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Charting the Future of Metropolitan Universities: The 2016 Washington, D.C. Conference Issue

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Charting the Future of Metropolitan Universities: The 2016 CUMU Annual Conference

Mary Ann Villarreal

At the height of pre-election anxieties and amid conversation among faculty and higher education administrators about how post-election policies would impact the efforts of higher education, the 2016 Coalition of Urban and Metropolitan Universities (CUMU) held its annual meeting in Washington DC. Focused, as always, on higher education and community engagement, the 2016 conference gave particular emphasis to future needs and issues. These conversations are especially critical now, as urban and metropolitan institutions, regardless of type or size, increasingly face new social justice challenges both on their campus and in their local communities. These societal and structural disparities range from access to services due to rising costs of living to the impact of the national tone of racial and citizenship inequities that continue to deeply divide our nation.

The conference theme "Charting the Future of Metropolitan Universities" brought together urban and metropolitan institutions committed to community partnerships and student success through forward building and forward looking initiatives. One of those partnerships honors the legendary work of Ernest A. Lynton, with the annual Earnest A. Lynton Award for the Scholarship of Engagement for Early Career Faculty. The 2016 recipient, Mara Tieken, Ed.D, assistant professor and the associate chair of education at Bates College writes in her essay, "The Evolution of a Community-Engaged Scholar" gives insight on her path from a rural teacher to a tenure-track position at an institution and her responsibility to continue to support others on a similar trajectory. Equally important, Tieken, brings to the forefront the importance of bringing rural communities into framework of community engagement, especially for institutions of higher education that have the resources to be good partners in developing policy.

The call for papers for the annual conference issue attracted a diverse selection of manuscripts outlining promising practices, presenting successful case studies, and existing opportunities to cement the foundation of anchor institutions in their local communities. Guided by the vision of the organization to strengthen "institutions that are developing new responses to the pressing educational, economic, and social issues of the day," the manuscripts in this issue represent all those areas.(Retrieved from http://www.cumuonline.org/). The topic placed innovation and strategic initiatives at the heart of the conversation. Whatever institutional anxieties may have existed about the future of higher education at the turn of the election, the underlying message of the manuscripts revealed deep institutional commitments to serving communities.

In his opening remarks at CUMU, Dr. Blair Ruble, Vice President for Programs at the Woodrow Wilson Center, Ruble asks "What does it mean for a city to be a place of promise?" We are reminded by Ruble that this question is multi-layered when we overlay cities on regions and universities on cities. While the national politic focuses on threats of terrorism and acts of war,

urban campuses must not only remain vigilant to be a part of the national conversation, they must also ensure that their local and regional partnerships are built with purpose. Ruble provides the United Nations New Urban agenda as a compass for universities to consider: "inclusive cities, safer cities, governance, economic development." Embedded in this issue are ongoing commitments to addressing many of those issues, such as the challenges that low-income communities face with housing, ongoing segregation of communities of color, and the continual polarizing demands of accountability without adequate resources.

In This Issue

For several of the authors, this conference issue offered the opportunity to explore contemporary challenges. For instance, unable to ignore the fast paced increases in the cost of housing and the attention drawn by policy makers to address housing affordability and homelessness, Judith A. Ramaley, provides a detailed exploration of the demand and challenges that are inherent in Portland's housing crisis. Significant to her work is the groundwork she offers for the bigger issue that urban and metropolitan higher education institutions must confront: the changing nature of institutional community service and civic responsibility. Building on the scholarship of Danah Boyd, Ramaley squarely captures the most significant questions that CUMU institutions must ask themselves, "How do we stay relevant?" and "How do we change the way we collaborate?" Ramaley argues that we must not only think and act differently, we must understand the problems from a diverse set of perspectives.

Along with housing challenges, communities face food insecurities in urban areas where developing models of sustainable action may not be apparent. Michael R. Schläppi, professor of biology at Marquette University, shares detailed description of the development of the Cooperative of the Inititute of Urban Agriculture and Nutrituion (CIUAN) serves a platform for integrating interdisciplinary undergraduate research opporotunities that address "potential for community development and revitalization." In his case study the result is an innovative practice that produces more than just rice, but a recipe to "pursue excellence for human well-being. Staying within the Jesuit mission, Desiree Zequero and Erin Doran also reflect on the complexity of the challenges imposed by competing demands imbedded in the Urban-Serving Research University Mission: How to best serve and utilize shared cross-institutional resources or developing consortium with like needs is key to creating an environment for successful faculty retention, lowing costs for student access, and increasing student completion.

Faced with two realities, the call by the Colorado Master Plan for Higher Education to increase the number of college credentials by 1000, and the second largest attainment gap in the nation, Metropolitan State University of Denver had a daunting task. Mark Potter details the work of a cross-divisional team to create a data driven action plan to increase support and success at MSU Denver.

For several campuses, campus centers have proven crucial to efforts aimed at linking campus and community. Institutions seeking promising practices for creating a successful institutional-

wide center for community engagement are familiar with the University of Nebraska at Omaha (UNO) Barbara Weiz Community Engagement Center. The authors Anthony Starke, Keristiena Shenouda, and Deborah Smith-Howell provide a detailed methodology to assess and measure the work of the center. The framework offered not only allows for institutional flexibility in defining terms, the authors provide recommendations for consideration that include creating a reciprocal relationship rather than a one-way design.

The nation has suffered greatly for ignoring the economic, social, and political disenfranchisement of people of color, especially that of African Americans, a reality that emerges poignantly across many urban campuses. When in the public eye and faced with the reality of the Baltimore Uprising and murder of Freddie Grey, universities must stay steady and build bridges for those left in the storm. At Townson University, Samuel Collins, Matthew Durington and Nicole Fabrant, demonstrate the effectiveness of collaboration among faculty from three academic departments reflected on their responsibility to engage in a pedagogy that invited students and community groups. While the course allowed both audiences to reimagine the relationship between the institution and the community, the outcomes provided a basis for curricular reform with a focus on social justice.

The racial crisis of Baltimore is compounded by the economic depression of the region as evidenced by Ronald Williams and Elgin Klugh at Coppin State University. Their study frames the beginning of the development of The Center for Strategic Ingrepreneurialship. Building upon the evidence of impact that Black owned business have on the outlook of youth, the authors lay out a strangely named innovative design to bring multiple partners to the conversation on revitalization. Where Ramaley began the conversation in the need to remain relevant or by conference guidelines “What are you doing right?” the issues ends on the pieces still unfinished or “What keeps you up at night?” William and Klugh connect the ends with a novel socially responsible extension from a HBCU to the heart of the community in which it exists.

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Mara Tieken is the recipient of the 2016 Ernest A. Lynton Award for the Scholarship of Engagement for Early Career Faculty. The award recognizes exemplary community-engaged scholarly work across faculty roles. The scholarship of engagement represents an integrated view of faculty roles in which teaching, research/creative activity, and service overlap and are mutually reinforcing, is characterized by scholarly work tied to a faculty member's academic expertise, is of benefit to the external community, is visible and shared with community stakeholders, and reflects the mission of the institution. Community engagement is defined by relationships between those in the university and those outside the university that are grounded in the qualities of reciprocity, mutual respect, shared authority, and co-creation of goals and outcomes. Such relationships are by their very nature trans-disciplinary (knowledge transcending the disciplines and the college or university) and asset-based (where the strengths, skills, and knowledges of those in the community are validated and legitimized).

Dr. Tieken was selected from an outstanding pool of finalists because her work exemplifies the award's criteria. She approached her work with rural schools by validating the knowledge assets in the communities she worked with. Dr. Tieken undertook research that addressed social and racial justice and equity in those communities. She brought her students into a pedagogy shaped by participatory epistemology in which they and the community partners they work with are knowledge producers and active participants in building a wider public culture of democracy. And through integrating her faculty roles, Dr. Tieken contributed significant service with the partners she worked with. Further, she is an agent for change on her own campus, working to create an institutional environment that supports community engaged scholars.

Dr. Tieken's emergence as an engaged scholar highlights the critical nature of deep relationships with community partners, the importance of making engagement part of the socialization and training in graduate education, the significance of mentors, and the ways that institutions of higher education cultivate scholarly innovation by attending to the kinds of commitments and structures that support, recognize, and reward community engaged scholarship. As an engaged scholar, she pursues community engagement to advance knowledge that can address global social issues as they are manifest locally, and as perhaps the best way to advance knowledge in ways that fulfill the democratic purposes of higher education.

The Lynton Award is the only national faculty award for the scholarship of engagement. 2017 marks the 20th anniversary of the Lynton Award; it has been hosted since 1997 by the New England Resource Center for Higher Education at the University of Massachusetts, Boston. Starting in 2017, the Lynton Award is sponsored by the Swearer Center at Brown University in partnership with the Coalition of Urban and Metropolitan Universities (CUMU).

The Evolution of a Community-Engaged Scholar

Mara C. Tieken

Introduction

I began my work in education as a rural teacher: I taught first on a remote island in the Pacific, and then in a fifth grade classroom in rural Vermont, and finally as a third grade teacher in the hills of Tennessee. These were very different places and very different schools, with different demographics and geographies and economies and politics. Yet, in all of them, I learned one thing again and again: these schools were vitally important to these rural communities. They shaped the communities' children, of course, but they also shaped their social interactions, their political power, their economic prospects, their racial dynamics, their futures (Tieken, 2014). People, both young and old, gathered at the schools and wrestled with school policy; they formed friendships and traversed racial boundaries; they debated school dress codes and determined curricular content. And, together, through crowded Friday-night gymnasiums and long lines at fundraiser suppers and emotion-filled school board meetings, they argued for their continued existence.

But these vitally important rural schools were often overlooked. Despite constituting a third of all public schools nationwide (Johnson, Showalter, Klein, & Lester, 2014), rural schools are largely absent from discussions about policymaking and practice (Isserman, 2007; Schafft, 2016): researchers and lawmakers focus on urban and suburban schooling. This absence is conspicuous and, as many rural communities fight academic sanctions or consolidation policies to simply hold onto their schools (Howley, Johnson, & Petrie, 2011; Tieken, 2014), consequential. I wanted to help fill this gap, and so I left teaching for graduate school, hoping to keep one foot in rural communities—to remain *engaged* with rural communities—while also entering the world of academia and policymaking, to produce research and policies that reflected and responded to rural contexts.

And this is, mostly, what I now do: I collaborate with rural schools, communities, and organizations in efforts to further educational equity across geographic, racial, and class boundaries. As such, my work is representative of a broader kind of scholarship generally known as community-engaged scholarship (CES), in which researchers collaborate with community partners to challenge the economic, political, and social structures that produce inequality (Others use different names for these kinds of collaborations, including community-based research, publicly engaged scholarship, action research, and participatory action research). These collaborations vary in format and methods but are similar in their intent to generate knowledge relevant to social change agendas (Strand, Marullo, Cutforth, Stoecker, & Donohue, 2003).

The demand for this kind of community-engaged research is unmistakable, as scholars and practitioners increasingly call for research that actively engages communities (Boyer, 1990, 1996; Ladson-Billings & Tate, 2006; Strand et al., 2003; Tierney, 2013). There is a growing understanding that our society's most pressing problems—widening income inequality, persistent educational disparities, inequities in access to health care, racially disproportionate

police practices—will only be addressed through research and practice with the communities who feel these injustices most acutely. Colleges and universities can no longer survive as "isolated islands," argued Ernest Boyer, past president of the Carnegie Foundation; instead, they must take on the responsibility of "our most pressing social, civic, and ethical problems" and become "staging grounds for action" (Boyer, 1996, p. 21).

Yet, despite the urgency of these calls, many argue that higher education has not yet fully embraced its civic mission (Saltmarsh & Hartley, 2011). This failure can be seen in the challenges that continue to compromise the training and early careers of community-engaged scholars; without greater support for the development of scholars with the skills and values of community-engaged work, our ability to address these urgent social issues will remain limited. In this reflection, I share my own storyof how community engagement has grown increasingly important to my work and identity.I hope to show the evolution of a community-engaged scholar, focusing on three supports that helped nurture this shift: a strong community-engaged doctoral training, ideological and material resources, and an early-career opportunity for reflection and recognition.

Learning values: community-engaged doctoral training

I left rural Tennessee and arrived at the doctoral program of the Harvard Graduate School of Education with a specific set of beliefs, motivations, and values: I felt that rural schools were essential to rural communities, that they were often disregarded by policymakers and researchers, and that this omission threatened the sustainability of rural communities. Understanding rural schools and communities, in all their strengths and challenges, their particularities and commonalities, and then using this understanding to inform more responsive policies was a matter of educational equity. However, the motivations and values that had sent me to graduate school often seemed unwelcome there. Most methods classes focused on "objectivity," "unbiased analysis," the documentation of flaws and weaknesses—and I was just too close to rural places. I was urged to separate myself, and I was taught a new language that would give me some distance: communities were "subjects," their trust was "gaining entry," their words were "data for analysis." The structure of the academy seemed to reinforce these same power dynamics, with faculty as experts involving students in discrete parts of their various projects, all conducted at a safe remove from their "subjects."

I wasn't alone: most doctoral students are trained to conduct short-term, relatively detached research projects *on*, rather than *with*, communities (Strand et al., 2003). They are taught the superiority of academic knowledge over other forms and ways of knowing (Boyte & Fretz, 2011). They can experience hierarchical relationships with faculty (Walker, Golde, Jones, Bueschel, & Hutchins, 2008), which they often replicate with participants. And they typically learn that a researcher's role is to be critical, to focus on defects and failings (Lawrence-Lightfoot & Davis, 1997). Many students feel forced to abandon their core civic values; others grow disillusioned with academia (Stanton & Wagner, 2006), and many never finish (Walker et al., 2008).

But I was lucky. Two of my professors, Mark Warren and Karen Mapp, were beginning a research project that had two goals: to produce a series of case studies analyzing the work of communities organizing for education reform, while also developing and supporting a new

generation of community-engaged scholars. The project attracted a diverse group of doctoral students, with different professional backgrounds and racial identities and home communities, bound together by a shared value for social justice and a growing alienation from academia. Over the next five years, we worked closely with six groups organizing for education reform to craft research questions, draft interview protocols, collect data, develop our analysis, and write and rewrite—all of which, for me, meant long periods of time back in the rural South, collaborating with a site organizing communities across the Mississippi Delta. This work produced a number of books and articles, including *A match on dry grass: Community organizing as a catalyst for school reform* (Oxford University Press, 2011), and several public presentations, opportunities and publications that developed the field of education organizing and promoted these groups' work. And, among the project's fifteen students, the project also developed the skills and dispositions of CES: we learned how to build "horizontal" and collaborative research relationships, we grew fluent in articulating our values and telling the stories of how we came to this work, and we began to interrogate our positionalities as researchers by embracing diversity in background, perspective, and experience (Warren, Park, & Tieken, 2016). It was challenging work to negotiate boundaries that come with the privileged position of researcher as well as to open oneself to honest self-assessment and critical feedback. But, through this work, we discovered that research could be a tool for social justice.

