary feature in understanding economics. The characteristics of the social, then, are akin to the characteristics of a public: To be social involves human beings living together as a group in a situation in which their dealings with one another affect their common welfare; to be public means belonging to or concerning the whole—of or by the community at large, that is, for the use and benefit of all. This is in contrast to the private insofar as it is characterized by being closed, individualistic, selfish, and away from public view and scrutiny (Webster, 1984).[1] The problem here is that the social elements characteristic of a public are subordinated in most "public" colleges and universities to the will of privatization. The example described earlier fits here as well—parents and students tend to think primarily of the private and economic benefits of higher education such as an increase in salary (IHEP, 1998).[2]

Granting for the sake of argument that PAE is unlikely to unseat neoclassical economics in the short term, how might we advance a form of PAE by using elements from neoclassical economics itself? We propose that one way to open up private spheres of higher education is to advocate a "fair market" over a "free market."

By "fair markets," we do not mean "fair market value" or "fair use," as these are each elements within so-called "free market," neoclassical economics. Instead, "fair market" is used in juxtaposition to "free market" to indicate that markets are not free standing but are socially constructed and, thus, contingent entities. Accordingly, to advocate for a "fair market" in higher education means to advocate, for example, for a "fair price" philosophy concerning institutions of higher education. Our definition of fair markets takes into consideration the socio-political, cultural, and historical context of domination and subordination as connected to class, race, ethnicity, gender, ability, sexual orientation, age, etc. in order to create a fair and equitable system (as opposed to a free or equal system) of higher education.

In addition, a "fair market" system assumes that access and reasonable cost are major goals and that high tuition, competition for students, and an increasingly stratified higher education system have not worked. This focus makes a shift from competition and elite institutions to a focus on access, educational equity, and quality. For example, Brint and Karabel (1989) describe the caste system that has been created through our universities, community colleges, and trade schools. They map out the disparity between the "dreams" of American youth to go to college, and the diversions that take place within the hierarchy of the system that perpetuates the status quo. Specifically, if a student attends a two-year institution, or even a four-year regional university, they have little chance of gaining access to a research or Ivy League institution. Furthermore, even when students utilize community colleges as a stepping-stone to four-year institutions, there are still disparities in the type of education they will receive during their college career. A fair market system needs to reverse the access and quality disparities that exist in the current neo-liberal economic market.

In the language used by neoclassical economics, we need to intervene in the higher education market to correct the failures and steer colleges and universities toward fair markets that take into account the public good. To put this fair market concept into practice, we expand on two different ideas in this article. First, we propose the creation of a fair price document or website that will provide more accurate information to students and parents about the costs and benefits of attending a specific college or university. This includes measures of learning or success that are not narrowly or historically defined. This fair price document also provides an alternative model to the current incentives or "private/economic" incentives that are currently touted (by parents, students, colleges, and universities) by providing accurate information about the cost and benefits of investing in an education. Next, we advocate for affirmative changes, including increasing student diversity and altering faculty and staff incentives and rewards. Ideally, these ideas would help counteract at least some aspects of marketization, although the effects are likely to vary for different types of higher education institutions.

A FAIR PRICE DOCUMENT

As knowledge providers, our direct or primary service to students, families, and society is to provide an education that meets their needs and drives society forward by focusing on the public good. Since it is "the public" who pays for this service, providing transparent documentation that reduces our primary market's worries and demonstrates the social and economic value of their investment (in the student and the university) is necessary. A "fair price" document or website would allow parents and students to understand the costs they would incur to attend college, as well as provide measures of the outcomes of such education. The goal of providing this information would be to better the way in which students make decisions about the college they want to attend. Distribution to parents, students, and university recruiters in print and electronic form would allow this information to be accessible to families and students at a variety of socio-economic levels.

Net Prices

One aspect of such a document would be the computation of the actual (or "net") price that a student would pay to attend a specific college or university. In order to evaluate their ability to attend college, or to choose among colleges, consumers must have a clear sense of the true amount they would pay at a specific institution. In other words, they need to know the price after financial aid is taken into account—especially given that 63 percent of undergraduates received some form of aid in 2003-04.[3] Understanding the "net price" to students is made more difficult by the fact that students at the same institution will pay different net prices to attend, depending on the tuition and fees charged and the aid awarded. Nonetheless, it would be helpful to understand the average or median net price at a particular college and possibly the average net price for certain groups of students. This document would be one step toward giving students and parents information to make informed decisions.

A number of sources that attempt to provide information to students on tuition and fees, room and board costs, financial aid, and other issues already exist. Many students and parents will have heard about the various reviews and rankings published each year, such as the Princeton Review or the *US News and World Report* rankings. Other organizations, such as the College Board, also collect information from thousands of colleges. However, many criticisms have been raised regarding these types of information sources. For example, some people have questioned the methodologies used to rank colleges, while others have noted that the rankings may impact the behavior of colleges and universities in terms of their admissions

practices and pricing policies, especially at more selective institutions. In addition, these sources tend not to include less selective or open admission institutions, including community colleges and for-profit schools. Yet almost half of all undergraduates attend these types of institutions.[4]

Many other sources of information on the costs associated with college enrollment exist, all with their own advantages and limitations. For example, to address this issue of consumer information, Congress directed the Commissioner of the National Center for Education Statistics (NCES) to provide data to students and parents about all postsecondary institutions as part of the 1998 Amendments to the Higher Education Act (HEA).[5] As a result, NCES developed a website at which information on prices, financial aid, enrollment, and other factors would be readily available online for a broad range of institutions. The website, called College Opportunities On-Line (COOL), allows users to search for specific colleges by name or to search for groups of institutions by selecting specific geographic regions, states, or cities; institutional type (4-year or 2-year, public or private); degree program; and number of students enrolled.[6] Users can then view up-to-date information on over 7,000 colleges, including:

- General information, such as the phone number for the financial aid office, the mission statement, the school's website, and the type of institution;
- Admissions information, including the number of applicants, the percentage of applicants who are admitted, and the percentage who enroll; the percentage of students submitting test scores; and the 25th and 75th percentile of test scores (if scores are required for admission);
- Whether the college is eligible to participate in federal student aid programs and/or is accredited;
- Tuition and fees (in-state and out-of-state), books and supplies, and room and board for the past three years for both on-campus and off-campus students who are first-time, full-time undergraduates;
- Financial aid to first-time, full-time students, including the percentage of students receiving federal grants, state grants, institutional grants, and loans, as well as the average amount received by those students;
- Federal loan default rates for three years, including the default rate, number of students in default, and the number in repayment;
- Enrollment, including the percentage of students by gender, race/ethnicity, and attendance status; and
- Degrees and certificates awarded, as well as graduation rates (see below).

COOL is designed to help college students, future students, and their parents understand the differences among colleges and how much it costs to attend college.[7] The Department of Education also has specific websites addressing federal financial aid, including online application for aid through the FAFSA form[8] and a portal for students who want to understand federal aid.[9] Other studies have attempted to measure net price on an aggregate level, but aggregate figures mask the wide variation in net prices paid by students with varying characteristics at different types of institutions. These studies are not necessarily useful to informing students and parents.[10]

These sources do not necessarily have the most accurate or "fair" information on net prices that a student might need to make a decision. For students to more easily understand the costs they will face, they would need information on net prices for specific groups of students and for each college that a student might want to attend. Currently, it is very difficult to obtain this information, let alone publish the information publicly, due to privacy and other concerns. In order to break down financial aid and price information to get average or median amounts per institutions, net prices would have to be computed at the student level for each college or university.[11] This is unlikely to occur in the near future, at least at a national level. However, the majority of states do collect this type of information from the public institutions (and sometimes private) in the state.

If such information were available to students and parents, students with specific characteristics would expect to receive the average net price that was advertised for that group of students. The impact this would have on institutional policies regarding setting prices, awarding institutional financial aid, and other aspects of corporatization are unknown. However, it might contribute toward a different type of market (or markets) in higher education.

Measures of Outcomes and Benefits

In addition to understanding college prices and financial aid, consumers need to know what they will receive for the price they pay. How successful are colleges and universities in graduating students with a degree or certificate? How successful will graduates be in securing a job where they can apply their degrees? What are the long-term benefits to the students, as well as to society as a whole? This is very difficult to measure using currently available data and even more difficult to determine based on individual student needs.

One imperfect way to measure outcomes is to use the graduation rates calculated through the Department of Education's Integrated Postsecondary Education Data System (IPEDS) data collection. The Student Right-to-Know Act of 1990 (SRK) requires Title IV institutions to report graduation or completion rates to current and prospective students.[12] These institutional graduation rates are available on the COOL website previously noted. In addition, an organization called the Education Trust has provided the same information on its website, in a searchable format that allows comparisons between institutions after selecting various criteria.[13] Called College Results Online, the site attempts to show that colleges and universities have very different graduation rates for different groups of students.

Many believe that these graduation rates are inadequate. The measures are primarily rates of institutional retention (not persistence)[14] and largely do not capture what happens to students who leave an institution, attend another institution, and attain a degree.[15] They therefore do not include accurate information about students who stop out, drop out, graduate at a later date, or transfer out unbeknownst to the school. The graduation rates measure the educational path of the small proportion of students who are traditional full-time, degree-seeking students.[16] Nontraditional paths—along with the increasing price of college—may have encouraged students to work while attending college and may have contributed to longer times to degree. This issue is especially relevant for colleges that serve large proportions of nontraditional students, such as public two-year institutions. Finally, the graduation rates are not described by other student characteristics that may affect persistence and attainment, such as parental education, income, academic background, and so on.[17]

On the other hand, Education Trust (among others) argues that graduation rates, although imperfect, can measure some aspects of institutional performance. One study suggests that about two-thirds of the variation in bachelor's degree completion rates is due to differences in student demographics such as gender, race, ethnicity, and socio-economic status. However, this implies that institutional policies (along with other factors) can affect one-third of the experience for a student, contributing toward or inhibiting their bachelor's degree completion (Astin, 2004). Thus, by looking at graduation rates, students and families can examine whether institutions graduate students at higher or lower rates than one would expect given the background of their students. Administrators can examine these figures in order to determine how to make change in order to increase completion rates for all students.