Finding a path: Structural and ideological supports

As I finished graduate school, I accepted a tenure track position in the education department at Bates College, a small, highly selective liberal arts college in Lewiston, Maine. The position was a good fit for me, with a focus on teaching, generous support for research, and a location in a very rural state. Bates also has a strong tradition of community-engaged work. The college's mission is, in part, to develop students' capacities for "informed civic action" and "responsible stewardship of the wider world," and a rich network of partnerships link the college to the local community. In the education department, all classes have a community-engaged component; students work in classrooms or with nonprofits to provide tutoring, mentoring, and research. This fieldwork is facilitated by the college's Harward Center for Community Partnerships, which supports faculty in developing community-engaged classes or research projects.

During my job search, this orientation toward community engagement was not a characteristic I sought out; despite my strong doctoral CES training, I still tended to think of "research" and "teaching" as endeavors relatively disconnected from "community," a problematic yet irreconcilable divide that was, ultimately, an inevitable characteristic of academic work. But after five-and-a-half years at Bates, I have found that my work has grown more genuinely and consistently community-engaged, and so has my identity. My research is more responsive, more tied to questions generated in or with rural communities, more directly relevant to their organizing and development and policy work. I am better able to find ways of making my research useful, whether as an organizing tool (winning a waiver to Arkansas's consolidation law) or through material profits (using royalties to support local schools and community organizations.) My relationships with partners are deeper and richer, and collaborations in one area, such as supporting the organizing work of Pittsfield Listens in New Hampshire, lead to collaborations in others, such as working with my School Reform class to design a college

informational session and campus visit for Pittsfield Listens youth. I am more comfortable changing a project's direction based on feedback: a long drive across the Arkansas Delta with a long-time partner convinced me that school closures, not school segregation, was the most direct and immediate threat to the sustainability of rural black communities, leading to shifting a research project to focus on these closures. My classes are more creative in their approach to fieldwork; my research methods class partners with a local community organization to collect data needed for program improvement and grant-writing—and wrestle with hard questions about communicating findings openly and respectfully. And this work feels more grounded, more closely tied to the values that once sent me to graduate school.

This development in my work wouldn't have happened at an institution without a commitment to community-engaged work or the infrastructure to support it. The Harward Center handles the logistics of community-engaged work, finding my students course-relevant placements for their fieldwork, and I can turn to their staff with an idea for a project,like creating a seminar on community-engaged, qualitative research methods. They in turn can help me find interested community partners with needs to fill. Bates is also known throughout the state for its engagement, and I frequently field calls and queries from Maine schools and nonprofits, often leading to productive research, teaching, and learning partnerships. Continued opportunities to collaborate with students and community members have led to more consistent, intensive partnerships. Today, the occasional, less engaged, more traditional research project or class feels somewhat irrelevant and inauthentic to the schools and communities I do work with.

But, that said, this work still has its challenges. Many are common across CES, such as its time-intensiveness or the disconnect between the academic reward system, which credits publishing in top-tier journals, and partners' needs and goals, which typically require a very different method of dissemination (O'Meara, 2011). Others are more tied to Bates's small, liberal arts college context, including an intensive teaching load, considerable campus service expectations, few colleagues with related research interests, and no opportunities for collaboration with graduate students. And some relate to the rural nature of my work. Historically, policy and reform have happened *to* rural communities, not with them, and many are often understandably distrustful of outsiders; collaborative relationships, therefore, often require even more time and work. For much of the broader public, rural schools do not hold the same appeal as urban schools, making it difficult to generate funder support or student interest. And Bates is located in a city, and rural communities are, by definition, often at quite a distance; these relationships are travel-intensive, and the distance can prohibit involving students.

Reflection and recognition: an early-career award

Making my case for tenure this fall presented new obstacles, mostly around communicating the meaning and worth of community-engaged work. I struggled to find outside reviewers that understood this approach. And even within my institution, one with an expressed commitment to community engagement, most faculty take a more traditional approach to research and teaching, and I worried whether they will see the value in pursuing questions of importance to community partners, rather than ones dictated by other researchers. I also had to wrestle with the format for presenting my case, which requires separate statements on research, teaching, and service. My

work spans these categories, and dividing it as required seemed to undermine its richness and purpose. And so, like many community-engaged tenure candidates, I faced an audience unfamiliar with this approach and a process ill-suited to educate them (O'Meara, 2011)—at a moment that will shape the rest of my professional career.

At the same time that I was gathering my tenure materials, I was nominated by the director of the Harward Center, Darby Ray, for the Ernest A. Lynton Award for the Scholarship of Engagement for Early Career Faculty, awarded for connecting teaching and research to community engagement and involving communities in "public problem-solving." To be nominated was gratifying but also daunting, for with the nomination came a lengthy application—a process that, when coupled with my tenure case, seemed overwhelming. But I soon found that pulling together the Lynton Award application was an experience wholly different from the tenure process, one that offered space for self-reflection and a connection to the field of CES. In asking me to rationalize my community-engaged approach, the application was an opportunity to share my "story of self" as a community-engaged scholar,to identify, explore, and explain the path that has taken me from teaching in rural K-12 classrooms to teaching, research, and partnership at a small college in Maine and beyond. The application required a compilation of supporting letters from colleagues, students, and partners that testified to the horizontal, collaborative relationships I have developed, and its questions entailed an interrogation of my perspectives and values as a researcher. Applying for the Lynton Award both affirmed and strengthened many of the skills I developed in my doctoral work; whereas my tenure case required justifying the messy interconnectedness of my work, this application expected and celebrated it.

Shortly before submitting my tenure materials this fall, I learned that I would receive the Lynton Award. It was a surprising, humbling honor. I am joining a remarkable, interdisciplinary group of recipients that have found creative methods to use their teaching and research to further issues of social and racial justice. This honor is also a gratifying recognition of *rural* work and the efforts of a vast network of teachers, students, organizers, and residents in rural communities across Arkansas, Maine, and beyond. This is an important distinction, as much recent CES has taken place in and around urban communities.

Becoming a community-engaged scholar

I didn't begin this work as a community-engaged scholar. Rather, I began as a teacher, one that wanted to remain connected to the people and places she loved. I came to community engagement as a method of academic practice during my doctoral training, when I was disillusioned with traditional academic approaches to research and teaching. Though this strong doctoral training allowed me to begin to understand research as a tool in the struggle for educational justice, I still didn't see myself as a community-engaged scholar. It is only now, after another five years of doing this work that I have come to identify in this way. For me, then, this identity evolved, and its evolution was nurtured by three key supports. Without a *strong community-engaged doctoral training*, I don't think I would be an academic. This training showed me that research can be a tool for furthering educational equity. Bates's *structural and ideological supports* emerged from the school's long history of community engagement, the education department's norm of community-engaged teaching, and the Harward Center's

assistance in arranging student placements and brokering community relationships. All these created an expectation of community-engaged teaching and set a foundation for my work to grow more engaged, to continue to blur the boundaries separating research from teaching, teaching from learning, and campus from community. A more recent support is the *early-career award*. The Lynton application was an opportunity to explore this emerging community-engaged identity, articulate my values and connect them to my practice, and assess my skills and identify areas for growth; receiving the award is an affirmation of a newly comfortable identity.

Together, these resources have enabled me to commit and connect to Bates's surrounding city and, importantly, to continue to work with rural communities, exploring questions important to these rural places and their schools, sharing resources useful to their struggle for recognition and equity, and communicating their challenges, strengths, and experiences to others. It's a very imperfect practice, and I am grateful to partners willing to open themselves to these complicated relationships, students eager to consider sticky questions of ethical research and teaching, and collaborators ready to tell me when I'm wrong. As I contemplate the next phase of my career, I anticipate new questions to explore and challenges to wrestle with: how does place—and, specifically, rurality—matter in community-engaged work? How will I continue this work through the next stage of my career, when I encounter new demands on my time and capacity? What will be my role in supporting and sustaining a new generation of community-engaged scholars? And if I get tenure, how will I negotiate its responsibilities, particularly the paradox of benefitting from an extraordinary privilege while also working to dismantle systems of privilege and inequality?

I was lucky to enjoy the support of strong doctoral training, a wealth of institutional resources, and the opportunity to articulate and share my story; many doctoral students and early career scholars do not, and this absence threatens to keep academia removed from communities and, therefore, unable to address important issues of educational equity and geographic justice. But there's nothing inevitable or necessary about this divide. With the right supports, we can live in both of these worlds.[1]

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[1] Shortly before publication, Mara learned that she would be granted tenure.

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"Promoting Cities as Places of Promise": Remarks at the Annual Meeting of the Coalition of Urban and Metropolitan Universities
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Blair A. Ruble

At the height of the Cold War, Soviet wags loved to tell ironic tales about their political leaders. Communist Party general secretary Leonid Brezhnev inspired a number of particularly endearing stories, which always somehow related to his being slightly at sea in the middle of the world events swirling around him. One such *anikdot* pitted the witless Brezhnev against a wily Richard Nixon.

Brezhnev and Nixon, it seems, were meeting in the White House when the American president decided to call God for advice. He summoned an aide, who brought a large white phone. A few moments after he had completed his consultation with the Divine Being, another assistant came in with a receipt. Nixon approved the bill of some $20 million for the call.

Flying back to Moscow, a furious Brezhnev inquired of the cowering Red Army officers how it was that the Americans could call God but he could not. He demanded that the entire Soviet military research complex dedicate itself to establishing phone service with God.

A few months later, it was time for Nixon to visit Moscow. The two leaders sat in Brezhnev's Kremlin office. At a critical juncture in the negotiations, Brezhnev summoned an aide, who brought a red phone that was even bigger than the white one Nixon had used in the Oval Office. Brezhnev dialed a number and had a brief conversation. A few moments later, an obsequious aide shuffled into the meeting with a receipt for just 2 kopecks (or 0.02 ruble).

Brezhnev was pleased, but perplexed. Why, he asked his assistant, once the Americans had departed, had it cost Nixon $20 million to place his call, but he, the Communist general secretary, had to pay only 2 kopecks? The subordinate quickly responded, "Because calling the Devil from Moscow is only a local call."

Paradoxically, this very Moscow where Hell was just a local call away also happened to be one of the planet's most creative cities. Internationally acclaimed authors were penning their best works; noble ballerinas were training; world-class actors were perfecting their craft; some of the world's best mathematicians were arguing over equations. People with vast differences came and went every day jostling one another on streets that, indeed, resembled visions of Dante's Inferno at times.

Moscow under Brezhnev underscored the reality that creativity does not necessarily coexist with virtue. But with what does creativity co-exist?

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Whatever else Brezhnev's Moscow was, many Muscovites of the time believed it to be a place of promise. Many of my friends arrived in Moscow from lonely provincial towns scattered across a dozen time zones. For them, Moscow was all about promise.

Living in and traveling to Brezhnev's Moscow forced me to ponder the apparent contradiction between the gray and repressed existence of everyday life in the Soviet Union and the bright and impressive personalities who seemed to abound. I often have found myself drawn back to that vision of my Moscow friends at the time that their bedraggled city was a place of promise.

What does it mean for a city to be a place of promise? One lesson from Soviet-era Moscow is that we have to explore many different dimensions of urban life to answer that question. Indeed, today—literally today, a Sunday in October 2016—turns out to be a propitious moment for advancing holistic concepts of the city as places of promise.

In trying to explore the notion of the city as a place of promise, let me begin with place. When we think any particular place, be it a metropolitan region, a city, a neighborhood, a university campus, or a rural town, there really is only one question that matters: Would parents want their children to be here, in this place?

Think about it; such a simple question; a simple question requiring the most complex of answers. Yet, this is a question that is so essential for thinking about how universities, cities, and metropolitan regions fit together.

I would like to step back and offer a couple of very brief reflections about these connections by looking to the global context of your work. And when I say global, I mean global in the sense of the planet. I want to do so today in particular because this is an exciting moment for all of us who think about cities.

Just last Thursday, the United Nations concluded an important summit on cities that will shape much of what happens in, to, and with cities in the years ahead. That meeting in Quito, Ecuador marks the culmination of a multi-year UN process that includes the approval of an "urban" sustainable development goal by the General Assembly in 2015, and the adoption just a few days ago by all member states, including the United States, of a New Urban Agenda. What this means is that the United States Government has just acknowledged an inclusive agenda for urban resilience as an international obligation.

As I just noted, the United Nations convened HABITAT III earlier this week, as the next in a series of UN convocations examining human habitat which have been scheduled to take place every two decades. HABITAT I was held in Vancouver in 1976; HABITAT II, in Istanbul in 1996; while HABITAT III just came to an end earlier this week. One of the lessons to emerge from HABITAT I and II is that the state-to-state resolutions endorsed at those convocations largely fell out of view almost immediately following the fall of the last gavel. This time around the UN decided to pursue a more lasting impact. The United States Government was among the most outspoken UN members advocating for action as well as words.

This process was aided by the simultaneous—yet distinct—process of establishing post-2015 Sustainable Development Goals to follow on the Millennial Development Goals adopted by the UN in 2000. The New Urban Agenda just adopted by UN members is intended to advance the objectives of Sustainable Development Goal # 11, which exhorts member states to "Make Cities Inclusive, Safe, Resilient, and Sustainable." In other words, make cities the sorts of places of opportunity where parents will want their children to be.

More particularly, I want to highlight four dimensions of the New Urban Agenda that, to me, go to the heart of what you are about; namely their focus on: inclusive cities, safer cities, governance, economic development.

On inclusive cities, while urbanization can provide potential for greater social inclusion, too often this is not the case. Inequality and exclusion abound often at greater rates than the national averages. To combat the rise of urban exclusion there has to be: (a) a political commitment to inclusive development, and (b) a range of mechanisms to facilitate inclusion, including participatory policy making and enhanced transparency and accountability. You all can make a positive difference in how we move forward to make cities more inclusive.

On safer cities, enhanced citizen security, be it crime prevention, protection from terrorism, or unsafe conditions, is highly dependent on all levels of government playing a leadership role. Citizen empowerment is a key driver for action, which again leads us back to what you and your universities are doing.

On governance, we can appreciate how governance is obviously at the very center of any urban agenda. The HABITAT III process highlights the challenges of organizing governance and administration across fragmented metropolitan regions. Once again, I know you see where you fit into these discussions and actions because you are dealing the complexities of divided jurisdictions all the time.

On economic development, the complexity of the urban environment requires strategies which establish policies tailored to local conditions. Ultimately, success in economic development requires defining and strengthening "a full portfolio of instruments that enhances economic development while supporting a high quality of life." This is, of course, where you enter in as important catalysts for economic development.

The HABITAT III meetings ended last week with the United Nations and its member states ratifying an urban agenda around these themes. The United Nations and all its member states are now committed to an urban paradigm shift that will reshape the way we plan, finance, develop, govern and manage cities. How can all of us convert aspiration to reality?

Ultimately, the answer to only one question really matters: when parents ask if they want their children to live in this place at this time the answer is a resounding yes. The answer is more likely yes if the intellectual and developmental resources you all represent help make it so. It is only when we all embrace a holistic view of the city as a place of promise that we can move towards meeting the challenges posed by the UN just this week, and posed by parents all over the world all the time. That is what all of you will be discussing the next couple of days.

In closing I want to return to the connection between the urban and the creative and make note of an article appearing in today's *Washington Post* entitled "Five Myths about Genius." Among the myths author Eric Weiner debunks is that geniuses can pop up anywhere at any time. He notes that there are "genius clusters." These are certain places at certain times that produce what he calls a "mother lode of brilliant minds and good ideas." He continues that "these places were, in some ways, quite different, but they also shared certain characteristics. For starters, almost all were cities. The density and intimacy of an urban setting nurture creativity. All of these places, too, possessed an outside degree of tolerance and 'openness to experience'."

There is nothing more important to such cities than great universities such as those represented here this evening. Thank you.

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Working Together Differently: Addressing the Housing Crisis in Oregon

Judith A. Ramaley

Abstract

Universities are being asked to prepare our students to navigate successfully in a complex and interconnected world and to contribute to the solution of difficult problems at work and in the communities where they live. Our universities must do the same. We must adapt our approaches to education, scholarship and community involvement in order to play a meaningful role in addressing the increasingly complex and wicked problems that our communities face. The housing crisis in Portland, Oregon offers an especially important example of a wicked problem that has developed slowly, will be very costly to resolve and involves a lot of uncertainty due to unpredictable social, economic and environmental factors. In 2015, policymakers in communities throughout Oregon began talking about a housing crisis as people searching for affordable housing found themselves competing with both the growing popularity of Oregon as a place to live and a real estate investment boom. Rents rose at a rate of $100/month and over 24,000 units were needed to meet the demand in 2015. The problem remains acute in 2016. This article uses community efforts to understand and address the housing crisis as a focus to explore the changing roles of the university in participating in and contributing to these new social networks, multi-stakeholder initiatives and collaborations.

Keywords
Wicked problems; social networks; collaborations; university/community engagement

The Changing nature of university/community engagement

Universities and colleges have long been seen as important contributors to the public good both through their preparation of an educated citizenry and through their role as a source of knowledge that can be applied to the analysis and management of societal problems. The way that universities were educating their students and addressing community problems has changed significantly since the late 20th century. Communities now face a confluence of factors that increase the complexity of the problems they must address. (Davis et al., 2015, Ramaley, 2014a). When campuses first began to embrace their public mission, service was approached as the identification of well-researched answers to clearly articulated problems. Such solutions work best when: (a) technical expertise is needed; (b) the consequences of actions are predictable; (c) the conditions are know in advance and well described; and (d) a central authority is in a position to ensure that appropriate actions are taken (Heifetz et al., 2009; Kania & Kramer, 2013). In sum, the question is clear, there is little if any dispute about what has caused the problem and there is available expertise to propose a technical solution that can be applied to the problem. This approach informed the outreach and extension model as it developed in the 19th century to offer expert solutions to common problems. We still have some of those kinds of problems, and the

extension service still offers valuable service to both urban and rural communities. However, as the 21st century has unfolded, we are facing more complex problems that require a very different approach. As Kania and Kramer (2013) point out, "predetermined solutions rarely work under conditions of complexity—conditions that apply to most major social problems—when the unpredictable interactions of multiple players determine the outcome." What we require now is both a different model of social progress and new ways to learn and work together. To work in this manner, communities must develop new approaches to collaboration and each participant must adapt its structure, its working relationships and its capacities to contribute to adaptive or emergent solutions to complex and wicked problems.

It is convenient to start the story of the changing interpretation of both the role of higher education, and its contributions to the public good, with *Scholarship Reconsidered*. Since 1990, we have witnessed significant changes in the ways in which the functions of research, teaching, and service have changed. At a watershed moment, the Kellogg Commission on the Future of State and Land-grant Universities (1999) redefined these three classical components of the university mission, to reflect changes that were taking place in our understanding of what it means to be educated for a new era, and how universities can interpret and enact their public mission. The terms became *discovery, learning and engagement*. Over the past few years, *engagement* has gradually been seen, not as a separate function, but as an approach to discovery and learning. The context in which these scholarly activities play out has expanded to include interactions between colleges and universities and the broader society. The world has become a living laboratory and classroom for scholarship and learning. All of this has taken place as a response to the growing number of complex and wicked problems that our institutions and our communities face in today's world. These kinds of problems require new ways of working together and new interpretations of the scholarly functions of *discovery, integration, interpretation and application* (Boyer, 1990). Each of these aspects of scholarship and learning is changing in response to the realities of making sense of an increasingly complex world. However, the process has been slow, as both campuses and other sectors of society come to terms with the need for a new model of collaboration (Kezar & Lester, 2009).

Changes in the nature of engagement

Ernest Boyer's concerns about undergraduate education were shaped by the challenges of the late 1980s and early 1990s. In its early forms, involvement with the community was viewed as a form of service, and as a way to prepare students for their responsibilities as citizens. A small group of college presidents formed Campus Compact to encourage students to participate in community volunteer work. Starting with a focus on community service and civic responsibility, the organization has grown to over 1100 member institutions committed to the public purposes of higher education and "dedicated solely to campus-based civic engagement, Campus Compact enables campuses to develop students' citizenship skills and forge effective community partnerships. Our resources support faculty and staff as they pursue community-based teaching and scholarship in the service of positive change (Campus Compact, 2016)."

Over the past thirty years since Campus Compact was formed, approaches to civic engagement and community engagement more broadly have continued to develop. It soon became clear that students who volunteered came back to their classes and to their campus experiences with

unanswered questions. This led to the development of new pedagogies that linked community experiences to the curriculum. There is now an abundant literature on different approaches to experiential learning, including service-learning, community-based learning and problem-based learning. All of these "combine learning goals and community service [and impact] in ways that can enhance both student growth and the common good…and integrates meaningful community service with instruction and reflection to enrich the learning experience, teach civic responsibility, and strengthen communities (Campus Compact, 2016)."

As participation in experiential learning and community-based learning of various kinds began to grow, campuses found it necessary to design and implement support structures, to help faculty members and students identify and work effectively with community partners and to capture the growing volume of work and its impact on both student learning and on the community partners. Promotion and tenure policies and practices began to address these new forms of scholarly activity within the context of the disciplines and avenues for publishing reflections on this form of teaching and learning, and the results of engaged scholarship expanded.

The experiences of faculty and students in service-learning environments opened up a new set of scholarly questions, many of which addressed what are now often called *wicked problems* that require collaboration within the campus community and between the campus and the larger community. Over the past several years, both communities and campuses have begun to experiment with new approaches to understanding the changing context of life in the 21st century, creating ways to bring the assets of a community together in new ways to build the capacity to explore and then respond to these kinds of problems and to promote new forms of learning and the capacity to put that learning to good use. The participation of higher education to these new collaborations and networks is changing as well.

These recent efforts generally involve college and university support but they are a far cry from the models of service to the community that the academy embraced prior to the mid-1990s. Universities are now learning to draw upon all aspects of Boyer's (Boyer, 1990) conception of *Scholarship Reconsidered***,** including the integration and application of knowledge. These components of a full scholarly agenda are now coming into their own as forms of engaged scholarship in which community members work with faculty and staff to explore the context in which change is needed and the community itself identifies the most meaningful issues that should be addressed. What is then set in motion is a continuous cycle of exploration, innovation and learning that is pursued over a longer time period of time than the one offered by the constraints of an academic calendar and held together by a number of strategies that create a chain of continuous work. (Beaudoin & Sherman, 2016). Working in this collaborative mode sets up a pattern of trial and error in which the participants learn to see problems in new ways and to apply *emergent solutions* in a complex environment where no proven solutions exist, the consequences of any actions taken are inherently unpredictable, and no single organization or individual is in control. (Kania & Kramer, 2013). The term *emergence* is used to describe conditions that arise in unpredictable complex settings, where everything is connected in some way to everything else, and where perturbations can shift the dynamics of a situation in unpredictable ways (Arbesman, 2016).

Dealing with a World of Wicked Problems

Colleges and universities often reflect the social, cultural, economic and technological context in which they were founded. They often have difficulty in adapting to a changing world order that may call upon the academy to think and act differently. In a recent article, Danah Boyd (2016) pondered the question of why social science risks irrelevance. Boyd's arguments could apply just as easily to why our higher education institutions themselves risk becoming more and more out of step with the realities of life in the 21st century. Boyd offers some advice that can frame our approach to thinking about the role of the Academy in today's world of complex problems and the importance of approaching scholarship and learning in new ways in order to foster the changes that will be necessary if we are to respond to a changing world.

Boyd (2016, p. B4) argues that "if we really want to matter, we need to think critically about the questions we ask—and the questions we don't ask—and what influences that distinction." Boyd goes on to say that "we need to find better ways of collectively identifying hard and important questions to ask, arenas of under-interrogated issues, and knowledge that the public needs."

How can we ask questions that matter, not only to us but also to our students and to the public? Again, Boyd has an answer (p. B5), If we are to make a difference and have an impact on the ability of our communities to identify and address their most challenging problems, we must be "deeply embedded within the social world that we seek to understand" and embrace the role that we can uniquely play "to inform and empower through knowledge." To support this, universities need to rethink not only the questions we ask but also how we are structured and what behaviors and results we honor and support. Our goal in this paper is to talk about what this means in the daily life of a campus community and what we already know about how to create new ways to approach learning and discovery through new working relationships both within our academic community and with our neighbors and colleagues within the communities we serve.

Wicked problems can be described in a number of ways. According to Camillus (2008) who drew upon earlier work by Rittel and Weber (1973), these kinds of problems (1) involve a range of stakeholders who have different values and priorities, (2) have origins in a tangled set of interacting causes, (3) are hard to come to grips with or make sense of, (4) continue to change as we seek to manage them and (5) have no clear or familiar solutions. These problems unfold in "a diverse and mutually interacting ecology" (Fung, 2015, p. 514) of people and organizations. Thus they require a great deal of boundary crossing to bring together ideas and resources from multiple sources. To capture the experiences of a diverse community, and to tap resources that otherwise might be ignored, new forms of interaction amongst citizens, government agencies, nonprofit organizations, and the business community are being created to support new approaches to community development (Fung, 2015, p. 515).

As Fung (2015, p. 517) explains, complex and wicked problems require "multi-sectoral problem-solving" and ways to remove the barriers to "pooling knowledge and coordinating action" through the formation of networks that connect organizations together. These networks are built on the basic concept that the solutions to many of society's most pressing problems today will require tapping into the expertise and ideas of different parts of the community and different disciplines. Solutions to multi-faceted problems must be designed in an adaptive way rather than chosen from a repertoire of well-researched and well tested technical solutions (Heifetz, et al., 2009).

New Approaches to Collaboration

Kania and Kramer (2011) launched a new generation of thinking about collective efforts directed at complex problems in their series of articles on the concept and practice of collective impact. The components that characterize an effective collective impact model built up through networks of interaction amongst the participants in solution finding and action are: (a) a common agenda arrived at through a thoughtful process of exploration and interaction; (b) shared measurement systems and a willingness to look honestly at the evidence collected; (c) mutually reinforcing activities that draw on the strengths and interests of each participant; (d) continuous communication amongst the participants; and (e) a mechanism for backbone support that facilitates the building and maintenance of the relationships needed and the capacity of all participants to act knowledgably and in cooperation with the others.

The concept of *boundary spanning* has emerged to describe how ideas, information and influence can flow through a community, whether internal to a campus or external. The people who can facilitate this exchange and integration are often called *boundary spanners*. While the patterns of these interactions can vary considerably from one place to another, this interactivity carries a number of challenges for institutional leadership, and for the design and operation of its programs (Kezar & Lester, 2009). Ernst and Chrobot-Mason (2011, p. xv) describe this pattern as follows:

> In the traditional hierarchy of modern organizations, information flows vertically up and down the chain of command in a controlled way. Groups are differentiated and bounded. Organized by location or functions, group members have a high degree of similarity…we have learned how to coordinate work with those above and below us. We know what to expect from people in particular functions, locations or positions. Technological, geopolitical, and social transformations, however, have introduced many additional ways that information can flow—laterally, diagonally and in spirals—disrupting organizations by creating new communication channels, changing long-standing practices and diffusing the distribution of power based on "who knows what."

In short, our institutions are turning into complex social systems. We now must deal with ambiguity and imperfection and the uncertainty that comes from the way that the elements of a complex system interact with each other (Arbesman, 2016, p.7). Consider the difference between something that is complicated and something that is complex. As Arbesman (2016 p. 15) explains it, for a system to be complex, it is not sufficient for it to contain lots of parts. As he puts it, "The parts themselves need to be connected and interacting together in a tumultuous dance. When this happens, small changes cascade through this network, feedback occurs" and it matters what condition the system was in when the change began. A system like this is not predictable in its responses to various inputs or changes.

Colleges and universities are beginning to adapt to a complex world of wicked problems. Twentieth century institutions earned prestige from the work of individual faculty members and from the accomplishments of individual graduates. Increasingly, institutions are adopting a different approach that draws upon collaboration, and new forms of interaction within the campus community, and between the campus and the surrounding larger society. The goal is to create the capacity to work on problems that behave as complex systems. These problems are

often called “wicked problems” and they require new patterns of communication, information flow, new ways to work together and new organizational designs and leadership practices (Ramaley, 2014a, 2014b). As colleges and universities begin to rethink their curriculum, their organizational structure, the roles and responsibilities of leadership and the values that will shape the way they assess the impact of their efforts, the communities with which they also must interact with are doing the same thing (Ramaley, 2016a, 2016b). In this new environment, “each expert knows a piece of the puzzle, but the big picture is too big to comprehend (Arbesman, 2016, p. 23). If we are to make sense of the complex problems that we face as a community, as a society and as a global network of people concerned about the future, we must learn to depend upon each other in new ways. This requires us to coordinate and blend our knowledge, our resources and our influence to create the capacity to address problems that are shaped by many interacting variables and that change shape as we seek to understand and manage them.

Individually, none of us can make sense of the complexities we face. Arbesman (2016 p. 92) points out that there are two ways to rethink how we develop and use expertise in a world of complexity. One solution is to work toward multidisciplinary approaches, in which we learn enough about each other’s disciplines to be able to blend the insights from different fields, and apply multiple frameworks to the study of an issue or wicked problem. Another way is to move back toward the concept of a generalist or polymath (Arbesman, p. 142), who can connect one area of knowledge to another. These people can both see the larger picture and also can focus on the smaller details of a system. While the body of knowledge that a generalist or boundary spanner must traverse is now daunting, we are developing new ways to enable this kind of thinking, by preparing people who have deep expertise in one area or field but breadth of knowledge as well.

The National Science Foundation built boundary spanning into the Integrative Graduate Education and Research Traineeship (IGERT) program that ran from 1998 to 2015. Program officers and grantees often referred to the graduates of IGERT as T-shaped individuals. The stem of the T represents deeper knowledge of a field and the cross bar represents the capacity to integrate that deeper knowledge with a broader context. Although the IGERT program ended in 2015, this interdisciplinary program created an approach to an interdisciplinary graduate education that linked together science, technology, engineering, mathematics and the social sciences to create a new kind of boundary spanner or generalist capable of working with others to study and develop responses to wicked problems. These individuals can translate from one field to another and help specialists work together in new ways.