As is true for net prices, information on institutional graduation rates is publicly available, though imperfect. A national student-level record system also could address this issue, but as mentioned earlier, this seems unlikely to be developed. Some states collect student-level data, which may capture students' progress through the state system, but they generally do not track students who enroll or transfer to out-of-state and private institutions.

Graduation rates and other measures of a student's progress through postsecondary education are only one piece of the picture. To make an accurate assessment, the wider benefits of achieving a postsecondary degree must be taken into account. As noted elsewhere, these benefits range from personal ones (such as higher salaries) to broad benefits to society as a whole (such as the expansion of civic responsibility). Social benefits may be particularly important to increasing the understanding of the importance of diversity to a wide range of populations. Measuring and disseminating information on these types of benefits—especially the social benefits—might go a long way to contributing to the development of a more "fair" market.

Potential Impact
A better understanding of both the costs and the benefits of higher education could help students make educated decisions. A document or website that addresses these issues may have an impact on students' and parents' incentives to choose particular colleges or universities or on their demand for increasing numbers or services that are unrelated to the core missions. It also might affect public perception that higher prices charged by colleges are the best measure of the quality of education, reduce the importance of college rankings in financial and other decisions of colleges and universities, and shift the pervasive focus on elite colleges and universities toward the institutions that have been successful in educating all populations in our society. This strategy would complement actions that attempt to increase student diversity and alter faculty rewards.

ACTION THAT IS TRULY AFFIRMATIVE
Colleges and universities, especially those that are "public" institutions, do not have the luxury to become—or to remain—ivory towers in society,. As we think about the increase in the privatization of higher education, we must inevitably think about who is included in our student populations and whether we are reaching the widest possible range of students in a manner that would not be considered "false advertising." If the goal is to work toward and promote the public good, then excluding certain family and student populations works in opposition of doing what is best for society as a whole. Using all available outlets to challenge current barriers to widespread access, to increase cooperation among the variety of higher

education institutions and organizations, and to make changes in the practices of those institutions are essential to achieve that greater goal.

A "fair price" document is one way to try to make the market work for students and parents, where knowledge about the out-of-pocket cost of college may assist in informed decision-making. Yet, incentives for marketization are not just from the point of view of students and parents. Faculty, administrators, policy makers, and other higher education leaders each have their own incentive structures that influence decisions, each with its own set of consequences. There are a number of possible actions that can positively impact (or have positively impacted) the perception of "markets" by these leaders and, in turn, impact decisions about the activities in which colleges and universities should engage. These actions have the potential to change the incentive and reward structures within institutions away from profit-making activities and toward a fairer, more socially relevant vision of the role of higher education. Examples of these actions are focused around culture change for higher education and are provided in the following sections.

Culture Change for Higher Education
We argue for a culture shift in higher education in order for colleges and universities to act in a way that is truly affirmative. Culture, in this sense, comes from Bourdieu's (1986) notion of cultural capital, which includes forms of knowledge, skill, education, and any advantages a person has which give them a higher status in society, including high expectations. For example, parents may provide children with cultural capital or the attitudes and knowledge that makes the educational system a comfortable, familiar place in which they can succeed easily. Colleges and universities may act with notions of cultural capital in mind by acknowledging differences in cultural capital between groups and implementing policies and procedures that support equity regarding access to—and support within—institutions.

The manner and breadth of how universities target students and families affect who is included in institutions, why they are included, and the support services received after students are in attendance. For example, universities have often been marketed as places to increase or maintain socio-economic status. As noted previously, many studies show that universities maintain the status-quo of society, often to the detriment of many members of our communities. Because of social and institutional barriers, the world of higher education remains an obstacle for many people of color and the poor. Before the 21st century, higher education was marketed to marginalized groups of people mainly as a "way out" of less than desirable conditions and often through athletics and traditional job tracks that continue to limit upward mobility (Brint & Karabel, 1989; Larabee, 1997). In the '80s and '90s, there was a trend to reach out intentionally to underrepresented communities. This was sparked largely by affirmative action and the encouragement of businesses and organizations (such as the United Way, the N.A.A.C.P., National Council of La Raza, and others). Affirmative action, though controversial, forced higher education institutions and other public sectors to think more proactively about hiring and recruiting policies and about encouraging students of color, women, and economically disadvantaged students to pursue college as an option.

At that time, sitcoms and movies began to project images of underrepresented people in university environments in a manner that was not done before (e.g., television shows such as *The Cosby Show*, *A Different World*, and *Saved by the Bell*, and films such as *Higher Learning* and *School Daze*). This media shift helped to transform the image of an exclusive ivory tower environment and made higher education seem more accessible to more people. Some

members of this group of young people—across race, ethnicity, class, and gender—grew up in a generation where they could consider higher education as an option, even if they did not have the support of family or environmental factors. Accompanying this shift were programs such as Upward Bound; culturally based and financially based scholarships; recruiting methods that included sending college students from those particular communities to the high schools; mentoring programs in the sciences, math, and arts sectors that targeted specific populations; and active government funding and partnership for such work.

Even though media, government, private and higher education programs have helped more young people consider higher education as an option, numerous barriers remain. Colleges and universities must actively do a better job to increase diversity across their campuses. This takes a culture change that leads universities to increase the numbers of underrepresented students, staff and faculty, combined with building policies, procedures, and supportive climates that help underrepresented groups succeed. Affirmative action remains particularly important at elite institutions where historical inequities continue (Arnold, 2002). However, the impact of affirmative action has been marginal, leading largely to increased representation of White women, but with limited success in the recruitment and retention of other underrepresented groups. As Caroline Sotello Viernes Turner (2002) explains, even once students and faculty of color enter the university environment, they are faced with compounded deterrents to their success. With staff and colleagues that lack socio-cultural sensitivity, along with other institutional barriers, individuals are left with feelings of isolation, exclusion and face barriers that people in the majority do not experience.

The benefits are many in terms of marketing the university as an accessible option and supporting inclusion of all groups. One example of research that supports colleges and universities' increasing the number of students on a college campus, as well as the interaction between groups, is the work by Gurin, Dey, Hurtado, and Gurin (2002). The researchers identify the educational benefits of diversity on the single institution level and across institutions.[18] Based on their research, Gurin et al. argue that structural diversity (the number of people from diverse groups), informal interactional diversity (the frequency and quality of intergroup interaction), and classroom diversity (learning about and gaining experience with diverse people) were beneficial for both students of color and White students. Specifically, diversity was a benefit for the intellectual engagement, academic skills, citizenship engagement, and racial/cultural engagement of all students.

In addition, universities across the country now have the opportunity to confront the issue of access for an ever-expanding population of "non-documented" students who have graduated from high school only to hit a glass ceiling in college when it comes to tuition assistance. Questions to consider include, how do college and university administrators and policy makers make ethical decisions and contribute to meaningful contemporary dialogue around issues (such as immigration) that directly affect (a) student access, (b) educational quality, and (c) the development of contributors to our nation? What is our decision-making process toward taking action, and do we acknowledge the current and potential effects?

Again, any wide-scale success in accomplishing action toward culture change must be accompanied by shifts in the hiring and incentive processes for faculty and staff. If universities are to begin controlling the way they are marketed in favor of the public good—to reflect inclusive, civic-minded, intellectually diverse institutions—they must also be able to deliver it.

This includes ensuring that proper infrastructures and procedures are in place that encourage, promote, and seek out faculty and staff that can make it happen.

Models for Change
A culture change is needed, but how do we go about making change? One way is to examine some models for best practices. For example, some colleges, such as minority-serving institutions (i.e., Tribal Colleges, Hispanic Serving Institutions, and Historically Black Colleges and Universities) may be able to provide best practices on how to accomplish this goal of culture change for the public good (see Taylor, Dwyer, & Pacheco, 2005). In addition, four-year regional institutions (the "invisible" colleges) should be studied in order to see what models they offer for access, price, diversity, and results after college. The California, Michigan, Minnesota, and the SUNY systems may offer strong models around access, affordability, and educational equity—or, perhaps, offer models to resist (see Pasque, 2005).

As was pointed out earlier, the failure of faculty to speak out against the corporatization of higher education, continues to perpetuate the status quo through "manufactured consent" (Herman & Chomsky, 2002). For faculty, the promotion and tenure process is often the incentive process that is most often critiqued as a barrier for change in the system (Baldwin & Krosteng, 1995; Boyer, 1990; Dill & Sporn, 1995; Holland, 1999). However, there are some faculty and administrators at specific institutions who are attempting to address this significant barrier. For example, the School of Government (SOG) at the University of North Carolina-Chapel Hill (UNC) is one such example where faculty, together with the dean, are demanding a shift in tenure and promotion.

In the recent critical alteration of the *Policies and Procedures on Faculty Appointment, Promotion and Tenure* (2005), the faculty argue that the SOG needs to value the convergence of scholarship and practice in order to fulfill the mission of the school. The School's mission is "to improve the lives of North Carolinians through engaged scholarship that helps public officials understand and improve state and local government" (SOG-UNC, 2005, p. 2). The faculty use Boyer's (1990) *Scholarship Reconsidered* in order to argue for a set of priorities for tenure and promotion that differ from the rest of the institution and support the School's mission. This combination of engaged scholarship *and* practice is replacing the dominant faculty paradigm for tenure and promotion.

Further, the SOG backs up its desire for school-wide change by clearly articulating that engaged scholarship with North Carolina officials will "count" toward tenure and promotion. The document spells out that "There is no expectation that these faculty members [who work with North Carolina public officials] will necessarily publish in refereed public administration journals, and the absence of such publications is not considered a deficiency for purposes of reappointment and promotion" (p. 6). This articulation (and hopefully, subsequent action) points out the value that engaged scholarship has in the School of Government, and it is anticipated that this shift will change the climate in the SOG to be more supportive and inclusive of all types of scholarship.

Another way in which the faculty in the SOG are affirmatively making change is through significantly valuing collaborative community-university partnerships and joint faculty efforts. SOG "encourages collaboration and partnerships, and thus collaborative contributions by faculty members are valued as much as individual contributions" (p. 13). By making collaborative partnerships a part of the policy for tenure and promotion, the faculty are

creating a new paradigm for education, one that contributes to the local and state system and provides internal support and recognition for such important efforts.

The SOG faculty see themselves at the forefront of a necessary national movement. If faculty at leading research institutions speak out against the restrictive tenure and promotion processes found at many institutions, then this may have a domino effect, putting pressure on other colleges and universities to follow suit. It may also bolster support systems within the disciplines to organize in order to speak out against a reward structure in which incoming grants and research publications are glorified.