Leading in a complex environment

As Ernst and Chrobot (2011, p. xvi) point out, “the leadership advantage now goes to the people who are most closely linked to others and can work with a great variety of people from differing positions, backgrounds and locations.” Such people create and operate within what Ernst and Chrobot call a “*Nexus Effect*,” or a node within a complex interwoven set of working relationships and perspectives. They bridge the gaps created by traditional organization charts and individual departments and support units. They see those boundaries not as limits but as places of opportunity to create new capacity to work in a world of complexity.
In a complex environment, leadership must be distributed so that connections can form as needed and then dissolve and connect in new ways as work progresses or as a problem continues to

develop new facets and interacting elements. In addition, leadership can no longer be thought of as the actions of individuals. Today, "the performance of an organization depends in part on the level of cooperation and coordination among interdependent leaders (Yukl, 2012, p. 78).

Yukl (2012, p. 68) contrasts three forms of leadership: task-oriented, relations-oriented and change-oriented. Task-oriented leadership focuses on achieving some primary objective in an efficient and reliable way. Relations-oriented leadership is directed at creating more human capital. Change leadership creates the capacity of a campus community to work in new ways to address complex problems that require collaborative learning and new ways of thinking and action. Unfortunately, most higher education institutions have been slow to embrace approaches to leadership that rely on collaboration and interdependence. These campuses are falling behind in the push to create the capacity to deal with complex and wicked problems, both on campus and beyond. Campuses that become adept at boundary spanning, both internally and within the broader community, are regaining their historic role as contributors to the public good, while finding new ways to educate their students for life and work in a complex world.

Boundary Spanning in an Increasingly Uncertain Environment: The Portland State Experience

Charles McClintock (2001, p. 349) foreshadowed today's leadership challenges by articulating two major issues facing higher education at the turn of the 21st century. The first challenge is to link the contrasting and intersecting worlds of research and professional practice in order to prepare students to become effective problem-solvers. To make this possible, the second challenge is focus on "ways of relating academic specializations within the campus and across the campus-community boundary in response to needs for knowledge that transcends disciplinary boundaries." Both tasks depend upon rethinking organizational structures and leadership practices.

Institutions have experimented with different forms of bridges and nodes of interaction within the fabric of their campus culture and structure. In the past, these Centers and Institutes, as well as interdisciplinary efforts or special projects, often have become isolated, and have failed to influence the larger campus community of which they are a discrete part (Levine 1980). In retrospect, this can be understood by considering the larger adaptations that are needed if these new forms of scholarly and educational activity are to thrive. It has proven to be a challenge to move from an organizational design based on individual achievement and a largely vertical pattern (often described as a "chain of command") to a model in which more of the work is done by teams or collaborative interaction. Fortunately, new approaches to understanding organizational behavior and new approaches to leadership are emerging, whichare beginning to link previously separate components of an academic community in new and more creative ways.

At Portland State University, the Institute for Sustainable Solutions (ISS) through its Sustainable Neighborhoods Initiative (SNI) has begun to experiment with new forms of interaction with some of the neighborhoods in Portland (Beaudoin & Sherman, 2016). These programs operate as a *nexus effect* (Ernst & Chrobot, 2011) or node within the complex environment of Portland State while connecting in a number of ways deeply into the surrounding Greater Portland Region. The result is a boundary spanning model that can produce sustainable outcomes over time. Key to this approach is the concept of *solutions-oriented learning* in which student learning and development "is balanced with the goal of producing products and processes that can have a

lasting effect for the project partner (Wiek et al., 2015, quoted in Beaudoin & Sherman, 2016, p. 153)." To accomplish this, SNI weaves together a number of different student experiences over time, to maintain continuity in the university/community collaboration, including community-based learning courses, internships, student research, and faculty involvement. Research also plays a core role in contributing to the capacity to address complex community problems. The goal of this approach to scholarship is to produce "actionable knowledge" or in Boyer's terms, *application.* These broader conceptions of learning and scholarship are demanding. They require a flexible and responsive infrastructure in order to be sustained over time. That support structure is provided by the Institute for Sustainable Solutions. As Beaudoin and Sherman explain, "Admittedly, transformative sustainability research and solutions-oriented learning are not easy…and are often more complex to design and implement." To make this approach work, a university must adapt its existing infrastructure, and its approaches to discovery and learning, to support long-term and thriving partnerships, both internal and external.

ISS functions as a boundary spanning entity although it is located within the fabric of Portland State University. Its role is to build a supportive ecosystem of people and ideas, both within the university and across the community, which can sustain a long-term collaboration and adapt as the interests, experiences and needs of the community develop, and as the wicked problem that is the target of the collaboration evolves in response to whatever interventions are undertaken.

ISS has developed a core set of functions and capacities that can support long-term interactions within the community and within the university as well. The process starts with facilitating conversations with community members to identify a focus for a collaborative project that will address an important community issue. This is amplified by attention to storytelling to grow broader awareness and interest in the project that the community has chosen through its own deliberative process. ISS then serves as a project manager ensure that everyone remains focused on the project outcomes and that there is consistent and strong community involvement. ISS also functions as a neutral party to help resolve any conflicts that arise. Throughout the project, ISS provides support for leveraging new resources to expand and deepen the impact of a particular project or program, provide ongoing assessment and opportunities for reflection and adjustments as the project unfolds and the participants learn more and create a bridge from one part of a long-term effort to the next stage by creating the capacity to reflect on each phase of a project and plan for the next. To make all of this work, ISS provides program managers, who are familiar with the neighborhoods, communication specialists, development personnel assessment staff and researchers. All of these different aspects and roles are held together by careful efforts to facilitate the interactions amongst the participants.

Another experiment with collaboration involves a shift from the more traditional think tank model for analyzing problems to an Oregon Idea Lab concept that focuses on exploring and designing collaborative responses to pressing Oregon problems. Still under development, the Idea Lab concept draws upon all of the facets of the Boyer model of scholarship. It relies upon concepts of engaged scholarship and learning to produce "solutions-oriented learning" and "actionable knowledge" through a process that draws on the expertise of scholars, practitioners and community members. It relies on the capacity of a particular community to identify and then act collaboratively to address an important problem.

The kinds of problems that the Idea Lab concept is designed to address require a long-term strategy, involve both uncertainty and risk, require input from multiple perspectives, depend

upon effective boundary spanning in order to bring together the people and resources needed and will demand significant investment of time and financial resources. To make this work, it will be ne3cessary to reconsider some public sector priorities, reorganize scarce resources and create new ways to work and learn together. These efforts will require some new approaches to pooling resources for shared purposes and new ways to monitor and measure progress in ways that make sense to a diverse group of participants. In this model, the university role also shifts from defining problems to promoting new working relationships and dialogue, providing research findings that can shed light on a problem and creating new approaches to building a package of different learning models and student and faculty opportunities guided by the interests of the community and chosen to provide mutual benefit to university participants and community members. The mission of an Idea Lab will be to incubate, investigate, collaborate with community partners to implement solutions and then study and communicate practice-informed ideas and approaches for enhancing the future of Oregon—all of this in cooperation with community leaders and citizens.

The Housing Crisis in Portland

The housing crisis in Portland, Oregon offers an especially important example of a wicked problem that has developed slowly, will be very costly to resolve, and involves a lot of uncertainty, due to unpredictable social, economic and environmental factors.

The stage was set for a collaborative effort earlier when the Meyer Memorial Trust launched an affordable housing initiative in 2007 that was focused on preserving and increasing Oregon's stock of affordable housing while helping low income renters to achieve stability and self-sufficiency. The Oregon-based Foundation awarded $8.8. million in grants to 17 nonprofits, with the goal of preserving up to 6,000 units of federally rent-subsidized housing , build the capacity of nonprofits in rural areas to increase the quality and quantity of housing outside the Portland metro area and provide better resident services to help low-income renters achieve stability and self-sufficiency. An assessment of that project was prepared and issued in April 2013 (Smock 2013). In 2015, Meyer Memorial Trust "recommitted to the Initiative, pledging another $11 million over the next five years to support affordable housing solutions from Oregon's wild, windy coastline to its austere eastern landscape of deserts and mountains."

In 2011, the Portland Housing Bureau issued its 2011-2013 strategic plan and set ambitious goals to provide more housing for low income renters and working with its partners throughout the region to assess the city's housing needs and to choose the best solutions to efficiently meet those needs while working out how to pay for those solutions.

In 2015, policymakers in communities throughout Oregon began talking about a housing crisis as people searching for affordable housing found themselves competing with both the growing popularity of Oregon as a place to live and a real estate investment boom. Rents rose at a rate of $100/month and over 24,000 units were needed to meet the demand in 2015. The problem remains acute in 2016. In 2015, the Portland City Council declared a "housing emergency" and increased funding for affordable housing, specifically in the city's urban renewal areas and added $64 million to the city's affordable housing budget to be spent over the following decade funded by a property tax set-aside. The Council also directed the Housing Bureau to find a new source of funding that could be used city-wide.

In response to this new attention on issues of housing affordability and homelessness, the City Club of Portland convened a research committee to look at housing affordability in Portland. The committee issued its report in June 2016. So far, the crisis continues to intensify, and there is, as yet, no coordinated approach to dealing with the issues on a citywide or regional basis. As this article is being written, a coalition of businesses and advocates for the homeless are supporting a measure on the November Oregon Ballot that would generate $258 million over twenty years to build or renovate 1300 rental units, 600 of which would be set aside for individuals whose income is lower than 30% of the median family income in our area.

So, what is the university doing to build capacity to deal with the imbalance between the available housing options and the needs and interests of the people seeking a place to live?

Gentrification in Living Cully

Cully is a neighborhood in Portland. Unlike many other neighborhoods, the community has developed a strong network of non-profits, government agencies, small businesses and neighborhood groups that work together to address issues that affect people who live there. Cully was one of the first neighborhoods to join the Sustainable Neighborhoods Initiative but showed considerable reluctance to trust the motives of the university. It also assumed that as a public institution, Portland State was obligated to bring resources to the community in the form of money. Now, two years later, those reservations have been resolved and Cully offers a good example of the process by which people in a community can choose a signature project and work together with support from the university to address the issue, in this case the problem of displacement of people of modest income due to the gradual gentrification of the Cully neighborhood.

Several university undergraduate classes explored policies that have been adopted in other places to address the problem of gentrification and displacement. A paid graduate internship provided project management to coordinate the project and provide continuity from one class to another. The focus was to explore the possibility of acquiring land for affordable housing projects by adapting the land trust model to the conditions in Cully. The first class gathered examples of the use of land trusts in a number of cities. The next class looked at the case studies prepared by the first class. A paid intern then adapted the lessons derived from the studies by the two undergraduate classes to the needs and conditions in Cully, and assisted the Living Cully Coalition in preparing proposals to the City of Portland for ways to counteract the displacements being driven by gentrification. With help from SNI, the community has developed a new comprehensive plan that includes land banking. The City of Portland is considering putting some funding into enactment of the plan.

Creating a community voice in Lenz

Lenz is another community in the Portland region but unlike Cully, Lenz does not have an effective community coalition or network to identify signature projects to help the area and to build a shared vision of what the people who live there want and need. Working with four organizations that have an interest in the Lenz neighborhood, SNI is helping to build capacity to draw upon the experiences and concerns of the people who live there, in order to create one or more themes around which the community can rally. The motivation for this came from two PSU students who had worked on a project in Lenz as the focus for their capstone project in PSU's

general education program, called University Studies. SNI advised and supported the students who developed several scenarios as a vehicle for bringing the community together to imagine a better future for the neighborhood. The focus is not on the university and its interests but on the neighborhood and its challenges. The overall goal to promote the ability of people there to identify, explore and work together on issues that are important to life in that part of Portland.

Both approaches enact the university commitment of Let Knowledge Serve the City, but in one case, the knowledge is produced as a collaboration between Portland State and people in the community, and in the other case Portland State simply helps create the opportunity for the community to tap into its own knowledge. As a theme emerges that captures the imagination of the people in Lenz, the university will move into its supportive role that integrates a succession of projects focused on that signature theme and that sets up a pattern where each part draws on the results of the project that preceded it.

Age-friendly Housing and the Challenge of Citizen Participation in Decision-making

The Institute on Aging at Portland State University has convened a cross-section of individuals including representatives from city agencies, disability services, housing advocates, metro area economists, AARP Oregon, and groups such as the Oregon Opportunity Network, which focus on age-friendly housing and what efforts are currently underway to provide a range of housing options for older adults and to address the housing crisis in Oregon. While this mix of people all have a stake in addressing Portland's housing crisis, they play very different roles, see the problems through different perspectives, and have very different opinions about the nature of the problem to be addressed. Some equate aging and disability and focus on services for the elderly, including age-friendly housing options that will allow the elderly to age in place. Others are more focused on intergenerational living arrangements that create opportunities for the generations to support each other. A few are focused on the interests of empty-nesters who are looking for well-designed options as they down-size. Affordability is a theme that unites these people, but each has a different idea about what affordability means, what housing choices are important, and how to deal with the shortage of affordable options.

In convening this group of housing advocates, the Institute on Aging hopes to create a new kind of advocacy coalition (Sabatier, 1988) that can build upon the knowledge and interests of a wide range of participants (Neal et al., 2014). One focus of this effort is the Residential Infill Project organized by the Portland Bureau of Planning and Sustainability this year. The goal is to plan for the estimated 123,000 new households that will arrive in Portland by 2035. Although the task group solicited input from the community, only current homeowners showed up to discuss the issues. The committee was composed of developers, designers, neighborhood-based advocates and other community members. Once the group had prepared a preliminary report, the task was to gather widespread community input.

One challenge for that project has been to include the needs of older and disabled adults. The Institute on Aging developed a way to solicit input from this population, most of whom are usually silent on these important issues but deeply affected by policy choices and investment strategies made by the City of Portland and by developers. In July 2016, Portland State hosted an open house to gather input on the Residential Infill Project policy proposals from older adults, people with disabilities and advocates for accessible as well as affordable housing (DeLaTorre, 2016). Extra care was taken to ensure that the meeting was equitable and inclusive both through

how invitations were issued and by making the assistive strategies available during the meeting including American Sign Language Interpreters and real-time captioning. This example illustrates how much care must be devoted to ensuring that the people living in a community have a voice in shaping decisions that will affect them directly.

Conclusion

The problems facing our communities and our nation today have become steadily more complex with more and more stakeholders and less and less agreement about why our problems exist and what we can do to manage them. At the same time, we appear to be losing our capacity for informed and thoughtful discussion of these issues and less able to engage in the public problem-solving that can generate effective options for addressing them. There is an urgent need to create opportunities to build trust and to engage in constructive conversations about what lies ahead and hop to generate better outcomes. In this context, colleges and universities are uniquely positioned to play a key role in building community capacity to identify and explore pressing problems and to provide support for community organizations and advocacy groups to work together to build healthier communities. Many universities are creating fresh interpretations of the traditional roles and responsibilities of our campuses. We are building the capacity to learn in new ways, to draw upon the complex ecosystem of people and knowledge that makes up our campus community and to work in effective ways with the communities to educate our students and prepare them for life and work in the 21st century. We are learning how to support the new forms of collaboration and the social networks that are forming within community settings by facilitating and supporting collaboration rather than by designing or directing it (Critchley, 2015). New neighborhood-based approaches to addressing the housing crisis in the Portland area and the development of new networks that bring together representatives from each sector of society are examples of ways that universities are adapting their approach to discovery and learning in order to interact in new ways with other organizations and with the people who live in the communities from which we draw inspiration and ideas.

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Undergraduate Student Research Opportunities and Economic Revitalization through Urban Agriculture Initiatives

Michael R. Schläppi

Abstract

Through interactions with the recently formed Cooperative of the Institute of Urban Agriculture and Nutrition (CIUAN), a catalyst initiative co-governed by community organizations and academia to engage in mutually beneficial research and teaching projects, Marquette University in Milwaukee, Wisconsin, is supporting community efforts to bring healthy food to urban environments. This paper will discuss an innovative model, Sustainable Research and Economic Development model, to involve undergraduate students in interdisciplinary community-based research exploring pathways for urban agriculture and urban farmers markets to turn blighted properties into gardens, or rice paddies, as part of a larger metropolitan community economic development effort.

Keywords
Academic Business Model; Community Partnership; Sustainable Research

Introduction

The October 2016 Coalition of Urban and Metropolitan Universities (CUMU) meeting in Washington D.C. had the theme of *Charting the Future of Metropolitan Universities*. The theme aligns with CUMU's focus on "*developing new responses to the pressing educational, economic, and social issues of the day*". As a faculty member in the Department of Biological Sciences at Marquette University, a private urban and Jesuit University in the heart of Milwaukee, Wisconsin, the author attended the conference for the first time and presented a seminar with the same title as this paper. It outlined a sustainable research and business model, using community-based participatory methods, involving urban agriculture organizations in the vicinity of our university (22nd Annual Conference Program, p. 18). Community-based participatory research, also known as CBPR, is "a collaborative approach that equitably involves…community members, organizational representatives, and researchers in all aspects of the research process" (Israel et al., 1998).

The new Sustainable Research and Economic Development (SRED) model incorporates: (a) undergraduate student-centric research; (b) community-based projects designed with urban community partners: (c) interdisciplinary interactions such as biology, economics, and engineering within the university; and (d) the potential for community development and revitalization. Beyond being a replicable model that could be adopted at any urban or metropolitan university embedded in a community practicing urban agriculture, a desired outcome from this approach is to break down silos not only within the institutions of higher

education themselves, but also between the universities and their surrounding communities. It also introduces a methodology for academics to become less dependent on grant funding, at a time when such funding is decreasing and is therefore fiercely competitive.

The SRED model was created in response to the "Strategic Innovation Fund", a newly formed competitive grants initiative at Marquette University, developed under the leadership of its President Michael Lovell. The Strategic Innovation Fund provides seed funding to students, faculty, or staff to pursue entrepreneurial ventures (Research and Innovation 2016). This grant has a premise similar to what venture capitalists expect, which is that the funded projects become self-sufficient and sustainable beyond the funding period. The structure is uncommon for academic scholars who are accustomed to attracting research grants that, in order for funding to be renewed, require that objectives to be met, data be generated, and outcomes be published within the larger scientific community. Thus, a main challenge for faculty is to develop projects that will generate revenues after the seed money runs out. Two standard approaches to generating revenue include attracting extramural funding (the traditional route), or, convincing a business to investment into a follow-up project. However, as described in this paper, an innovative third approach is to develop a sustainable marketable product that generates revenue for reinvestment.

The third approach can have many forms, but the SRED model proposed here, focuses on three main pillars: *community partnership*, *student research activities,* and *sustainable business development*. The SRED model has to have a research theme conducive to student centric research, and the research has to support the development of a commercial product that can be sold for revenues. Because most research scientists are not familiar with the commercialization of a product or general business practices, the SRED model is inherently interdisciplinary and requires strong dialogue between faculty and administrators who can mediate between different disciplines. The following overview involves student-centric research (mostly in the area of biology and agriculture), interdisciplinary collaborations on an urban university campus between different departments and colleges, as well as development of fee-based training workshops and a commercial product, both of which will provide revenue for reinvestment. The project is based on research activities investigating the cold-tolerance mechanisms of Asian rice that will be translated to urban and suburban agricultural settings. The project will most likely lead to the development of cold-tolerant rice cultivars that can be commercially grown as a novel crop in Wisconsin. Further, the potential exists for Asian rice to be grown on vacant city lots and on empty rooftops in metropolitan areas, which would promote community development and urban revitalization.

Sustainable Collaboration with Community Partners

The first pillar of the SRED model, *community partnership*, is to establish a trusting partnership between academia and the community. In CBPR parlance, building a community partnership requires mutual respect, transparency, hearing community priorities, learning together, and taking collective action (Blacksher et al., 2016). To implement a project using the SRED model with equitable partnership of community partners, it is advisable for metropolitan universities and urban communities to develop a catalyst or incubator type of organization that brings

community partners and academia together on a leveled playing field, such as the University City Green organization (James et al., 2010). In the innovative case in Milwaukee, described here,, leaders from the thriving urban agriculture movement in the city (Ghose & Pettygrove, 2014), community organizations involved in food security/insecurity, along with representatives from urban academic institutions, came together to establish an Institute of Urban Agriculture and Nutrition (IUAN), which was recently incorporated as a Cooperative (apps.uwm.edu/iuan; see timeline). IUAN is co-governed by academics and community organizations to guarantee equity of all participants. Through IUAN, Marquette University formed a partnership with Alice's Garden, a two-acre urban community garden located two miles from Marquette, which is run by the University of Wisconsin-Milwaukee County Extension system (Broadway, 2009). Alice's Garden nurtures families and organizations to reclaim and nourish cultural and family traditions connected to land and food. An online article by IUAN chronicles how the cooperative identified common interests between a biologist at Marquette University and Venice Williams, executive director of Alice's Garden, in establishing a mutually beneficial program centered on bringing Asian rice as a potential crop to urban gardens. And furthermore, it recounts how it facilitated the partnership between academia and an urban community organization (Grow, 2014). Introducing a new staple crop to Alice's Garden, to help solve food access problems of the primarily African-American community it serves, was not the only objective for Ms. Williams. She was equally interested in bringing awareness to the history and culture of rice cultivation in the United States. For example, few people are aware that West African slaves who developed the Gullah culture in South Carolina also established commercial rice cultivation in North America (Carney, 2001), and Ms. Williams considered this to be critical historical information to share with the community served by the garden.

The collaboration between Marquette University and Alice's Garden started in 2014, when a group of urban gardeners, mentored by a Marquette University scientist, built two raised-bed-type rice paddies. This became a prototype for the potential of urban rice cultivation in Milwaukee. These paddies followed a design developed at Marquette University to experimentally grow rice in approximately 20-square-foot raised beds, containing pool liners, on a rooftop of the Department of Biological Sciences. At the same time, students of the Bio 3406 "Plant Biology" course, gained a service-learning component, having been previously introduced to plant growth and development only through textbook and primary literature based case studies. The Marquette University students are now an integral part of Alice's Garden, tending one designated plot, as they collaborate with a group of resident gardeners to perform harvesting, weeding, and garden plot winterizing activities every fall semester. The raised bed paddies are now a showcase for rice cultivation, history, and culture, which is reinforced through community conversations at the garden during the summer growing season.

These initial collaborative interactions, based on passion and mutual interest between community partners and university researchers, are crucial for developing a SRED model, because they help develop valuable trusting relationships between the two partners, and set the foundation for building larger scale projects. It is essential that faculty members of metropolitan universities hear the community priorities (Blacksher et al., 2016). Furthermore, faculty must engage in research projects that are useful for and have a resonance in the community, thus ensuring mutually beneficial collaborations. In the case presented here, introducing community gardeners to a new and interesting crop with historical and cultural significance was the foundation that

took research activities out of the lab and into the urban setting. Paired with service-learning activities, it built a bridge between academia and the community. It was a prerequisite for the next step, to discuss projects with fundable objectives. It was important for the current model that at least one part of the project had a sustainability aspect to allow the initial *pro bono* collaboration to evolve into new directions that require capital. In the case discussed here, research to develop cold-tolerant rice varieties not only gives urban gardeners a new crop, but also allows university students to sell this crop at local famers markets, and in local grocery stores, to generate revenues to fund future research. However, in order to cultivate rice and develop other deliverables that can be commercialized, lack of venture capital for infrastructure needs, such as critical hardware and software, can be limiting factors. Therefore, grant funding is crucial for the success of this academic-community partnership model. In this case, the Strategic Innovation Fund initiative at Marquette University provided the seed funding to institute the infrastructure, and serves as a template for other metropolitan universities.

Student Centric Research with Community Partners

The second pillar of the SRED model is the involvement of undergraduate *students in research activities*. For a tuition driven metropolitan university such as Marquette University, active involvement of undergraduate students in research and community partnership programs can be an attractive tool to recruit and retain talented students (Cress et al., 2010). Moreover, for a Jesuit university such as Marquette, student-centric research with community partners fits well into the University's new 4-part strategic plan: *Pursuit of Academic Excellence for Human Well-being*; *Research in Action*; *Social Responsibility and Community Engagement*; and *Formation of the Mind and the Heart*. This SRED model has the potential to advance metropolitan universities as highly ranked destination universities by attracting interested students into specific programs offered by those institutions.

For instance, the SRED model discussed here can serve as an efficient recruitment tool for students interested in interdisciplinary majors such as the recently introduced Environmental Studies major at Marquette University. This new major integrates biological sciences with political sciences, philosophy, anthropology, and economy. Marquette students participating in the described rice project will have the opportunity to put into action what they learn in the new major. The SRED model will advance Marquette University's commitment to research and scholarship by promoting interdisciplinary student-centric research. Furthermore, because of its first pillar to establish true partnerships between academia and the community, it will distinguish the university, following its path for its ethics, service, and promotion of justice through community outreach and training services. In the case of Marquette University, it will define what is called "*The Marquette Experience*" as personally transformative and grounded in the practice of Jesuit spirituality and pedagogy, by providing interdisciplinary study tools for students to examine their own lives in the context of the needs of the local community and the world.

Of course, the specifics of student-centric research projects as part of the SRED model will be different for other universities and not limited to urban agriculture projects. It is advisable, however, to follow a three-year path to self-sufficiency if interdisciplinary research is the central

tenet of the project. In the example of urban agriculture, infrastructure needs have to be addressed in the first year, specifically, raised seed beds, garden plots, perhaps hoop houses, and for rice cultivation, paddies need to be built during the off season of the first year. Other infrastructure needs include the procurement of farm equipment such as planting, harvesting, and crop processing tools. Personnel needs must also be addressed in the first year. The model suggested here offers undergraduates paid internships to enhance their research experience without academic pressure. However, students should also be encouraged to enroll in independent study to get academic credit for the research they perform. An ideal situation is to engage sophomores or juniors in both paid internships and credit-based activities over the course of 2-3 years, which enhances their experiences inside and outside the laboratory. For a rice cultivation seed grant project, the specific three-year timeline is as follows:

In the first year, participants purchased the necessary farm equipment, then constructed and tested two half-acre rice paddies. To do this, a collaboration with another community organization interested in providing healthy food to the urban community surrounding Marquette University was established. The organization is called the Fondy Food Center, because the farmers market it runs is on Fond du Lac Avenue in close proximity to Alice's Garden (Broadway, 2009). Fondy provides farm land located 20 minutes north of Milwaukee to farmers who sell their harvest at its farmers market. The leaders of Fondy share the vision that rice can be introduced to our urban community as a healthy staple crop, particularly when it is sold as brown rice, which, based on informal polling, is in high demand at the farmers market. A cohort of 10 biology and engineering student interns, Fondy personnel, and contractors are hired in the first year to build two perfectly leveled paddies on Fondy farm land. The students are selected from applicants responding to advertisements of the internship during classes and on university employment websites. The paddy construction part is done by a contractor with assistance from engineering students. The Fondy Farm manager instructs biology students in basic agricultural practices; A Marquette University scientist teaches them rice cultivation practices. Then, to ensure controlled flooding, water is pumped during the growing season from two holding ponds adjacent to the paddies. At the same time, small rice planting, harvesting, threshing, and rice hulling equipment is purchased to have the two paddies fully operational by the end of the first year. The equipment is mobile, so Fondy provides a barn next to the farm for secure storage. Because the first year requires a significant amount of capital investment for the sustainable rice business model, a team of 2-3 business student interns keep track of all costs involved, including student time commitments to estimate labor costs, contractor expenses, and equipment costs that will be incorporated into a general business plan (see below).

In the second year, biology student interns perform research experiments on different rice planting methods, such as direct grain seeding versus seedling transplantation methods. They test how different planting densities affect yield. Initially, students use a preselected, relatively cold-tolerant rice variety, and also perform research in the lab and on the farm to identify genetic components that improve rice cold-tolerance through future breeding efforts. After harvesting and processing, students measure paddy rice yields during the winter months to determine best practices for rice cultivation, and incorporate this into the general business plan. These research activities lead to publications for students and faculty mentors in peer-reviewed scientific journals. Simultaneously, engineering and business students assess the feasibility of building and selling small-scale electric hullers that could be marketed to prospective rice farmers. Their

conclusions will be incorporated into a general business plan to provide different business options.

In the third year, student interns continue their rice cold-tolerance experiments in one of the paddies and use the other to put the best rice cultivation practices into action to produce the first commercial harvest. This harvest will be sold to generate revenues to continue the project beyond the seed grant-funding period. Business students will keep track of operational costs such a labor for rice planting, tending (fertilization, weeding, pest control), processing, packaging, and storage of rice before it is sold. Students will also perform market research to determine competitive product pricing, the effect of promotional purchase incentives, and to track sales based on variables such as season of the year or ethnic holidays. These data will help assess how the urban community, for example, customers of farmers markets, benefit from this SRED project, and how the community helps direct the project in this phase.

Establishing Sustainable Business Models

The third pillar of the SRED model is to *develop business models* for student researchers and the urban agriculture community. The major sustainable aspect of the model is to continue research on a marketable product. In the case described here, the product will be cold-tolerant varieties of rice with high yield potential in a cold climate. Such rice can be sold at urban farmers markets and local grocery stores and restaurants interested in reducing food production carbon footprints by providing locally grown food. However, interdisciplinary research presents additional opportunities for development of commercial products. For the rice project, collaborations with the Engineering department may lead to the development of small-scale rice farming equipment conducive to urban agriculture. As an example, Mechanical Engineering students registered for senior design capstone classes can be mentored to design table top rice hullers that would be attractive to urban gardeners who want to process their own rice. After addressing intellectual property issues, such devices could be manufactured, sold, and even patented.

Another example is to involve student interns from the business school to develop several types of business plans that can be sold to prospective rice farmers. One plan would address the investment needs and potential returns for rice cultivation in urban gardens. Another plan would address the needs and returns for small-scale suburban farming, potentially in association with a community partner such as the Fondy Food Center. To put this into perspective, one acre of rice and appropriate farming techniques could yield up to 8,000 pounds of paddy rice, generating approximately 6,000 pounds of hulled brown rice. Therefore, for the one-acre rice paddy used in the SRED model described here, the main goal would be to generate at least 5,000 pounds of rice sold for an estimated $3-4 per pound to generate yearly revenues of $15,000-20,000. Yields in urban gardens will depend on the square footage used for rice cultivation (for instance, 200 square feet might yield around 30 pounds of brown rice). Another product could be a “kit” for urban gardeners who want to explore the option of cultivating rice in rooftop paddies, which would include the material to build the paddies, soil, rice seeds, a detailed cultivation manual, and fee-based access to rice hulling equipment run by Marquette University students.