This model for change is an example of a university unit reworking its infrastructure and practices to reflect its mission of university-community partnerships. For those institutions that promote similar missions, taking this model to scale could have positive effects on the institution's success regarding marketing (to a variety of audiences); retention of students and faculty; community perceptions and funding; and in actually producing work, knowledge, and graduates that actively contribute to the public good. When universities market to families and students using the "Fair Price" document and other tools, there is potential for more success in demonstrating the importance of the social value added by higher education, because it is visible and substantiated through action.

MAKING THE MARKET WORK FOR PEOPLE IN THE FUTURE

In what ways are we consenting to the pressures of the market by not speaking out against the current trajectory? How do we consider the ways in which we can subvert the neoclassical economic system by making the market actually work for the public good in an intentional and inclusive way? How do we make change?

We, higher education leaders and policy makers, can do this through creating fair and equitable (as opposed to free and equal) policies, procedures and systems that are inclusive, just, and that demand change. In order to create such systems, people in positions of power must loosen, or let go of, their hold on the pervasive systems that are comfortable, familiar, and perpetuate the status quo. We offered examples of sharing information about fair market prices of attending college and taking action that is affirmative, such as increasing the structural, informal interactional, and classroom diversity on campus and altering the institutionalized tenure and promotion processes. However, there are many ways in which, idiosyncratically, we can all work toward using the market for higher education for the public good. A change is needed, and it is up to us, the people within the system, to initiate change.

Footnotes

[1] Also see the Array of Benefits, which includes definitions of the public, private, social, and economic benefits of higher education (Institute for Higher Education Policy, 1998).
[2] It should also be noted that colleges and universities have perpetuated this conceptualization of the benefits of higher education by selling a college degree as a way to increase one's salary and as a personal, economic investment.
[3] http://nces.ed.gov/, based on the National Postsecondary Student Aid Study (NPSAS) for 2003-04.
[4] NPSAS:04.

[5] Part C, section 131(c) of the HEA, entitled "Improvements in Market Information and Public Accountability." Section 131 directs the Commissioner of Education Statistics to improve information and standardize definitions to measure postsecondary costs and prices.
[6] See http://nces.ed.gov/ipeds/cool/.

[7] The data are primarily drawn from NCES' annual collection of data from postsecondary institutions, the Integrated Postsecondary Education Data System (IPEDS). More detailed information from this dataset also is available on the NCES website through a web-based Data Analysis System (DAS), although the intended audience is institutional and other researchers rather than students and parents. All of the NCES datasets also are easily available online, where cross-tabs and correlation matrices can be calculated.

[8] http://www.fafsa.ed.gov/.

[9] See http://studentaid.ed.gov/PORTALSWebApp/students/english/index.jsp.

[10] The College Board uses estimates from a number of sources to calculate annual estimates of net prices by institutional type. See http://www.collegeboard.com/prod_downloads/press/cost05/trends_college_pricing_05.pdf. A recent NCES report attempted to calculate median net prices for various types of institutions using IPEDS data. It found that the variation in reporting from year to year made it difficult to report group averages, and even more difficult to report institutional averages. Cunningham, A. F. (2005). *Changes in patterns of prices and financial aid* (NCES 2006-153). Washington, DC:GPO.

[11] For an analysis of the advantages and disadvantages of student-level data collection, see a recent report on the subject, Cunningham, A. F., & Milam, J. (2005). *Feasibility of a student unit record system within the integrated postsecondary education data system* (NCES 2005-160). Washington, DC: GPO.

[12] Therefore, one component of IPEDS includes an annual collection of data on the number of students entering the institution as full–time, first–time, degree/certificate–seeking students in a particular year (cohort), by race/ethnicity and gender. Student data are separated between those entering bachelor's degree programs and other programs. Institutions then report the number of students in the cohort who complete a degree/certificate within 150 percent of the nominal time to award (for bachelor's degrees, this is usually within six years). In the graduation rate survey, if an institution has a transfer mission, transfer–out students in the cohort are reported if the transfers to other Title IV eligible institutions are known to the original institution. Two–year institutions may count as graduates those students who complete the "equivalent of an associate's degree" (i.e., students who complete, within three years, a two–year transfer preparatory program that is acceptable for full credit toward a bachelor's degree and that qualifies a student for admission into the third year of a bachelor's degree program).

[13] See http://www.collegeresults.org/

[14] The term "persistence" describes the student enrollment from the perspective of the student, i.e., at any postsecondary institution and from the standpoint of the postsecondary education system as a whole. Institutional retention, on the other hand, can only reflect what happens at an individual institution and therefore misses transfer activity.

[15] This is important to understanding true graduation rates because 40 percent of students now enroll in more than one institution at some point, including transfer to other institutions as well as coenrollment (Berkner et al., 2002).

[16] Research has shown that 73 percent of postsecondary students are nontraditional, with characteristics such as part–time attendance and delayed enrollment (Choy, 2002).

[17] Sample surveys such as the Beginning Postsecondary Student Longitudinal Study (BPS), which follows first-time beginning students through college, provide more accurate

calculations of persistence and retention rates; however, these surveys are not conducted on an annual basis, and individual information for all colleges is not possible.

[18] The researchers utilized two longitudinal databases. The institutional database included 1,129 White students, 187 African American Students, and 266 Asian American students. The national database (Cooperative Institutional Research Program) included 10,465 White students, 216 African American students, 496 Asian American students, and 206 Latino/a students. Students were surveyed their first year, and again four years later. The study controlled for ethnic/racial composition of the high school and precollege neighborhood, gender, high school GPA, SAT, parents' education (as a measure of the student's socioeconomic background), and institutional features.

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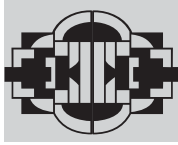
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Chapter 8

The Changing Role of Public Higher Education in Service to the Public Good

John C. Burkhardt

The Wingspread Conferences sponsored by the National Forum on Higher Education for the Public Good were organized to foster a continuing conversation around a "Common Agenda" to focus higher education on its public service mission. The discussions that led to the adoption of the Common Agenda, which was issued in 2002, are well-documented (Chambers, 2005; London, 2003; Pasque, 2005, 2006; Pasque & Rex, 2006). The Common Agenda incorporates commitments and responsibilities held by many individuals, institutions and professional groups inside and outside of the academy. It is not meant to be a "plan" or a "strategy" in the traditional sense. Instead, it is the framework for an ongoing movement through which individuals, organizations, and ad-hoc partnerships work simultaneously toward a shared vision.

The Common Agenda and the related work of the National Forum has consistently reflected a "system level" perspective to address the challenges of higher education's relationship to U.S. society. We (the National Forum) are focused on higher education as one of the nation's most influential and important social institutions, one whose independence is critical to the practice of democracy and the ability of society at large to adapt to the demands of a changing, increasingly competitive, and yet interdependent world. We suggest that higher education in the United States *is* a system, even though it is well-understood that it is highly dispersed, differentiated and even internally competitive. While higher education lacks some of the properties of other systems in that it has no obvious charter or locus of intent, it exists nonetheless as a defined entity and can be described in relatively concrete historical, legal, professional and conceptual terms.

A systems perspective treats the work of individual institutions as part of a broader collective endeavor that can be described, evaluated and readapted in its collective identity and behavior. The work of the National Forum and those it has influenced is not about changing institutions one by one, but about transforming the entirety of higher education and all of its relationships. It is based on an ecological orientation, as suggested by previous work in several of the social sciences. The foundational documents, developed at the outset of our work in 2000, speak to this distinction in viewpoint, acknowledging the reality that American higher education does not frequently think or act as a unified system very often—unless its own interests are directly threatened.

In particular, we hope to inspire a greater awareness of the ways in which higher education operates as a system with a distinct history, operating culture, values, capacities, and purposes. Only by recognizing the important and defining qualities that colleges and universities share in common is the system able to act in ways that protect its essential character and promise. And, only if colleges and universities become clearer about their shared roles in service to American society can they hope to maintain integrity and focus in a changing world (National Forum, 2000).

DIFFERENT WAYS OF CONTRIBUTING TO A COMMON GOAL

The diversity of institutions that make up the system of higher education within the United States is generally seen as one of its great assets. Systems do support differentiation and specialization, but this is an effective asset only when the system shows sufficient regard for the essential properties held in common by all members. This seemingly paradoxical relationship—one that understands differences within a shared context of meaning—is critical to working within complex systems.

If we are to pursue the contention that higher education exists as a social institution because it serves some distinctive and valuable public benefit, we are logically obligated to sophisticate our understanding of how different elements of the total system achieve this end. This article argues that different subsystems within U.S. higher education make different contributions to the comprehensive "public good" that we assert unites all of higher education's purpose and meaning.

Historically, many institutional types were organized explicitly around a specific expression of public contribution. At the beginning, the commitment to serve the public in a particular way was paramount. Over time, the original identification with an aspect of service to the public good often gave way to a more generalized orientation.

Consider Table 1, which suggests a generalized attribution of public service missions for a few of the subsystems that operate within U.S. higher education. This table traces a shift in the public good contributions of specific sub-systems of U.S. higher education as observed in the changing missions of various institutional types. It is important to note that these changes in individual institutional circumstances and focus did not occur all at the same time, although dramatic changes in society might have prompted similar transformations in many colleges at once. Furthermore, the same events may have prompted different responses in different sectors of higher education. Just as societal pressures spawn new institutional forms, societal shifts influence and may favor some institutional subsystems more than others. Contributions to the public good change over time as well, in response to changes in society's needs and institutional capacities.