To promote economic revitalization opportunities in a community interested in urban farming, the SRED model proposes development of not only business plans and cultivation manuals, but also workshops and training modules for residents seeking to supplement their income with rice farming. In the case described here, Alice's Garden will be a hub for those training activities, and a new rice-farmertraining track is already offered through the garden's outreach activities. The long-term goal is that interested gardeners and residents can register for fee-based training courses and workshops, after which they will also receive appropriate business plans and guidance on how to apply for loans to establish their own rice business. There will be an incentive for residents to use empty city lots and rooftops for such business ventures, which will contribute to economic revitalization, may boost property values, and will beautify the urban landscape (Urban Agriculture, 2017).

Another sustainable aspect of the SRED model is that fee-based education, labor, and consulting services can be bundled with equipment sales, providing a pathway for farmer success, as well as additional revenue for project maintenance costs as well as reinvestment. For example, rice hulling can be offered to the rice farming community as a fee-based service. This can be beneficial for community partners, because they would not have to purchase relatively expensive equipment. It can also be a model for local entrepreneurs who decide to provide these types of harvesting and processing services to rice farmers instead of engaging in farming themselves. Furthermore, a benefit for urban and metropolitan universities that provided the initial seed funding is that they would be entitled to claim some of the revenues generated after the funding period as indirect cost to cover administrative and research expenses the university might incur after the initial funding period.

Conclusions

The three pillars of the SRED model, using an urban agriculture framework, were presented at the 2016 CUMU meeting on charting the future of metropolitan universities.Incorporating feedback from the presentation, they are described in greater detail in this paper. The purpose of this paper is to present a model that can be adopted by any metropolitan university in the country, either in its current form or adapted to other research with the potential to generate a viable commercial product. For the city of Milwaukee and state of Wisconsin, rice is a novel crop that can be stored and sold during winter and has enhanced nutritional value if consumed as unpolished brown rice. Through educational efforts in the urban agriculture center, and cultural hubs of Alice's Garden and the Fondy Food Center farmers market, a desirable outcome of this project is that locally grown brown rice will become an attractive alternative to less nutritional polished rice. This could have a positive impact on the public health of the community surrounding Marquette University. To promote this, additional projects are planned, such as providing recipes for brown rice dishes during annual harvest fests at Fondy, and offering cooking demonstrations during the winter months at local community centers associated with Alice's Garden.

Another purpose for this paper is to demonstrate that the SRED model for community-based participatory research, involving strong partnerships between academia and the urban community, is innovative not only in terms of the three pillars, but also through its

interdisciplinary and multidisciplinary aspects. It not only promotes research, but also provides students with skills to become social innovators, which is an important part of the tradition of many Jesuit metropolitan universities, as well as all urban universities in this country. The particular project presented here will put into action the vision that through student centric research and development activities, a new green industry can be promoted in Milwaukee and beyond that will not only bring new jobs, but also will impact the social, health, and economic aspects of underserved and underprivileged urban residents.

The sustainable rice cultivation model described here has been developed specifically for the Milwaukee community, but the SRED model can be adopted by any metropolitan universities that work closely with their surrounding communities. This is innovative because the investments will return to the universities by attracting motivated undergraduates, paying student interns, and providing some indirect costs for laboratory-based research activities for future research projects. In the case described here, the model promotes research innovation for students, who will participate in cold-tolerance research and breeding efforts. It is hoped that their efforts will generate patentable superior rice lines for the cold Wisconsin climate. The SRED model not only provides paid student internships, but also for-credit independent research opportunities in biology, environmental studies, engineering, and business. This model allows Metropolitan Universities to sponsor faculty and students to go beyond the boundaries of academia to pursue excellence for human well-being through community engagement and research activities, while at the same time remains financially self-sufficient to continue training the formation of the mind and the heart of their highly talented student bodies.

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Charting Ahead: Navigating Threats and Challenges to the Urban-Serving Research University Mission

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Abstract

The higher education context that our CUMU institutions must navigate is complex and begets challenges resulting from the distinct mission our institutions seek to uphold. The implications of these challenges give rise to impacts on everyone within the institution and consequently our constituents within the cities we seek to serve. Bringing together literature, emerging research, and points from discussions at the 2016 CUMU conference, this paper analyzes challenges and their implications and highlights the strategies being employed to navigate them. We consider the tensions inherent in the urban-serving university's identity, the cost of serving urban regions, and the state structures that provide funding. All of these tensions have implications for commitment to mission, access for historically marginalized students, and the experiences of faculty within the institution. We also discuss strategic initiatives and efforts that reflect collaboration, strategic alignment, and innovation. This work is of value for those working within urban-serving universities, those who work to uphold their mission in higher education, and policy makers that shape the context of these institutions' work.

Keywords
Mission management, strategic efforts, policy context

Introduction

Urban-Serving Research Universities (USRUs) play an important role within our nation's cities and the achievement of educational and societal opportunities for our urban regions and inhabitants (Zerquera, 2016). However, pressures from the broader environment present challenges to this mission, often to achieve more with less resources, or to take on new missions that fundamentally change the target student populations of an institution and its constituents. Current pressures threaten the ability of these institutions to achieve a balance between providing access, especially to historically underserved student populations, and the types of external pressures that realign institutional priorities. These pressures include: (a) mission differentiation efforts; (b) resource competition; (c) performance-based funding criteria; (d) prestige expectations; and (e) faculty pressures to focus more on research than teaching and service. More is needed to better understand how our institutions are experiencing and navigating these pressures.

Drawing from literature, emerging research, and discussions among Coalition for Urban and Metropolitan Universities (CUMU) members at the 2016 CUMU conference, this paper seeks to explore current tensions on the mission of USRUs. The purpose of this work is to explain some

of the ways these tensions have played out in institutions and policies around the country and to provide some of the individual and collaborative responses USRUs have made in negotiating or reframing these tensions in service of their mission. Lessons learned from these strategies and recommendations for how to *chart ahead* within this context are posed to challenge USRUs to think creatively and strategically for the betterment of our cities and the students we serve.

Situating the Mission of Urban-Serving Research Universities

USRUs serve their urban regions in a number of ways, with a key part of the USRU mission to provide access to higher education for residents of its surrounding regions (Barlow, 1988; Grobman, 1988; Hathaway, Mulhollan, & White, 1990). In so doing, USRUs play an important role in upholding the American dedication to providing educational opportunity (Diner, 2012; Elliott, 1994; Rhatigan & Kelley, 1990). Research within the context of USRUs typically involves a distinct process and approach to research that includes working with different constituencies to identify, define and solve urban problems through engaged research with their surrounding communities (Barlow, 1998; Soo, 2010). They contribute to the local economy by providing training in professional fields needed for the success of their region in a context that interweaves theory and practice (Harcleroad & Ostar, 1987; Mulhollan, 1990). Additionally, they contribute to solving the city's problems by serving as a model institutional citizen within the city, centering concerns on urban issues, and acting as a center of political, economic, and cultural advancement (Barlow, 1998; van der Wusten, 1998).

Many USRUs were founded during the mid-twentieth century, in response to urbanization, mass migration to urban areas, and the increased demand for higher education in the post-World War II era (Grobman, 1988; Harcleroad & Ostar, 1987; van der Wusten, 1998). Grobman (1988) develops a taxonomy of urban institutions based on their shared histories of founding, identifying two main types. The first set of institutions comprise what he calls *secondary urban universities*, which were institutions that long existed in metropolitan regions as either private institutions, seminaries, or teacher's colleges and were converted into public, urban-serving institutions to provide access and develop their growing regions. Examples include the University of Louisville, a former seminary in the primary urban center of Kentucky; the University of Toledo, a former private arts and trades school in northern Ohio; and the University of Wisconsin-Milwaukee and the University of Texas at El Paso, which were former normal schools devoted to teacher training. These institutions differ in their histories from those Grobman identifies as *primary urban state universities*, which were established as new campuses where the conversion of a pre-existing campus was not possible or were created by combining disparate extension campus efforts from a remote state university to become one institution. Examples of these institutions include Indiana University-Purdue University Indianapolis, the University of Illinois at Chicago, the University of Texas at San Antonio, and the University of South Florida.

Though these two groups of institutions differ in the conditions surrounding their founding, they share a common history of being established—or appropriated—out of a need by states to serve their growing metropolitan regions and meet increasing demands for access to higher education (Grobman, 1988; Harcleroad & Ostar, 1987; van der Wusten, 1998). As such, these institutions are distinct from many state colleges and the land-grant institutions "established as pastoral

retreats, as part of a general social hostility towards the city and its corruption" or universities established in urban areas that "more often than not were walled institutions within which an attempt was made to create a haven from the urban environment" (Barlow, 1998, p.149).

Thus, the USRU mission centers these institutions as being citizens of the cities they inhabit, providing access to higher education , and working with members in the city to identify and address social problems (Zerquera, 2016). This mission rings true today, as demonstrated by CUMU, which among other aims seeks to support the fulfillment of this mission within our nation's urban institutions. These foundational values are also evidenced within USRU institutional missions. For instance, the University of Texas at El Paso (UTEP) has as part of its mission to fulfill the "role as an intellectual, cultural and socioeconomic asset to the region, offering programs to meet human resource needs and contribute to the quality of life" (UTEP, n.d.). Further, the institution boasts that it "is committed to providing access and opportunity to the people of the El Paso region and the State of Texas" (UTEP, n.d.).

However, this mission is wrought with inherent challenges and tensions. Particularly within today's higher education context, the awareness of these tensions, their implications, and how to navigate them, are essential for the continued enactment of the urban-serving mission.

Key Areas of Tension on the USRU Mission

Being committed to achieving the tripartite mission of higher education—teaching, research, and service—in ways that serve the surrounding city is a tremendous endeavor. This mission is filled with inherent tensions that are exacerbated by current policy discourse. We discuss three key areas where these tensions play out: the urban-serving identity, costs of serving an urban mission, and metrics systems misaligned with USRU work.

Identity within a Juxtaposed Space

The urban-serving philosophy of USRUs has created several conflicts for these institutions. The association with the urban context brings about connotations and association (Elliot, 1994), invoking "images of crime, squalor, [and] underprepared diverse students" (Severino, 1996, p.292), that colleges and universities may try to reject. Recasting urban institutions as metropolitan can be seen as evidence of an effort to disassociate with this connotation (Severino, 1996). Further, while the Carnegie Classification's elective component of community engagement begins to speak to the distinct mission of USRUs, these institutions are not perfectly captured within the Carnegie system of classification. This absence only contributes to the already tenuous situating of USRUs.

Additionally, rhetoric surrounding the USRU movement has focused on comparing USRUs to land-grant institutions, a comparison and has been important in the development of USRU identity (Severino, 1996). The ongoing investment and veneration of the land-grant colleges to the point of making them the prototype of public higher education has served to perpetuate the agrarian myth of higher education—a belief in the pastoral setting as being the ideal environment for college learning (Rudolph, 1990; Thelin, 2004). This has contributed to an ongoing dilemma

for USRUs: with higher education's "persistent fixation on the pastoral model, the urban university has always had difficulty being accepted as 'the real thing'" (Thelin, 1990, p.xv). Thus, this has contributed to the "shaping [of] an institutional identity within a juxtaposed space rather than a reclaimed and distinguished one" (Zerquera, 2016, para. 26). In turn, USRUs are seen as *less than*, a perspective shared by potential students and state policymakers alike. Thus, the identity of USRUs has been continuously challenged, imposing tensions resulting from evaluating these institutions by what they are not instead of what they are.

Cost of the Urban Mission

Further, the problems that USRUs aim to address through their service and research are large, difficult, and expensive (Carnegie Commission on Higher Education, 1972; Cisneros, 1995; Martinez & Brawley, 2003; van der Wusten, 1998). Serving an access mission is costly. Students from historically marginalized backgrounds tend to face inequities in the K-12 system, with structural barriers for students in schools that typically serve large proportions of students of color (Hanushek, 1989; Kahlenberg, 2000; Noguera, 2003; Teranishi, Allen, & Solorzano, 2004; Yosso, 2005).

The institutions of higher education that seek to serve these students then inherit the inequity passed on by the K-12 system (Wagner, 1990; Venegas, 2011). With expansion of the college-going population, increasingly, more and more students attend college who not only bring with them this K-12 background, but a host of various other intersecting barriers not always accounted for, such as low-income status, demands outside of school for work and family, and misalignment with the norms and structures within the college-going process (Meyers, Berling, & Corcoran, 2012; Venegas, 2011). Serving these students requires institutions to be introspective and provide extensive services that support them to success. Many institutions embrace this challenge, creating rich relationships with their urban communities and benefitting them in the process (Englert, 1997; Maurrasse, 2001). CUMU institutions highlight, for instance, the use of extended education and outreach programs, which seek to ameliorate some of the challenges within K-12, foster stronger K-16 partnerships, and enhance not just access but success of historically underserved populations (Moore, 2013; Perna, 2011; Perry, 2011; Rousseau, 2007). Still, the challenge is ever present. The complexity of these problems may beget political difficulties, and particularly within evaluative structures.

Performance- and Prestige-Based Funding

As discussed in the context of school equity previously, funding is a perennial challenge in higher education, and multiple scholars have noted that nationally, funding for higher education has fallen (Dowd & Shieh, 2013) and has no prospect of returning to previous levels (State Higher Education Executive Officers, 2014). National priorities that emphasize accountability with regards to student completion rates are positioned in conflict with the growing diversity of the college-going population (Allen & Allen, 2003; Astin & Oseguera, 2004; Kallison & Cohen, 2010).

At the same time, the use of performance-based funding is rising (Fain, 2014) with some 30 states that currently use some type of performance-based funding in higher education with

another four that are in process of adding that formula funding to their state budgets (National Conference of State Legislatures, 2015). Previous iterations of such funding provided bonus funding to states while current performance funding is tied to the base funding that states allocate to its institutions (Lahr et al., 2014). For institutions like USRUs, performance measures may be misaligned with mission, especially when outcomes are the sole measure and certain inputs, like teaching and advising, are cast aside (Dowd & Shieh, 2013).

Performance funding is not the only state structure that impacts USRUs. Several states have adapted hierarchical evaluations of their state's public universities, with financial rewards attached for those within higher tiers. For instance, in 2009, the Texas Legislature passed H.B. 51, a plan to incentivize public universities to strive toward Tier One status by creating grants for such activities such as hiring research-oriented faculty, including endowed professorships (H.B. 51, 2009). The Legislature noted that Texas had only three Research 1 (R1) institutions at the time and argued that the establishment of more R1 institutions could positively impact the state's economic growth with more institutions that achieved the "Highest Research Activity" designation from the Carnegie Classification. Similarly, the state of Florida recently adapted SB 1076 in 2013 and supplemented it this past year, which established metrics to evaluate the level of preeminence among its institutions (Kumar, 2013). Gaining this status enables institutions to be eligible for additional funding to support research engagements. Earning such label requires institutions to meet a number of metrics set out by the state, which include size of endowment, graduation and retention rate, and incoming student grade point average and SAT scores.

Another resource stream, the attraction of gaining such status must surely be appealing to institutions struggling to survive within the state's financial context. However, the metrics evaluate activity that is somewhat disassociated from the USRU mission. For instance, the research that is most recognized and supported within this lens is typically not practitioner-driven and engaged with community partners. Similarly, the SAT has been noted to be biased towards students of color and institutions that serve them are penalized in ranking systems that consider it (Freedle, 2003). The observed and potential implications of these structures and the other tensions described are discussed at length in the following section.

Implications of Tensions on USRUs

The tensions exerted on USRUs surely have consequences on how these institutions make decisions in their effort to navigate the tensions and survive within the higher education context that may at times work against what they seek to do. The impacts, alluded to in the previous section, reach far into all aspects of institutional work. For this paper, we hone in on three areas in particular where implications have been observed: academic striving, diminished access for underserved students, and pressures on the work of faculty.

Academic Striving

The act of striving in higher education institutions is defined as "the pursuit of prestige within the academic hierarchy" (O'Meara & Bloomgarden, 2011, p. 40). This process can take on different actions including changes to admissions processes (Crisp, Horn, Dizinno, & Wang, 2010;

O'Meara, 2007), how resources are allocated (Morphew & Baker, 2004; O'Meara, 2007), and changes in mission (Gonzales, 2013). Striving has also been attributed to the attitudes and values of faculty, many of whom are trained within pastoral, research-intensive institutions and bring the norms and expectations of that campus setting to their new urban campuses that have different values around the meaning of their work (Morphew, 2000; Rhoades, Kiyama, McCormick, & Quiroz, 2009; Walzer, 2010).

Striving, especially in institution that were previously broad access or teaching institutions, fundamentally changes the focus of the institution, usually toward research and selectivity (O'Meara, 2007; O'Meara & Bloomgarden, 2011). As such, the active pursuit of prestige can be disruptive to various parties within the institution. It can have impacts on faculty attitudes around their work, conceptions of their identity as academics, and their work-life balance (Gonzales, 2013; O'Meara & Bloomgarden, 2011). Some research has extended similar impacts to the experiences of graduate students within these institutions as well (Gardner, 2010).

While striving is often internally driven, the context of the higher education environment may introduce conditions that contribute to prestige-seeking behavior. Because of their mission and tensions described above, USRUs have been noted to be susceptible to the value systems of research-intensive and more highly selective universities (Lynton & Elman, 1987; Mulhollan, 1990) which differ in many ways from the aims USRUs seek. This may also contribute to additional implications, such as access for marginalized students and experiences of faculty within the institution.

Diminished Access for Marginalized Students

Many of the measures imposed on USRUs evaluate on the basis of the academic preparation of incoming freshmen. Performance-based funding, for instance, threatens the equity and access, especially when outcomes are the sole measure and certain inputs, like teaching and advising, are cast aside. For institutions like USRUs, these labors to serve students may often result in fruits not considered edible for these evaluative systems. The pressures to meet metrics may have inequitable impacts on students being served.

This is interconnected with a common approach employed by universities seeking to increase outcomes more quickly through increasing admissions requirements. In modeling increased admissions requirements at two Texas urban striving institutions, Crisp and colleagues (2010) found that traditionally underserved students are disproportionately impacted by changes to admissions requirements. One of the universities in the sample, the University of Texas at San Antonio (UTSA) which is also an USRU institutions, lowered its admissions rate from as high as 99% in 2004 (Crisp, et al., 2010) to approximately 60% less than a decade later (Chavez, 2013). In the plan that outlined these strategic changes, UTSA overtly stated its efforts to increase success rates by excluding students previously served by their institution and whom they described as being less likely to succeed.

As a result of the increased admissions requirements at UTSA from 2013 onward and changes to the state developmental education plan (Texas Higher Education Coordinating Board, 2012), the university did away with certain developmental courses, specifically the lowest-level

developmental reading course because students who tested at that level no longer qualified for admission to the university. Should more USRUs follow this practice, more students of color who are overrepresented in developmental education (Bahr, 2010) related to high proportions of disservice in the K-12 sector (Gandára & Contreras, 2009; Strayhorn, 2016) will be shut out of higher education opportunity at USRU institutions.

Faculty Pressures

These tensions have implications for the work of faculty within USRUs as well. As previously noted, while faculty themselves can play a role in striving within the institution, these pressures also become imposed on the work of faculty. Certain emphases, such as those which might bring about preeminence at the state level, tends to push faculty work and resource allocation toward a greater focus on research and grant development (Morphew & Baker, 2004; O'Meara, 2007). An increased focus on these aspects of faculty work tend to take away time from other parts of academic life, including service and community-engaged work.

Scholarship in the *Metropolitan Universities Journal* has spoken to the importance of community-engaged research and service and the special place that urban institutions have to exchange with their localities (Siewell & Thomas, 2015; Watson-Thompson, 2015). Work in this journal also calls for the greater recognition of the impact that this work has on communities (e.g., Watson-Thompson, 2015) and how it should be valued in tenure and merit structures for faculty (Jacquez, 2014). A diminished focus on community-engaged scholarship threatens the viability of our cities and the role of higher education in society overall.

Navigating These Tensions

Finding actionable solutions for complex issues in light of stagnant or decreasing funding is a challenge for institutions. In light of discussions at the CUMU conference and ongoing research on USRUs, the following areas were identified as examples of individual and collective institutions working around or in spite of policies that created tensions with their urban mission.

Consortiums

While organizations like CUMU and the Coalition of Urban Serving Universities (USU) reflect a shared commitment to upholding and supporting the enactment of the USRU mission, institution-driven regional consortiums throughout the country have also been formed. While foregrounding different aims, these consortiums act to pool resources and influence from their states and maintain commitment to their urban-serving missions. For instance, the Consortium of Universities in the Washington Metropolitan Area (CUWMA), which was formed in the 1960s, boosts access and opportunity for students in the Washington, DC area. The CUWMA harnesses the geographic proximity of different types of DC-based institutions (e.g., two-year and four-year, public and private) to create collaborations in teaching, advocacy, and research that benefit the entire metropolitan community (Cavanaugh, 2015). Importantly too, they advocate for the value of serving the greater Washington, DC region and leveraging their shared commitment to do so.

This spirit of aligning with other institutions in effort to better enact a shared mission is reflected in more recent consortiums emerging in Florida and California. The Florida Consortium of Metropolitan Research Universities, reflects a collaboration across three urban universities in the state. All work together to increase retention and graduation rates, lower the amount of debt carried by students, and produce graduates that will meet the demands of Florida's economy (Hodge, 2016). In its short time, among other accomplishments, the Consortium has been able to garner state and foundation funding, which is shared across institutions to support initiatives around STEM and career-readiness. Another example is provided by the CSU5, a collaboration between five California State University (CSU) campuses in the Los Angeles area for the purpose of increasing workforce training and educational attainment of students ("About CSU5," n.d.). These institutions work together to *tell the CSU story* as stated by a CUMU conference attendee, meet demands from the state, and collectivize to garner funding to support shared initiatives. These consortiums provide examples of collaboration around shared goals to uphold the USRU mission through collectivization.

Addition of Engaged Scholarship Addendums to Tenure Packets

As faculty are increasingly called to do work differently than before, some faculty have worked together to uphold their community-engaged focus. The intricacies of the tenure and promotion process can be difficult to navigate through a community-engaged lens. University faculty have taken it upon themselves to create innovative or supplement their institutional-wide guidelines with standards that better align with a community-engaged focus (e.g., Kirtman, Bowers, & Hoffman, 2016).

For instance, the University of Windsor provides external reviewers a supplemental document that specifically outlines not just assessment criteria, but also provides a background framework to support the review of tenure and promotion candidates. By drawing on a strong framework, they advocate for reviewers to situate the evaluation of faculty within a community-engaged context. Loyola Marymount University has developed tenure and review guidelines that reflect a strong community-engaged focus, promoting the inclusivity of various types of scholarship. Both institutions recognize the important role of public intellectualism and publication within journals that reach practitioners and community members directly. Given the important role of faculty in shaping the tenure and promotion process, these examples demonstrate how faculty may claim of autonomy and enact creativity to ensure the support of the USRU mission through the work of scholarship.

Access Approaches

Practitioners and administrators on USRU campuses are recognizing the shift in student demographics resulting from different measures of students' qualifications. Recent research, conducted by the authors, has investigated the efforts these campuses are taking to uphold access within this challenging context. One such approach described reflects a shared investment in strengthening collaborations with area community colleges. Community colleges provide an affordable access-point into higher education for a variety of student populations, including many students of color, low-income students, and academically underprepared students for

students who might not otherwise have the chance to pursue a postsecondary degree or credential (Cohen, Brawer, & Kisker, 2013; Handel, 2013). Through partnerships and articulation agreements, USRUs can play an important role in boosting the degree attainment rate of their communities (Handel, 2013). While community colleges themselves play a role in preparing students for transfer, USRUs should mindfully create policies and procedures for supporting the successful transfer of students from one institution to the next in various forms, including registration, advising, financial aid, and services that help students navigate their new campus (Bahr, Toth, Thirolf, & Massé, 2013). The stories across USRU campuses demonstrate an investment in collaboration, but the strengthening of these pipelines are essential to realizing their potential.

In addition to leveraging local community colleges, practitioners found ways of circumventing metrics and utilizing other entry points. The collection of data that determine prestige rankings (e.g., *U.S. News & World Report*) and performance measures are typically based on fall first-time in college student admissions (Ehrenberg, 2003). Thus, USRUs shared the usage of transfer admissions and spring admissions (referred to by one participant as the "access term") to uphold access points for marginalized students. The circumvention strategy demonstrates ways our campuses are working strategically to navigate pressures and remain committed to their urban-serving mission.

Charting the Future: The Road Ahead

Many of the pressures influencing change on USRUs, such as decreased funding, are unlikely to improve. Therefore, it is incumbent upon these institutions to develop ways to adapt in order to move forward in service to their missions and students. The aforementioned consortiums, especially the newer collaborations in California and Florida, may be instructive to other USRUs in the ways that multiple campuses can harness their collective strengths for advocacy, strategic planning, and in informing policies that support the USRU mission rather than threaten it. What is particularly special about these efforts are the ways in which they foster collaboration among institutions, not competition.

Relatedly, USRUs will need to think about ways they can strategically align themselves as individual campuses and as part of a network of campuses in the same urban space. Policies that prioritize certain outcomes, such as workforce preparation and training as development by the CSU5 consortium, illustrates how malleable USRUs can be in relation to changing federal and state policy discussions. Urban universities should also look among themselves to see where their interests converge and how individual contributions to a collective effort can improve the quality of education for an entire community. At the same time, USRUs should also look to redefine their roles in a community, in order to adapt responsively to changing times.

If necessity is indeed the mother of invention, the time is ripe for USRUs to innovate their practices and policies in support of a community-based mission. A starting point for leveraging the collective power of USRUs is in finding spaces to gather and exchange ideas. Organizations like CUMU, which are dedicated to the mission and sustainability of urban universities, can provide these spaces for sharing experience and ideas by strategizing conversations around the

most pressing issues impacting this sector of higher education. Further, by facilitating partnerships with other organizations such as USU, USRUs can find a collective voice for advocacy toward the creation of policies that honor the work urban universities do in support of their locales.

Conclusion

Within today's context of increased accountability and diminished resources, the need to uphold equity is greater than ever. In this piece, we have argued that USRUs are a distinct set of universities that serve a special mission. These institutions aim to be all things to all people in their respective urban regions, having the potential to fulfill the roles critics claim have been missing from higher education institutions—a return to teaching, relationships with communities, and conducting research of relevance to real societal problems (Mundt, 1998). However, tensions in the USRU environment make fulfillment of this mission challenging at times, as their identity is not fully captured or understood, there are diminished resources for the costly work USRUs do, and performance metrics fail to appropriately capture the significant work of these institutions. The impact of these tensions are evidenced as they play out in institutions demonstrating pursuing prestige for the tangible and intangible resources it provides, diminished access for students from marginalized backgrounds, and pressures on faculty and their work. Still, there is promise as evidenced in the ways USRUs are navigating these tensions and innovating in our fight to preserve the role these universities fulfill.

The stakes for USRUs could not be higher. These institutions are "crucial to the fight to save our cities," and have potential to transform society through this type of work and be mutually benefitted by it in the process (Cisneros, 1995, p.2). Thus, risking the USRU mission jeopardizes the roles these institutions fulfill within society more generally. As institutions committed to this charge, it is important that we all collectively work together and within the current political climate to ensure that equity in educational opportunity is upheld. It requires the collaboration within and across institutions, our cities, and our nation.

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Student Success for All: Support for Low-Income Students at an Urban Public University

Mark Potter

Abstract

Although federal financial aid has increased in recent years, the costs of college tuition and living expenses have increased even more, leaving larger numbers of students with unmet need. Restructuring of financial aid, however, is insufficient to address the problem of diverging attainment gaps between low-income students and their more advantaged peers. Low-income students share patterns and traits that put them at greater risk of dropping out of college. In response, the Lumina Foundation published the report *Beyond Financial Aid*, which identifies six strategies for supporting low-income students, offers examples of how those strategies may be implemented, and provides an institutional self-assessment tool. At Metropolitan State University of Denver, a cross-functional team of faculty and staff at MSU Denver gained considerable insight by using and discussing the *Beyond Financial Aid* assessment tool. The action plan that emerged from the team's work consists of five goals: (a) Take advantage of easy wins; (b) use data to know our low-income students; (c) increase broad-based support for low-income students; and (d) foster culture change; and enhance financial literacy. Additionally, MSU Denver has leveraged partnerships to strengthen support for its low-income students as a natural extension of the University's regional stewardship mission.

Keywords
Equity; attainment; partnerships

Introduction

For metropolitan colleges and universities, meeting degree completion goals and closing the achievement gap increasingly means providing targeted support for low-income students. Although federal financial aid has increased in recent years, the costs of college tuition and living expenses have increased even more, leaving larger numbers of students with unmet need. Low-income students have seen their share of unmet need increase the fastest, while more aid has gone to more economically advantaged students in the middle and upper classes (Engle & Tinto, 2008; Lynch, Engle, & Cruz, 2011). Because low-income students, who are often also first-generation students, have fewer family resources to draw from and have greater unmet financial need in covering their costs of education, they are more at risk of dropping or stopping out before reaching their educational goals (Chaplot, Cooper, Johnstone, & Karndjeff, 2015). "Student success" equates to students meeting their educational goals, which typically means obtaining a degree or certificate and gaining knowledge and skills for career-readiness or post-graduate studies. Student success initiatives at colleges and universities aim to support students through graduation, so that they leave with a credential and are ready to pursue their post-graduate plans. As access to higher education has expanded, more and more students are leaving college before graduating; an estimated 37 million adults nationwide have some college credit

but no degree. Many of these individuals, furthermore, carry student loan debt that creates additional economic hardship beyond what they began with as they entered college ("Some College, No Degree | American RadioWorks," 2011). Student success, thus, is critical to the postsecondary credential attainment that can lift low-income individuals into a more secure and prosperous life.