Table 1: *Initial and Evolving Public Good Missions of Various Institutional Groups in U.S. Higher Education.*

Institutional Group (Subsystem)	Historical Era of Founding	Original Public Good Mission	Contemporary or Evolving Ways of Contributing to the Public Good
Religious Colleges	Colonial and pre-civil war	Prepare ministers, promote religious influence, serve faithful	Maintain emphasis on liberal arts
Women's Colleges	Late 19th and early 20th century	Educate women	Re-examination of the role of women in society, prepare women as leaders
Historically Black Colleges and Universities	Post-civil war through mid-20th century	Serve African Americans, preserve culture, train teachers and ministers	Promote access for African Americans, preserve and reinterpret African American culture in post-integration era
Land Grant Institutions	Civil war era through late 19th century	Dissemination of agricultural and mechanical sciences	Research and professional education, extension programs, large education enrollments
Community Colleges	Post-World War II	Open access and preparation for baccalaureate programs	Economic development
Proprietary Colleges	Throughout the twentieth century	Specialty programs and vocational training	Distance education and open access

A good illustration of this point can be found in a specific historical moment, the launching of Sputnik by the former Soviet Union. Frequently cited as an event that changed public expectations of higher education, there is an oft-repeated colloquial wisdom that suggests Sputnik resulted in the expansion of research, growth in college enrollments, and more attention paid to math and science education. It is possible, however, that a flood of "baby-boomers," coupled with rising family expectations, also fueled enrollment growth in colleges, or that scientific discovery was at a stage that meant new investments were inevitable if we were to prepare more scientifically literate professionals. We can use Sputnik as a historical marker, but it is more difficult to develop a case for causality with much certainty. And yet we frequently call for "another Sputnik" as the *deus ex machina* required for reviving educational excellence.

THE SPECIAL RESPONSIBILITY OF THE PUBLIC UNIVERSITY TO PUBLIC SERVICE

At the turn of the twentieth century, approximately eighty percent of the nation's undergraduates were being educated in private institutions, and the vast majority of institutions were under private control. At the turn of the twenty-first century, eighty percent of the nation's undergraduates were enrolled in public institutions (even though by number, there were still more private than publicly governed institutions across the country). Therefore, the most obvious contemporary contribution of public higher education is that of educating the majority of the nation's college graduates. Research investments are concentrated in public universities (and a relatively small number of elite private institutions), and public universities award 41.5% of professional degrees (NCES, 2005).[1]

These long-term shifts in the way that our country delivers higher education to its citizens and the world suggest that public institutions do hold a special responsibility for working on behalf of the "public good." This responsibility is not exclusive to public institutions or to higher education for that matter, but consistent with the framework advanced above, it is essential that this important sub-system assess and respond to the contemporary demands that our nation places upon it.

A great deal has been written on this very point. Two particular influences were especially powerful when we came together at Wingspread as a group of representatives of public institutions of higher education this fall (see the list of participants and institutions at the end of this monograph). First, given the founding support of the W.K. Kellogg Foundation for the National Forum, Kellogg's leadership in encouraging the nation's land-grant universities to act upon their missions in a contemporary way was terribly influential in shaping our thoughts and our language. In particular, references to "covenant," "trust," and "renewal" have been used in national conversations at Wingspread, with Kellogg, and elsewhere.

Second, there is a well-established and visible connection between Wingspread as a venue, its founding principles, and the idea of public service in public universities. In fact, the *Wingspread Declaration on Renewing the Civic Mission of the American Research University* (Boyte & Hollander, 1999) has sparked a great deal of useful discussion about the special role of public institutions in service to communities, states, and society.

In previous sessions at Wingspread sponsored by the National Forum, members of Committee on Institutional Cooperation (CIC) institutions (the association of Big Ten Universities and the University of Chicago) attended and discussed the role of public institutions in service to the public good. In 2005, the CIC issued the report, *Resource Guide and Recommendations for Defining and Benchmarking Engagement*, on the nature and challenges of engaged scholarship in major research universities. This report has been helpful in further defining the place of the nation's largest public schools in this effort.

In 2005, the Commission on Public University Renewal of the American Association of State Colleges and Universities (AASCU) issued a report, *Renewing the promise: The public universities in a transforming world*, that was particularly vibrant in its vision and recommendations. Citing the historic importance of public institutions in the United States and the unique and visible roles they play in each of our states, the report details the new challenges that face public higher education, which are inherently driven by the challenges faced by our society at large.

THE CHALLENGES TO HIGHER EDUCATION

The conversations at the Fall 2005 Wingspread session were informed by these previous initiatives. But rather than be guided solely by the demands felt within the academy itself, discussants looked outward to the society and the world we served. We concluded that an "outside-in" articulation of the challenges collectively faced by our students, constituents and benefactors might comprise a more compelling statement of the expectations being placed on public higher education in a changing world. The challenges facing higher education go beyond the need for more service learning experiences or to reward faculty for community-oriented research. As important as these objectives are, the more fundamental task is to renew our great mission as the agents of democracy (Boyte & Hollander, 1999):

- *America has to regain its place as a symbol of justice, equity and democratic practice*
- *America needs to regain its competitive edge in the global economy*
- *America must continue pursuing the important social movements which were initiated in the last century*
- *Higher education must protect the integrity of public research*
- *Higher education must take responsibility for addressing gaps in learning achievement*
- *Higher education must prepare students for leadership in a changing world*

During the course of our discussions at Wingspread, the implications of each of these commitments were discussed at length. It hardly is necessary that we provide evidence of the importance of the underlying premise implied by these statements. To us, as we held our discussions at Wingspread, it seemed obvious that this list, while possibly incomplete, served to make the point that the most basic and essential factors shaping the context of public colleges and universities were changing and that, consequently, the public service contributions of our public institutions would have to change as well—dramatically. We resisted the urge to further document the challenges. Instead we took time to discuss what each of our institutions, and public higher education as a whole, might do to respond.

While the primary benefit of our discussion may rest with what we learned while speaking face-to-face at Wingspread, we came to believe that virtually any group within higher education could benefit from a similar exercise. Further, we were convinced that supplying answers to others was far less evocative—and far less likely to result in action—than encouraging others to replicate or expand upon the same task. In fact, this strategy, if indeed it could be described as such, brought us back to the heart of the work of the National Forum as it was originally conceived by the 250 educators, and community and public leaders who met in Ann Arbor in 2002. If we are to spark a movement to renew the place of higher education in society, it must begin with candid, urgent discussion—not with a list of prescriptions and remedies.

The distinction between public and private higher education is increasingly one of degree, not an absolute. Tuition funding mechanisms, federal research, contracting practices, and the growth of fundraising have all made private institutions more "public" and public institutions more "private," for good or not. We (the "public roles of colleges and universities" small working group) strongly assert that all of U.S. higher education must rise to meet the challenges of maintaining a vital democratic society, advancing its economic, cultural and political security. Therefore, we would not argue that the nation's public institutions of higher education have an exclusive responsibility to respond to the national challenges we have described. Nor would we allow that the ways in which we have met the call for civic leadership in the past will be relevant or sufficient for this era. Society's needs are complex, awesome and demanding—and our responses must be equally dramatic.

Footnote

[1] Professional Degree is defined as one of the following: dentistry (D.D.S. or D.M.D.), medicine (M.D.), optometry (O.D.), osteopathic medicine (D.O.), pharmacy (Pharm.D.), podiatry (Pod.D. or D.P.) or podiatric medicine (D.P.M.), veterinary medicine (D.V.M.), chiropractic (D.C. or D.C.M.), law (LL.B. or J.D.), theology (M. Div., M.H.L., B.D., or Ord. and M.H.L./Rav.), and other. Includes degrees that require at least six years of college work for completion (including at least two years of preprofessional training).

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The National Forum on Higher Education for the Public Good

The National Forum on Higher Education for the Public Good's mission is to significantly increase awareness, understanding, commitment, and action relative to the public service role of higher education in the United States. It was established by a grant from the W.K. Kellogg Foundation to the University of Michigan in 2000. Activities are organized around three broad strategies: Leadership Development, Connections between Research and Practice, and Public Policy and Public Stewardship. This social, professional and community engagement agenda of the National Forum provides a powerful complement to the extensive scholarship and teaching capacities of the Center for the Study of Higher and Postsecondary Education at the University of Michigan.

The Johnson Foundation

The Johnson Foundation's mission is to cultivate ideas that sustain community - people living in harmony with one another and their environment. Their strategic interests are Education, Sustainable Development and Environment, Democracy and Community, and Family. Wingspread was built in 1939 in Racine, Wisconsin. Frank Lloyd Wright designed Wingspread for the family of H.F. Johnson, Jr., who lived there from 1939 to 1959. In 1959, Mr. Johnson established The Johnson Foundation, designating Wingspread as its educational conference facility. Over the years, the Foundation has sponsored thousands of conferences on issues ranging from arms control to education to sustainable development, and much more. National Public Radio has its roots in a Wingspread conference, as do the National Endowment for the Arts and numerous other organizations and movements. Eleanor Roosevelt and Presidents Gerald Ford and Jimmy Carter top the long list of distinguished conference participants.

Atlantic Philanthropies

The Atlantic Philanthropies have recently redefined their purpose as the following: To bring about lasting changes in the lives of disadvantaged and vulnerable people. They concentrate their grant investments in four program fields: Aging, Disadvantaged Children & Youth, Health of Populations in Developing Countries, and Reconciliation & Human Rights. Mr. Charles F. Feeney, the co-founder of Duty Free Shoppers Group, Ltd., established The Atlantic Foundation, the first of The Atlantic Philanthropies, in 1982, and he later dedicated his wealth to its charitable mission.

Institute for Higher Education Policy

The Institute for Higher Education Policy is a non-profit, non-partisan organization whose mission is to foster access and success in postsecondary education through public policy research and other activities that inform and influence the policymaking process. These activities include policy reports and studies, seminars and meetings, and capacity building activities such as strategic planning. The primary audiences of the Institute are those who make or inform decisions about higher education: government policymakers, senior institutional leaders, researchers, funders, the media, and private sector leaders.

W.K. Kellogg Foundation

The W.K. Kellogg Foundation mission is "To help people help themselves through the practical application of knowledge and resources to improve their quality of life and that of future generations." W.K. Kellogg, the cereal industry pioneer, established the Foundation in 1930. Since its beginning, the Foundation has continuously focused on building the capacity of individuals, communities, and institutions to solve their own problems. Programming activities center around the common vision of a world in which each person has a sense of worth; accepts responsibility for self, family, community, and societal well-being; and has the capacity to be productive and to help create nurturing families, responsive institutions, and healthy communities.

About the Wingspread 2005 Conference Participants

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Tomás Arciniega serves as the special assistant to the Chancellor of the 23-campus California State University system. Mr. Arciniega's professional background includes educational research in the United States; applied technical consulting and development work in international settings; and extensive service on boards, commissions, and professional organizations. He is Trustee Emeritus of the Carnegie Corporation of New York Foundation and was a Presidential appointee to the National Council on Education Research. Mr. Arciniega works as a scholar and consultant in the field of multi-cultural education with an emphasis on bilingual education. He is interested in institutional development and change, as well as issues of equity and humanizing education. He has served as a technical consultant to many agencies, including the Ministries of Education in Honduras, Bolivia, Panama, Ecuador, and Guatemala. *Change* magazine selected Mr. Arciniega as one of the top 100 academic leaders in American Higher Education.

Mr. Arciniega received his undergraduate and graduate education in New Mexico and began his career in higher education at the University of New Mexico. He went from there to the University of Texas, El Paso before moving to the California State University system. He served as Dean of the College of Education at San Diego State, Provost at Fresno State and then served as President of California State University, Bakersfield for twenty-one years.

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Margarita Benítez is a senior associate at the Institute for Higher Education Policy, a DC-based research organization whose mission is to foster access and success in postsecondary education through public policy research and other activities. She coordinates academic initiatives in the United States for the University of Puerto Rico, and is an advisor to the Puerto Rico Federal Affairs Administration. She directs the Building Engagement and Attainment in Minority Students Project, in which over a hundred minority-serving institutions of higher education participate, under the auspices of the Lumina Foundation for Education and the Alliance for Equity in Higher Education. She chairs the EXITO (Excellent Ideas Transform Outcomes) Task Force for *Excelencia* in Education, an organization that focuses on Latino student success in higher education.

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John C. Burkhardt is professor of higher and postsecondary education at the University of Michigan, and director of the National Forum on Higher Education for the Public Good, a partnership of institutions, scholars and policy makers committed to making higher education more responsive to the needs of a changing society. Mr. Burkhardt formerly served as a program director at the W.K. Kellogg Foundation for eight years. At Kellogg he coordinated leadership grant making and funded projects in education and leadership development around the world.

Mr. Burkhardt has written on the importance of leadership in promoting a stronger civil society and the role of leadership in building more effective educational institutions. His most recent books include, *Higher Education for the Public Good: Emerging Voices from a National Movement* (co-edited with Adrianna Kezar and Tony Chambers) and *Leadership Reconsidered: Engaging Higher Education in Social Change* (with Alexander and Helen Astin). In the last year, Mr. Burkhardt served as senior policy advisor to a statewide commission convened by Governor Jennifer M. Granholm to examine the role of Michigan's higher education system in furthering the state's economy. He was also appointed to serve as a member of the Blue Ribbon Commission on Higher Education for the Civic Good, initiated by the Michigan state legislature in 2004. Mr. Burkhardt received his bachelor's degree in psychology from Oakland University, a master's degree in education from Michigan State University, and a master's degree in psychology and doctoral degree in higher education from the University of Michigan.

Deborah Faye Carter
Associate Professor of Education, Center for the Study of Higher and Postsecondary Education and *Director*, Center for the Study of Higher and Postsecondary Education
University of Michigan, Ann Arbor

Deborah Faye Carter is director and an associate professor in the Center for the Study of Higher and Postsecondary Education at the University of Michigan, where she also earned her Ph.D. In 1998, she received the Dissertation of the Year Award from the Association for the Study of Higher Education. Ms. Carter's main areas of scholarly interest are educational aspirations, persistence, and transition to college. She is the author of the book *A Dream Deferred? Examining the Degree Aspirations of African American and White College Students,* and her work has appeared in the *Review of Higher Education, Journal of Higher Education*, *Research in Higher Education*, *Sociology of Education*, and *Higher Education: A Handbook of Theory and Research*.

Ms. Carter serves on the editorial boards for *Journal of Higher Education* and *Research in Higher Education* and has been involved in several national organizations including the Association for the Study of Higher Education (ASHE), the American Educational Research Association (AERA), and the American College Personnel Association (ACPA).

Jaime Chahin
Dean and *Associate Professor*, College of Applied Arts
Texas State University, San Marcos

Jaime Chahin, dean of the College of Applied Arts and associate professor at Texas State University, San Marcos, has over twenty-seven years of varied experiences in education. Mr. Chahin's professional development includes fellowships, articles, research grants, and numerous professional presentations at the state, national, and international levels. He received the "Ohtli" award from the Secretary of Exterior Relations of Mexico in 2002. He also received the Outstanding Latino in Higher Education Award from the American Association Higher Education Hispanic Caucus in 2001. In addition, he was executive producer of "The Forgotten Americans," a documentary about *colonias* in the U.S. Mexico border, which premiered at the Smithsonian and on PBS.

Mr. Chahin's principal research interests involve cultural and public policy issues that impact access and equity in higher education. His most recent publications include: "Latina immigrant transnational mothers: The voices of leaders"; "Digital divide: Impact on Hispanic-owned small businesses"; "*Las colonias, Entre dos mundos*"; "Latino demographics and education in the U.S. Southwest"; "The educational and occupational aspirations of *colonia* children"; and "Reflections of a migrant farmworker." Other notable publications of interest include "The educational and occupational aspirations of high school females" and "The incubator concept for economic development." Mr. Chahin received a Ph.D. in education administration and M.S.W. in administration and policy from the University of Michigan. He completed postdoctoral work in higher education management at Harvard University.

Alisa Federico Cunningham
Director of Research, Institute for Higher Education Policy

Alisa Federico Cunningham, director of research and staff member at the Institute for Higher Education Policy, engages in work addressing a broad array of topics, including higher education financing, student financial aid, minority-serving colleges and universities, international higher education policy, and student access and success. Ms. Cunningham currently conducts research on financial aid and price patterns, state funding of financial aid, the benefits of postsecondary education, and trends in access and student persistence. She recently co-authored reports on the benefits of higher education in the 50 states and the financial aid patterns of Latino undergraduates. She also wrote reports for the US Department of Education on the feasibility of a federal student unit record system, as well as other options for creating persistence measures. For the past three years, Ms. Cunningham has headed a multi-year research grant from the Ford Foundation, entitled "Changing Dimensions of Disadvantage." Between 2001 and 2005, Ms. Cunningham served as an advisor to the Research Committee of the National Association of Student Financial Aid Administrators (NASFAA). In 2005, the Institute was awarded the Robert P. Huff Golden Quill Award for a report she co-authored, "Private Loans and Choice in Financing Higher Education."

Ms. Cunningham's experience in policy research and analysis includes both domestic and international fields. Before joining the Institute, Ms. Cunningham worked as a staff assistant for the Director of Regulatory Policy at the American Enterprise Institute in Washington, DC, and as Editor for the Bonn International Center for Conversion in Bonn, Germany. She received her master's degree in European Studies from George Washington University and her bachelor's degree in Political Science/Interdisciplinary Honors from Villanova University (Phi Beta Kappa).

Brian K. Fitzgerald
Executive Director, Business-Higher Education Forum

Brian K. Fitzgerald serves as executive director of the Business-Higher Education Forum, a non-profit membership organization of leaders of American corporations, universities, and foundations. The purpose of the Forum is to harness the talent and energy of its members to examine issues of national importance, develop recommendations and advocate for implementation of these recommendations with federal and state officials, the corporate and academic communities and the general public. The Forum has initiated several major initiatives, including math and science education, innovation and global competitiveness. Previously, he served as staff director for a federal advisory committee and an adjunct associate professor of government at American University. Mr. Fitzgerald received his master's and doctoral degrees from Harvard University and a bachelor's degree from the Massachusetts College of Liberal Arts.

Antonio Flores
President, Hispanic Association of Colleges and Universities

Antonio Flores became the third president and chief executive officer of the Hispanic Association of Colleges and Universities (HACU) in 1996. Mr. Flores is responsible for the overall leadership, executive management, public and community relations, policy formulation and advocacy, association governance affairs, advancement planning, financial and investment oversight, human resources policies, strategic planning, and programmatic accountability and reporting. He works with a dedicated team of more than 40 professional staff at HACU headquarters in San Antonio and in Washington, DC.

Mr. Flores has extensive professional experience in higher education. He has taught at private and public community colleges and comprehensive research universities; conducted research and policy studies on higher education issues; served as administrator of campus-based and statewide programs; performed extensive advancement work at the state and national levels; and provided public service at the local, state, national, and international levels. Mr. Flores was recently selected to receive the Education Award from *Hispanic Magazine* (2005). Other relevant honors include the Presidential Medal Award by Ana G. Méndez University System in Puerto Rico (2004), Distinguished Alumni Award (2003) from Western Michigan University, and an Honorary Doctorate of Humane Letters from Woodbury University in California (2002). Mr. Flores holds a Ph.D. in higher education administration from the University of Michigan, Ann Arbor, a master's degree in counseling and personnel from Western Michigan University, and undergraduate degrees in business administration and elementary education from Universidad de Guadalajara and Centro Normal Regional, Mexico, respectively.

Kenneth P. Gonzalez
Associate Professor, Education and *Director*, Center for Student Affairs
University of San Diego

Kenneth P. González grounds his work in the belief that human and societal progress can be achieved through education. His research examines the human agency of Latinos and other underrepresented students in various educational contexts. His recent articles examine campus culture and the persistence of Latinos in predominantly White universities, Latina/o doctoral student socialization, and the expansion and constriction of access to college for Latinas. His work appears in the *Journal of College Student Development*, the *International Journal of Qualitative Research in Education*, the *Journal of College Student Retention*, *Urban Education*, and the *Journal of Hispanic Higher Education*. He serves on editorial boards for the *Journal of College Student Development* and the *Journal of Hispanic Higher Education*.

Mr. Gonzalez is currently working on an edited volume (with Raymond Padilla) on Latino faculty perspectives on higher education for the public good. Mr. Gonzalez has received fellowships from such organizations as the American Educational Research Association, the Educational Testing Service, the Spencer Foundation, and the Hispanic Association of College and Universities. He received his bachelor's degree in psychology and a master's degree in social work from Brigham Young University. Mr. Gonzalez received his Ph.D. in educational leadership and policy studies from Arizona State University.

Matthew Hartley
*Assistant Professor, G*raduate School of Education
University of Pennsylvania

Matthew Hartley teaches courses in organizational change, faculty and academic governance, and higher education administration at the University of Pennsylvania. His research and writing focus on academic governance and organizational change at colleges and universities. He is especially interested in the role that mission plays in shaping new programs and policies. His current research examines how colleges and universities have attempted to advance a particular academic purpose—civic engagement. Mr. Hartley's most recent publication (with E. Hollander) is "The elusive ideal: Civic learning and higher education" in S. Fuhrman and M. Lazerson (Eds.), *The public schools: The Institutions of American Democracy* series. He has three forthcoming publications: "Putting down roots in the groves of academe: The challenges of institutionalizing service-learning" in D. Butin (Ed.), *Service-Learning in Higher Education: Critical Issues and Directions* (with I. Harkavy and L. Benston), "An endless good argument: An analysis of the adaptation of institutional mission at two liberal arts colleges and implications for decision making" in *Planning in Higher Education,* and "Mission statements: A thematic analysis of rhetoric across institutional type" in *The Journal of Higher Education* (with C. Morphew).

Mr. Hartley earned an Ed.M. and Ed.D. from Harvard University's Graduate School of Education. His dissertation examined how three liberal arts colleges redefined and implemented new educational missions. Prior to his work at the University of Pennsylvania, he was an instructor for Hobart and William Smith Colleges as well as a teaching fellow and research assistant at Harvard University. He also served as co-chair of the editorial board for the Harvard Educational Review.

Kenja Hassan
Program Coordinator, Arizona State University for Arizona: Building Great Communities

As a program coordinator with ASU for Arizona, Kenja Hassan works toward developing a meaningful presence for Arizona State University in targeted communities around the state of Arizona. Ms. Hassan holds a bachelor's degree in religion from Princeton University and a master's in religious studies from Arizona State University, both with an emphasis on Navajo religion. Her master's thesis explores Navajo identity and religious ties to land. Ms. Hassan has spent time studying and working in New Zealand, Egypt, and Thailand. In the mid-1990s, Ms. Hassan provided support documents on Navajo traditional religion to Congress illustrating the Navajos' religious claims to their land while working for a lobbying firm in Washington, D.C. She also organized the activities of a small non-profit organization, the Native American Library and Museum Project, in order to provide materials for under-resourced libraries and museums on several non-gaming reservations across the country. She has worked as volunteer coordinator for the Smithsonian Institution, a minority affairs advisor at Princeton University, and an assistant social worker on the Navajo Reservation. More recently, Ms. Hassan has been a teaching assistant in the department of religious studies at Arizona State University.

Lori A. Hendricks
Doctoral Candidate, Center for the Study of Higher and Postsecondary Education and *Research Associate*, National Forum on Higher Education for the Public Good
University of Michigan, Ann Arbor

Lori Hendricks is a doctoral candidate in higher education at the University of Michigan concentrating in organizational management and behavior and intercollegiate athletics. Currently, she is a research associate for the National Forum on Higher Education for the Public Good serving as the community organizing manager for Access to Democracy, a three-year, Michigan-based deliberative dialogue project on educational attainment, funded by the Lumina Foundation for Education.

Ms. Hendricks also serves as a leadership consultant and facilitator to various national organizations, including the National Collegiate Athletic Association (NCAA) Division II Leadership Academy working with coaches, athletics administrators, and student-athletes. Prior to the University of Michigan, Ms. Hendricks oversaw the NCAA's leadership, diversity, and equity programming including: the Life Skills program, the NCAA Foundation Leadership Conference, the Student-Athlete Advisory Committees, and the Title IX Seminar. Ms. Hendricks has also coached in South Africa and worked to establish an intramural sports program, impacting over 12,000 youth outside of Cape Town. She received her master's degree in sport management from The Ohio State University and a bachelor's degree in politics and economics from Mount Holyoke College.

Ted Howard
Executive Director, The Democracy Collaborative
University of Maryland, College Park

Ted Howard is the founding executive director of The Democracy Collaborative, an international consortium of leading academic centers, civil society organizations, scholars and practitioners located at the University of Maryland at College Park. Previously he was the executive director of the National Center for Economic and Security Alternatives, a research institute based in Washington, DC. He has worked in the not-for-profit field for 30 years, including more than 15 years in international development with non-government organizations and agencies of the United Nations system and the World Bank.

Mr. Howard is author or co-author of several books, including: *Building Wealth: The New Asset-Based Approach to Solving Social and Economic Problems, Ending Hunger, Entropy,* and *Who Should Play God?* His most recent journal article (with Gar Alperovitz) is "The Next Wave: Building a University Civic Engagement Service for the Twenty-First Century" in *Journal of Higher Education Outreach and Engagement.* He is the chairman of the board of Search for Common Ground, an international conflict resolution NGO, and chairman of the board of the Blue Frontier Campaign, an environmental advocacy organization dedicated to saving America's living oceans.

Theodore L. Hullar
Director, Higher Education Programs
Atlantic Philanthropies, Inc.

Theodore L. Hullar is director of Higher Education Programs for The Atlantic Philanthropies, Inc. In this work, he has emphasized information technologies, learning, interdisciplinarity, and other factors affecting higher education (HE) performance including HE-society engagement, governance, HE economics, and public policy.

He has served as chancellor of the University of California, Davis and the University of California, Riverside, where he was also professor of environmental toxicology and biochemistry. Throughout his work in higher education, he has emphasized senior executive management and societal relationships,

along with biomedical research and the environment, having previously served as professor and director of the Cornell Center for the Environment, director of the Cornell Agricultural Experiment Station, deputy commissioner for Programs and Research in the New York State Department of Environmental Conservation, and founding commissioner for environmental quality for Erie County, NY. He has been coordinator and chair of the National Water Initiative, a partnership among universities, government, and the private sector for advancing research and application for important national water issues. He is a member of federal advisory committees for the environment and of regional non-profits for land trusts, philanthropy, and social services. He was the founding chair of the California Council for Science and Technology. Mr. Hullar received his bachelor's of science degree and Ph.D. in biochemistry from the University of Minnesota.

Susan Whealler Johnston
Vice President, Private Sector Programs
Association of Governing Boards of Universities and Colleges

Susan Whealler Johnston is vice president for independent sector programs at the Association of Governing Boards of Universities and Colleges (AGB). Her research, publications, and presentations are in the areas of governance, higher education, communication, Jane Austen, and 18th-century art and literature. Included among her publications is a chapter on boards and civic engagement in *Higher Education for the Public Good: Emerging Voices from a National Movement*. Prior to joining AGB, she was dean of academic development and professor of English at Rockford College in Rockford, Illinois. In her 18 years at the college, she directed a number of grant-funded activities linking the college and the community through work in the arts, K-12 education, and service learning. She also served as associate dean at Regent's College in London, England.

Susan has 15 years of experience as a communications consultant in business and industry. She has worked with governmental and non-profit agencies as well, and has served on boards of several local social service agencies. She is currently on the boards of the Association of Consortium Leadership and the Policy Center for the First Year of College. She is a member of the board of trustees of Rockford College. Susan earned her master's and Ph.D. in 18th-century British literature from Purdue University and her bachelor's in English from Rollins College.

Adrianna Kezar
Associate Professor, Higher Education and *Associate Director*, Center for Higher Education
University of Southern California

Adrianna Kezar is an associate professor for higher education at the University of Southern California. Her research interests focus on the public purposes of higher education, equity and diversity, organizational change and leadership. Ms. Kezar is editor of the ASHE-ERIC Higher Education Report Series. She has published over 50 articles and books and is featured in the major journals for higher education including *The Review of Higher Education, The Journal of Higher Education, Research in Higher Education,* and *Journal of College Student Development*. Her most recent books are *Taking the reins: Institutional transformation in higher education* (with Peter Eckel), *Higher Education for the Public Good* (co-edited with Tony Chambers and John Burkhardt), and *Creating Organizational Learning in Higher Education.*

Ms. Kezar participates actively in national service. She is on the editorial boards for *Journal of Higher Education*, *The Review of Higher Education, Change*, and *The ERIC Review* and has served on the AERA-Division J Council and the Association for the Study of Higher Education Publication Committee. Ms. Kezar has also served in leadership positions with the American Association for Higher Education, Association of American Colleges and Universities' Peer Review and Knowledge Network; National TRIO Clearinghouse; and the American Council on Education's CIRP Research Cooperative. She is a member of the new AAHE/NSSE Deep Project site visitor team and a roundtable synthesizer/writer.

Kezar holds a Ph.D. and master's degree in higher education administration from the University of Michigan, Ann Arbor, and received her bachelor's degree from the University of California, Los Angeles.

Kimberly Loui
Executive Director, University Initiatives and *Special Advisor to the President,* Office of the President
Arizona State University

As executive director of University Initiatives and special advisor to the president at Arizona State University, Kimberly Loui focuses on strategic program development in areas related particularly to enhancing the university's research and organizational efforts to better reflect community needs. Ms. Loui was formerly the director of program integration in the Office of the Executive Vice Provost at Columbia University, where she worked on institutional strategy and collaborations in digital media, science policy, and technology transfer.

Ms. Loui has also worked at the Center for Science, Technology and Congress at the American Association for the Advancement of Science in Washington, DC and at the Center for Science in the Public Interest. She was a student research fellow at Dartmouth College, the University of Arizona's Steward Observatory and the University of Virginia Health Sciences Center. Ms. Loui holds an MPA in science and technology policy from Columbia University's School of International and Public Affairs and a bachelor's of science degree (Phi Beta Kappa) in molecular and cellular biology from the University of Arizona.

Jamie Merisotis
President, Institute for Higher Education Policy

Jamie P. Merisotis is the founding President of the Institute for Higher Education Policy. Mr. Merisotis is recognized for his work on college and university financing, particularly student financial aid, and has published major studies and reports on topics ranging from higher education ranking systems to technology-based learning. He focuses much of his work on improving access to higher education for low-income, minority, and other underrepresented populations. This commitment to equality of opportunity was a major factor in the establishment of the Alliance for Equity in Higher Education, a coalition of national associations that represent more than 350 minority-serving colleges and universities. Mr. Merisotis serves as the coordinator and facilitator of the Alliance and is director of the Kellogg MSI Leadership Fellows Program, a year-long, intensive program designed to train the next generation of presidents at MSIs.

Mr. Merisotis also works to further educational opportunity and access primarily in nations in transition, such as in southern Africa and the former Soviet Union. He is actively engaged in the global dialogue about higher education "massification" and the implications that increasing educational opportunities could have on economic, social, and cultural development. In addition, Mr. Merisotis has authored and edited several books and monographs, and is a frequent contributor to magazines, journals, and newspapers, including the *Washington Post*, the *Times Higher Education Supplement* (London), the *Chronicle of Higher Education*, *Higher Education in Europe*, and *Review of Higher Education*. Mr. Merisotis received the 2002 Robert P. Huff Golden Quill Award from the National Association of Student Financial Aid Administrators, and in 1998, *Change* magazine named him one of the top young leaders in American higher education.

Suzanne Morse
President, Pew Partnership for Civic Change

As president of the Pew Partnership for Civic Change, Suzanne W. Morse leads a team that provides solutions to community and civic engagement problems in America. Ms. Morse's work as an author,

speaker and advocate for the importance of civic partnerships and citizen leadership to strong democratic communities is widely recognized. Her latest book, *Smart Communities: How Citizens and Local Leaders Can Use Strategic Thinking to Build a Brighter Future* uses examples of successful civic change initiatives in the United States to argue for a particular approach to strategic, long-term community change. Other book chapters and monographs authored by Ms. Morse include: "Thomas Jefferson and the Ward Republics" in *Thomas Jefferson and the Education of Citizens*, "Five Building Blocks for Successful Communities" in *The Community of the Future*, and *Renewing Civic Capacity: Preparing College Students for Service and Citizenship*. Her articles and opinion pieces have appeared in national journals as well as newspapers and trade journals.

Ms. Morse's commitment to civic engagement spans more than three decades of teaching, administration and stewardship. Prior to establishing the Pew Partnership in 1992, Ms. Morse was at the Charles F. Kettering Foundation in Dayton, Ohio, where she concluded her tenure as Director of Programs for the Foundation. In addition to her role at the Pew Partnership, Ms. Morse is a trustee of the Charles F. Kettering and Topsfield Foundations and sits on the Board of Advisors at the University of Texas's LBJ School of Public Affairs, the Hart Leadership Program at Duke University, and the Montpelier Foundation's Constitutional Studies Center. Ms. Morse has been a fellow at the Jepson School of Leadership Studies on the University of Richmond campus since 1992. More recently, in 2002, she received the Ethical Leadership Award from the Content of our Character Project at Duke University.

Rasheedah Mullings
Project Development Associate, University Initiatives, Office of the President
Arizona State University

Rasheedah Mullings is a project development associate for the ASU Office of University Initiatives (UI), within the Office of the President. Ms. Mullings began as a research analyst with UI, and now works to conceptualize, communicate and develop strategies for ASU's University Public Schools Initiative, K-12 education efforts, social embeddedness and other efforts relating to ASU's vision for the New American University.

Ms. Mullings graduated from ASU with a bachelor's degree in sociology (Alpha Kappa Delta) and Spanish minor. During her time at ASU, she participated in a variety of programs focused on increasing achievement and access for socio-economically disadvantaged K-12 students, including Service Learning, the Phoenix Union High School District Partnership, and working with first generation bilingual elementary students in Washington, DC. She also participated in the 2003 UCPPIA Summer Institute at UC Berkeley. In addition to her work at ASU, she is a long time volunteer coordinator, western region committee member, and advocate for the human rights group Amnesty International. Ms. Mullings plans to pursue a career in education policy with a focus on equalizing the education system for immigrant, minority, and low-income populations.

Penny A. Pasque
Doctoral Candidate, Center for the Study of Higher and Postsecondary Education and *Research Associate*, National Forum on Higher Education for the Public Good
University of Michigan, Ann Arbor

Penny A. Pasque is a doctoral candidate at the Center for the Study of Higher and Postsecondary Education and works as a research associate at the National Forum on Higher Education for the Public Good at the University of Michigan, Ann Arbor. She was recently named the 2005-2006 Gail Allen Scholar by the Center for the Education of Women at the University of Michigan. Her research interests center on higher education's responsibility to society, access to and equity in colleges and universities, and civic engagement. Her recent publications include *Engaging the Whole of Service-Learning, Diversity and Learning Communities* (edited with Joe Galura, David Schoem, and Jeff Howard) and "The

Intersections of Living-Learning Programs and Social Identity as Factors of Academic Achievement and Intellectual Engagement" in the *Journal of College Student Development* (with Rena Murphy).

Ms. Pasque worked for ten years in academic and student affairs prior to entering the doctoral program. She served as the co-director of the Michigan Community Scholars Living-Learning Program at the University of Michigan, which focuses on identity development, social justice, leadership, community service learning, and academic excellence for undergraduate students. In addition, she coordinated the Faculty Programs at Cornell University. Ms. Pasque has served as an adjunct faculty, guest lecturer, and keynote speaker on topics including social justice and change, social identity development, service-learning, civic engagement, balancing stewardship and research, and leadership development. Ms. Pasque currently serves as a member of the American College Personnel Association (ACPA) Research Task Force and co-chair of the ACPA Ethics Committee, and is a former chair of the ACPA Standing Committee for Women.

Lesley A. Rex
Associate Professor, Education and *Co-Chair*, Joint Program in English and Education
University of Michigan, Ann Arbor

Currently, at the University of Michigan, Lesley A. Rex is Co-Chair of the Joint Program of English and Education and Associate Professor of Education in the School of Education. To promote equitable opportunities for student participation and achievement, she studies classroom and professional development discourses and their complex sociopolitical contexts to understand and represent practices that engage and constrain students' meaningful learning. Her research has appeared in *Journal of Literacy Research, Reading Research Quarterly, Research in the Teaching of English, Teaching and Teacher Education, Linguistics and Education, Communication Education, American Educational Research Journal,* and *Teachers College Record.* Her edited book of studies that have applied her research approach will soon be available: *Discourse of Opportunity: How Talk in Learning Situations Creates and Constrains. Interactional Ethnographic Studies in Teaching and Learning.* She is currently editing a book for teacher educators that demonstrates how the analysis of classroom narratives can promote teaching that respects diversity.

During her 35 years as an educator, she has been a secondary English teacher, a middle school director, a university composition lecturer, and a teacher educator. Ms. Rex has received University of Michigan's prestigious Class of 1923 Award for her teaching, the Pattishall Award for early career achievement, and the Kripps Award for a program of research focused on delivery of effective public education.

Steven J. Rosenstone
Professor of Political Science and *Dean* of the College of Liberal Arts
McKnight Presidential Leadership Chair
University of Minnesota

In October 1996, Steven J. Rosenstone became dean of the College of Liberal Arts at the University of Minnesota. Under his leadership, the college has launched several new interdisciplinary research centers and initiatives, including the Institute for Advanced Study, the Institute for Global Studies, and the New Media Initiative. Mr. Rosenstone is also the current chair of the Committee on Institutional Cooperation (CIC) Liberal Arts and Sciences Deans. In recognition of his service to the University of Minnesota, he was awarded the McKnight Presidential Leadership Chair in 2004. Mr. Rosenstone's recent writings on higher education include: "The Idea of a University," in *The Public Research University: Serving the Public Good in New Times,* Darrell R. Lewis, John Brandl and James Hearn (Eds.), and "Challenges Facing Higher Education in America: Lessons and Opportunities," in *Taking Public Universities Seriously*, Frank Iacobucci and Carolyn Tuohy (Eds.).

Mr. Rosenstone has served in a broad range of university-wide leadership roles at Minnesota. He has chaired the Twin Cities Campus Deans' Council, the University's Budget Management Task Force, the University Committee on Scholarships, and has led the President's Interdisciplinary Initiative on Arts and Humanities. He has also served on the University's Budget Advisory Committee, the University's Strategic Planning Committee, and the planning committee for the President's Interdisciplinary Initiative on Brain Development. Mr. Rosenstone received his bachelor's degree from Washington University and his Ph.D. in political science from the University of California, Berkeley. He is the author of four scholarly books and numerous articles and is a member of the American Academy of Arts and Sciences.

José L. Santos
Assistant Professor, Graduate School of Education and Information Studies
University of California, Los Angeles

José Luis Santos is an assistant professor of higher education and organizational change in the Department of Education at the UCLA Graduate School of Education & Information Studies and an affiliate scholar of the Higher Education Research Institute. He specializes in econometrics, public policy in higher education, governance and finance. His research centers on comparative state policy research in higher education, involving public finance—government sponsored investments in students and resource allocation. He is concerned with federal, state, and institutional policies that may not adequately boost educational and economic outcomes for traditionally underrepresented students but, in fact, may perpetuate social reproduction and class stratification. At present, he is working on a research article with Sandra Guillen and Gary Rhoades titled *Mapping the Official Public Discourse against the Ledger: Increasing Access and Managing Enrollments* (forthcoming). Also, he is working with Sylvia Hurtado and others on research on low-income, racial ethnic minorities and their access to higher education, with a specific focus on the unique characteristics of Gates Millennium Program (GMP) Scholars.

Prior to joining the faculty at UCLA, Mr. Santos was a senior institutional researcher and the founding director of the recently established Latina/o Policy Research Initiative (LPRI) in the College of Humanities at the University of Arizona. As an institutional researcher, Mr. Santos developed expertise on an array of issues such as budgetary trends, cost accounting, faculty compensation, and student enrollment. As founding director of the LPRI, Mr. Santos co-authored a policy report released in March 2005 with the Institute of Higher Education Policy titled *Investing in Arizona's Future: College Access, Affordability, and the Impact of Investment in Need-Based Financial Aid* and is the principal investigator on a study commissioned by the Arizona Minority Education Policy Analysis Center titled *Creating a Culture of Evidence in Postsecondary Access, Affordability, and Success for Arizona's Minority Students* (forthcoming). He earned his Ph.D. in higher education economics and finance policy from the University of Arizona's Center for the Study of Higher Education.

Kathleen M. Shaw
Associate Professor, Urban Education and *Chair*, Department of Educational Leadership and Policy Studies
Temple University

As a professor of urban education, Kathleen M. Shaw's work focuses on issues of access and equity in higher education, with a particular emphasis on how large-scale policy affects community college policy and practice. She has two forthcoming books: *Putting poor people to work: How the work-first ideology eroded college access for the poor* (co-authored with Sara Goldrick-Rab, Jerry A. Jacobs, and Christopher Mazzeo), and *The challenges of comparative state-level higher education policy research* (co-edited with Donald Heller). Ms. Shaw serves as a senior research associate at the Community College Research Center at Columbia University, where she participates in an evaluation of the Ford Foundation's Bridges to Opportunity Initiative, which is designed to improve access to college for poor adults in six states. She

served as a guest editor with Jerry A. Jacobs for a 2003 special issue of the *Annals of the American Academy of Political and Social Science*, entitled "Community colleges: New environments, new directions." Her work has also been published in *Educational Evaluation and Policy Analysis*, *Review of Higher Education*, and *Anthropology and Education Quarterly*. Ms. Shaw's most recent work examines how differing levels of resources that exist across sectors of higher education contribute to educational and social stratification.

Sheila Slaughter
Louise McBee Professor, Higher Education
University of Georgia

Sheila Slaughter was recently named the Louise McBee professor of higher education at the University of Georgia. Her research areas include the political economy of higher education, science and technology policy, academic freedom, and women in higher education. Her two most recent books are *Academic capitalism and the new economy* (with Gary Rhoades), and *Academic capitalism: Politics, policies and the entrepreneurial university* (with Larry Leslie). Other publications include: "Universities in the information age: changing work, organization, and values in academic science and engineering," *Bulletin of Science, Technology and Society* (with Jennifer Croissant and Gary Rhoades); "Problems in comparative higher education: Political economy, political sociology, postmodernism," *Higher Education* (with Larry Leslie); "Expanding and elaborating academic capitalism," *Organization;* "Models of institutional resource allocation: Mission, market and gender," *The Journal of Higher Education* (with Cindy Volk and Scott L. Thomas); and "The neo-liberal university," *New Labor Forum* (with Gary Rhoades). She also received a National Science Foundation grant, with Jennifer Croissant and Gary Rhoades, titled "Universities in the information age: Changing work, organization and values in academic science and engineering." She received the Association for the Study of Higher Education Research Achievement Award in 1998, and the American Educational Research Association Career Research Achievement Award in 2000.

William A. Smith
Assistant Professor, Department of Education, Culture, and Society and Ethnic Studies Program
University of Utah

William A. Smith is an assistant professor at the University of Utah in the Department of Education, Culture, and Society and the Ethnic Studies Program. Mr. Smith is credited with developing the theoretical framework of Racial Battle Fatigue. Racial Battle Fatigue is the result of a natural race-related stress-response to distressing mental, emotional, and physiological conditions from being exposed to chronic racially dismissive, demeaning, insensitive, and/or hostile environments. As a result, people of color are constantly battling to control their space, time, energy, and movement in response to racism, while at the same time they are receiving potential racialized threats or microaggressions. Chronic racial microaggressions eventually wear on racially marginalized groups' psychological and physiological well-being, which leads to Racial Battle Fatigue.

His professional career in higher education had extended over 10 years prior to receiving his Ph.D. from the Educational Policy Studies Department at the University of Illinois at Urbana-Champaign. In 1993, Mr. Smith joined the African American Studies program and sociology department at Western Illinois University as an assistant professor. In 1997, he was awarded a two-year postdoctoral research fellow at the Center for Urban Educational Research and Development at the University of Illinois at Chicago. His research efforts at CUERD have cumulated in numerous presentations, papers, and a co-edited book, *The Racial Crisis in American Higher Education: Continuing Challenges to the 21st Century* (with Philip Altbach and Kofi Lomotey). He was a recipient of the 2003-2004 Ford Foundation postdoctoral fellowship where he worked in residence with Walter R. Allen and Daniel Solorzano at University of California, Los Angeles.

Patrick L. Valdez
Director, Community Outreach
University of Texas, San Antonio

Patrick L. Valdez is the director of the Office of Community Outreach at the University of Texas at San Antonio (UTSA). As director, he is the principal investigator of the 1st Generation College Student Program, a program developed to increase the number first generation students in the San Antonio area attending college. In addition, Mr. Valdez is responsible for developing and implementing UTSA's community outreach initiatives in South Texas. Prior to working for UTSA, Mr. Valdez served as the executive director of Leadership Development for the Hispanic Association of Colleges and Universities (HACU). At HACU, Mr. Valdez worked with the Institute for Higher Education Policy (IHEP), American Indian Higher Education Consortium (AIHEC), and National Association for Equal Opportunity (NAFEO) to create, develop, and implement the Kellogg Minority Serving Institutions Leadership Fellows Program. During his higher education career, Mr. Valdez has been an assistant director of Admission and Student Life, respectively, and a complex director of Family Housing. Before starting his career in higher education, Mr. Valdez worked as a neighborhood youth coordinator in southeast Austin and Houston. He received a bachelor's degree in International Studies from St. Edward's University and a master's degree in Student Personnel Administration from Teachers College, Columbia University.

Heather Wathington
Assistant Professor, Curry School of Education
University of Virginia

Heather Wathington is an assistant professor of education at the University of Virginia. Her research interests include access, equity, and diversity in higher education and the development and strengthening of minority-serving institutions. Ms. Wathington's background blends experience in higher education, education research and philanthropy. Preceding her faculty appointment, Ms. Wathington served as senior research officer at Lumina Foundation for Education. In this role, she conducted research related to access and success in postsecondary education and commissioned and managed a portion of the Foundation's research grant portfolio. In addition, she was integrally involved in shaping the Achieving the Dream Initiative, an effort committed to improving student success rates in community colleges.

Ms. Wathington has also served as director of programs in the office of Diversity, Equity and Global Initiatives at the Association of American Colleges and Universities (AAC&U) in Washington, D.C. In addition to directing the office's grant programs, she also published *Diversity Digest*, AAC&U's quarterly newsletter. Ms. Wathington is an honors graduate of Wellesley College and earned a master's degree in higher education management from the University of Pennsylvania in Philadelphia. She has her doctorate from the University of Michigan in higher and postsecondary education.

Judith Wegner
Professor of Law and *Chair of the Faculty*
University of North Carolina, Chapel Hill

Judith Welch Wegner is Professor of Law and Chair of the Faculty at the University of North Carolina, Chapel Hill. Her teaching and scholarly interests center on state and local government, land use, property law, legal ethics, professional education, and dispute resolution. Ms. Wegner has devoted significant efforts to galvanizing grassroots faculty initiatives related to public service and engagement, and began to build collaborative relationships with the National Forum for Higher Education in the Public Good during the past two years. She was dean of the School of Law from 1989-1999 and served as president of the Association of American Law Schools in 1995.

Before joining the faculty at UNC, she was an attorney-adviser in the United States Department of Justice and a special assistant to U.S. Secretary of Education Shirley Hufstedler. She was a senior scholar with the Carnegie Foundation for the Advancement of Teaching from 1999-2001 in connection with the Foundation's comparative study of diverse fields of professional education. Ms. Wegner received her bachelor's from the University of Wisconsin and her J.D. from UCLA.

Alina Wong
Doctoral Candidate and *Graduate Student Research Assistant*, Center for the Study of Higher and Postsecondary Education
University of Michigan, Ann Arbor

Alina Wong is a doctoral candidate at the Center for the Study of Higher and Postsecondary Education at the University of Michigan in Ann Arbor. Her research centers around racial identity construction, hegemony, and the experiences of students of color. She is interested in how culture and power mediate access and achievement in higher education. Ms. Wong is a member of the Social Justice and Educational Equity Gradgroup and was co-creator of the Seminar on Critical Issues in Education and Social Justice. She received her bachelor's degree in history and Spanish from Amherst College and her master's degree in history from the University of New Mexico, Albuquerque, where she studied the Chinese diaspora in Mexico in the early 20th century.

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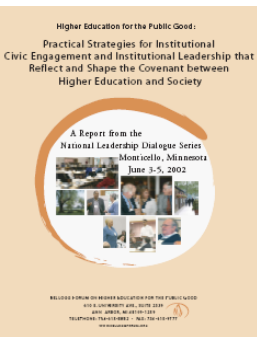## on Higher Education for the Public Good

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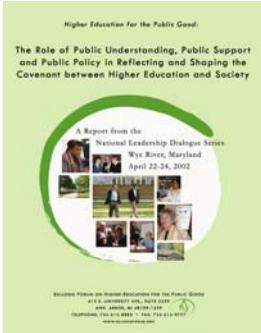
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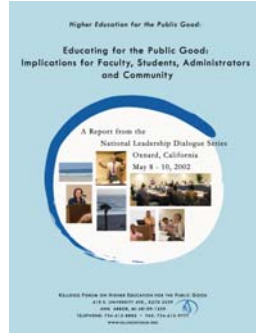
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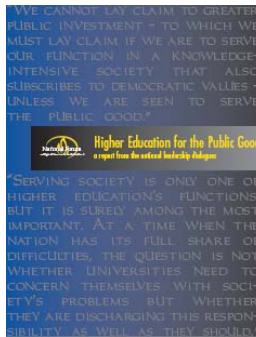
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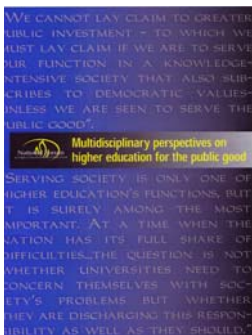
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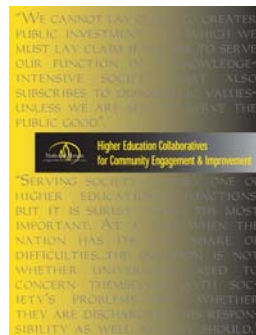
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"WE CANNOT LAY CLAIM TO GREATER PUBLIC INVESTMENT – TO WHICH WE MUST LAY CLAIM IF WE ARE TO SERVE OUR FUNCTION IN A KNOWLEDGE-INTENSIVE SOCIETY THAT ALSO SUBSCRIBES TO DEMOCRATIC VALUES-UNLESS WE ARE SEEN TO SERVE THE PUBLIC GOOD".

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National Forum
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"SERVING SOCIETY IS ONLY ONE OF HIGHER EDUCATION'S FUNCTIONS, BUT IT IS SURELY AMONG THE MOST IMPORTANT. AT A TIME WHEN THE NATION HAS ITS FULL SHARE OF DIFFICULTIES...THE QUESTION IS NOT WHETHER UNIVERSITIES NEED TO CONCERN THEMSELVES WITH SOC-IETY'S PROBLEMS BUT WHETHER THEY ARE DISCHARGING THIS RESPON-SIBILITY AS WELL AS THEY SHOULD."