The financial challenges that low-income students face in obtaining a college credential present a fundamental equity issue for higher education and for society at large. College attainment rates in the U.S. have only increased from 7% to 9% among adults in the lower income quartile since the 1970s. (Cahalan & Perna, 2015). Furthermore, low-income students who enter college with above-average aptitude test scores have a lower graduation rate than more affluent students with lower test scores (New York Times, 2012). Because college degrees are so closely tied to earnings potential, the barriers to student success for low-income students perpetuate society's worsening inequality ("Earnings and unemployment rates by educational attainment," n.d.).

Restructuring federal, state, and institutional practices, to place a greater emphasis on need-based scholarships and aid, is part of the solution to increasing opportunity for low-income students. Unfortunately, trends have run counter to that ideal, as, for example, "state grants not based on need have grown at triple the rate of need-based grants over the past 10 years" (Lynch, Engle, & Cruz, 2011). More than changes to financial-aid practices is needed, though, to create equitable outcomes. Low-income students, like first-generation students, share patterns and traits that put them at greater risk of dropping out of college. Demographically, these students, on average, are more likely to be older, have a disability, come from a minority background, have dependent children or be single parents, and be financially independent of their parents. Low-income students are also more likely than their more affluent peers to delay entry into college following high school, live off campus, attend part-time, and work more in paid positions off campus. Although these traits or patterns are very much interrelated, each of them separately have been shown to be associated with lower levels of college completion (Engle & Tinto, 2008). For low-income students who enter college without the support structures that their more affluent peers have, a seemingly minor life event, such as a broken-down car or a stolen laptop could be enough to derail their educational progress and cause them to drop out.

Understanding the challenges that low-income students face, in 2015 the Lumina Foundation published the report *Beyond Financial Aid*, which identifies six strategies for supporting low-income students, offers examples from two- and four-year institutions of how those strategies may be implemented, and provides an institutional self-assessment tool (Chaplot, Cooper, Johnstone, & Karndjeff, 2015). The report notes that more and more low-income students are attending college; identifying and offering support to those students are integral to achieving equity in educational outcomes.

Metropolitan State University of Denver, a large, public comprehensive university in downtown Denver, CO, proudly serves a student body that is reflective of the students who are the focus of *Beyond Financial Aid*. With modified open-admissions and a reputation for being the least expensive four-year institution in Colorado, MSU Denver's student body of 20,000 undergraduates is roughly one-third eligible for Pell, one-third first generation, and close to 40% minority. In Colorado, the Master Plan for Higher Education calls for increasing the number of college credentials awarded statewide by 1000 each year until workforce needs are met, with the goal of 66% of adults holding postsecondary credentials by 2025. Colorado has the second

largest attainment gap across racial/ethnic groups in the nation, however, and the Master Plan for Higher Education acknowledges that the state's college-completion goals will only be met by closing the attainment gap (Colorado Commission on Higher Education, 2012). With higher numbers of undergraduate students from underserved backgrounds than any other four-year institution in the state, MSU Denver has an outsized role to play in meeting the state's completion goals. Improving retention and graduation rates is thus a priority for the University, and addressing students' financial hardship has been part of that work since an internal 2015 study found financial issues as one of the major reasons why students stop or drop out.

A cross-functional team at MSU Denver gained considerable insight by using and discussing the *Beyond Financial Aid* assessment tool. Each member of the team, comprised of the Associate Vice President for Undergraduate Studies, the chair of the Department of Human Services, and staff members from Student Engagement and Wellness, Financial Aid, Student Academic Success, and Women's Studies and Services, completed the assessment individually. Then, over the course of three separate meetings, team members compared and compiled findings into an action plan. The team discovered that many of the supports described in *Beyond Financial Aid* were already in place. However, the findings confirmed that more work needed to be done in order to ensure that more students would benefited from these services.

The action plan that emerged from the team's work consists of five goals. These goals align closely with the six strategy recommendations that frame *Beyond Financial Aid*. At MSU Denver, we are seeking to:

1. Increase support for our low-income students by exploring and taking advantage of short-term easy wins;
2. Use data to identify and support low-income students;
3. Increase broad-based support for low-income students through efforts that are comprehensive, proactive, and intentional;
4. Foster culture change that empowers students and creates safe spaces for students to ask for help; and
5. Enhance student financial literacy and understanding of the financial implications of their choices.

Strategy 1: Take Advantage of Easy Wins

Beyond Financial Aid mentions strategies that the MSU Denver team thought could be developed as early and easy wins to bring meaningful support to low-income students. MSU Denver's Accounting Department had for years partnered with local agencies to provide tax preparation assistance, under the Voluntary Income Tax Assistance (VITA) program, at community centers throughout Denver. Each year accounting students gain hands-on experience applying tax law to the preparation of tax returns while providing a service to the community. The easy win that came in response to the *Beyond Financial Aid* institutional self-assessment was to establish an on-campus site, centrally located and easily accessible to MSU Denver students, where eligible students could obtain free tax return assistance. Approximately 100 individuals, mostly MSU Denver students, were assisted at this site during the 2015 tax season at a total benefit to them of $53,000. Several students reported that as a result of this service they obtained refunds after thinking that they would owe money in taxes. This first year was so successful, both from a learning standpoint in the Accounting Department and from a student

services standpoint, that plans are underway to double the on-campus service for the 2016 tax season.

Strategy 2: Use Data to Know Our Low-Income Students

Unmet need has often been cited as a major determining factor that affects a student's likelihood of persisting (Chaplot, Cooper, Johnstone, & Karndjeff, 2015; Lynch, Engle, & Cruz, 2011; "Case Study," 2015). At MSU Denver, despite offering the lowest in-state tuition of any four-year institution in Colorado, 56% of the student body carries unmet need according to data pulled from student financial records from 2010 to 2014. An internal analysis conducted on these data did not demonstrate that a simple correlation exists between unmet need and risk of stopping or dropping out. On the other hand, a subset of students with unmet need—those between $1,000 to $2,000 of unmet need per year—did, according to the same historical data, dropout in greater numbers than either students with less unmet need or greater unmet need (Talich, 2016). These findings suggest that a more complex interplay is at work between unmet need, a student's socio-economic status, students' willingness to take loans to complete their degrees, and possibly other behaviors and traits that are associated with low-income students. Further analysis shows that students from the lowest socio-economic status, those with an Estimated Family Contribution (EFC) of $0 to $649, and with unmet need in the same range of $1000 to $1999, have the highest likelihood of not persisting.

MSU Denver students appear to reflect the first-generation, low-income, students identified in Engle and Tinto (2008) who are more likely to be minorities, begin college later in life, attend college part-time, and work full-time. We know, for example, that African American students at MSU Denver are the most likely (75%) to have unmet need, followed by Latino students (65%) and then White students (50%). African Americans and Latinos are also most likely to be Pell-eligible, attend part-time, and take longer to graduate (Metropolitan State University of Denver, 2016). Ongoing inquiry that disaggregates the unmet-need data by various groupings such as race, ethnicity, first-generation or age will enable the *Beyond Financial Aid* team to refine its understanding of who our low-income students are, what the challenges are that they face, and how successful we are in making support services available to them.

Strategy 3: Increase Broad-Based Support

MSU Denver has long recognized the mission-driven imperative to support a diverse student body that includes low-income students. Since 2009 for example, the University has had a food pantry in partnership with the Food Bank of the Rockies to provide food, in a confidential setting, to students in need. Additionally, a team of staff and faculty worked over the course of several months to identify housing options and resources for students who were homeless or at risk of becoming homeless, and the Institute of Women's Studies and Services provides referrals to students in need of housing, transportation assistance, low-cost child care, and public benefits.

On the other hand, whereas this patchwork of supports and services exists for low-income students at MSU Denver, the *Beyond Financial Aid* team that conducted the institutional self-assessment found that knowledge and use of the support services were minimal. In response, the *Beyond Financial Aid* team has been working to create a map of resources for students, along

with information sheets for faculty and staff, in order to refer students effectively to support services. Additionally, the *Beyond Financial Aid* team has shifted focus in part from assessment and planning to rapid response. As such, the team works to ensure that the right kind of support is provided to meet shifting needs. As this team is evolving, the model of an "economic distress task force" described by Munin and Enos (2016) is providing a blueprint to help guide this work.

Strategy 4: Foster Culture Change

Attention to culture is critical for ensuring that more low-income students receive support. MSU Denver's *Beyond Financial Aid* team is working to remove the stigma and create a climate in which students feel safe asking for help in financial matters. The team has expressed awareness of the need to publicize support for low-income students without using labels that could cause students to turn away. In order to normalize accessing support, the team is developing a resource guide for faculty and staff to be able to refer students who, on their own, may not find their way to services. Additionally, MSU Denver is developing a social benefits screening service for students modeled on similar programs described in *Beyond Financial Aid* (Chaplot, Cooper, Johnstone, & Karndjeff, 2015). Effective Spring 2017, a Master's in Social Work student intern position has been filled on campus to develop and maintain a comprehensive list of social benefit programs and community resources, meet students for intake to identify needs, and prescreen students for public benefits. Although receiving public benefits is an intensely personal choice, we want to raise awareness of options and help students overcome barriers, if doing so means not leaving resources on the table that might contribute to a student's success.

Strategy 5: Enhance financial literacy

College students face having to make multiple financial decisions each year that could potentially have serious long-term financial implications. The trade-offs of their choices are not always immediately apparent to them. For instance, a student may choose to work more in order to avoid student debt. However, they may in the process take fewer credit hours, and push graduation out further. Moreover, they mayincrease the total cost of a degree while stretching out the length of time during which an adverse life event might prevent completion. These trade-offs weigh even more heavily on low-income students. In addition, if they are also first-generation students they may not have the experience or insight of family members to help them make those decisions.

For all these reasons, financial literacy is a priority at MSU Denver. One message that has been at the center of these efforts is the "15-to-finish" message. Students at MSU Denver are able to enroll in 13 to 18 credit hours for the same price as 12 credit hours. With data to show that our students who take 15 credit hours perform just as well, if not better than students who take 12 credit hours, we began a texting, email, and orientation communications campaign in Summer 2016 to encourage students to think of 15 credit hours as the norm for full-time students ("DATA | 15 to Finish," n.d.; "Study Finds First-Year Students Who Take 15 Credits Succeed | Inside Higher Ed," 2016.). The outcome from this initial concerted effort was that 44% of the incoming first-time to college students enrolled in 15 credit hours.

Additionally, the Office of Financial Aid is taking proactive steps to ensure that students understand responsible student loan borrowing. MSU Denver has partnered with SALT, a non-profit organization that specializes in financial literacy and default management. Students are encouraged to complete various financial literacy modules, and the Office of Financial Aid is exploring ways to incorporate these modules into various financial aid processes. Additionally, programs like First Year Success incorporate SALT into financial literacy workshops. Lastly, students now have up-to-date, on-demand access to their accrued subsidized and unsubsidized loan amounts and what they can anticipate as their estimated monthly repayment at their current borrowing levels.

The Value of Partnerships

Chaplot, Cooper, Johnstone, & Karndjeff (2015) recommend leveraging partnerships to maximize support for low-income students. Community partners can be key to filling gaps in services and programs. Community engagement is a priority at MSU Denver, as articulated in the University's strategic plan. Leveraging partnerships for the benefit of low-income students thus resonates as a natural extension of the University's regional stewardship mission. Examples of such partnerships include: (a) the work that MSU Denver does with the Denver Asset Building Coalition to make possible the VITA program that provides students with tax return assistance; and (b) the partnership with the Food Bank of the Rockies, of which the MSU Denver Food Bank is an affiliated agency.

The possibilities for innovative partnerships extend beyond the examples provided in *Beyond Financial Aid*. For example, MSU Denver completed a successful summer-bridge pilot in 2016 in partnership with the Denver Housing Authority (DHA). The DHA provided Federal workforce funding from its Summer Youth Employment Program. MSU Denver established itself as a work site, and identified offices on campus, where scholars, all of whom were Fall admits transitioning from high school, could work. The scholars were paid to spend six weeks on campus prior to the start of Fall semester. Working on campus helped the scholars form meaningful connections to staff, faculty, and peers. The scholars also participated in college readiness workshops as part of their paid work. Each of the 11 students in the pilot matriculated in the Fall even though they all had multiple factors that put them at risk of summer melt. One scholar reported at the end of the program, as she was readying for the start of her first semester as a college student, that participating in the summer bridge pilot was the best decision she had ever made.

Not all partnerships, however, produce the desired results. Under the goal of taking advantage of easy wins, MSU Denver had hoped that a partnership with a neighboring technical college might provide low- or no-cost automobile repair services to our students in need. The Automobile Repair Services curriculum at the technical college, however, cannot accommodate on-demand repairs that fall outside its scaffolded lesson plans. Although that partnership did not yield the service we had hoped it would, the *Beyond Financial Aid* self-assessment process nonetheless identified car repair as a support service that our low-income students need, and our commitment continues to finding a solution.

Conclusion

The national imperative to close the achievement gap between low-income students and their more advantaged peers is gaining increasing attention through publications such as *Beyond Financial Aid* (Chaplot, Cooper, Johnstone, & Karndjeff, 2015). Much of the unmet need of low-income students could be addressed by a commitment to restructuring financial aid and scholarships. Unfortunately, at many institutions and in many states, the political will to shift aid and scholarships to need-based is simply not present (Lynch, Engle, & Cruz, 2011). Even if such changes occurred, however, low-income students would continue to face challenges that have a potential to derail them in ways that do not apply to their peers with more stable financial means. A much broader commitment is thus needed to provide the holistic support services that are necessary. MSU Denver is committed to the success of all of its students, and that commitment extends to low-income students who make up a significant portion of the student body. The process of putting the needed supports in place received a boost from *Beyond Financial Aid* and will continue apace as long as achievement gaps persist at MSU Denver across income levels. Success in supporting our low-income students will be achieved when we see those achievement gaps disappear; the work, on the other hand, will continue as long as low-income students see education as one of their pathways to improving their conditions.

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Conceptualizing Community Engagement: Starting a Campus-Wide Dialogue

Anthony Starke, Keristiena Shenouda, and Deborah Smith-Howell

Abstract

Institutions of higher education are increasingly compelled to produce evidence that illustrates their contribution to society. In this age of demonstrating value, self-assessment is critical for urban and metropolitan universities. This study will explore the design and implementation of a landscape analysis—phase one of an in-depth self-assessment—at the University of Nebraska at Omaha (UNO). This process is intended to help universities gain a better understanding of how community engagement is conceptualized and institutionalized on their campus. A thorough understanding of the meaning of, and linguistics associated with, community engagement is imperative for the creation of community engagement measurement and assessment mechanisms. The authors will share the methodology and key findings, which include the discovery of domains of community engagement and acknowledgement of a spectrum of engagement.

Keywords
Landscape analysis; interviews; data collection

Introduction

As Nebraska's metropolitan university, the University of Nebraska at Omaha (UNO) has a long-standing tradition of engaging with its community. UNO's mission highlights its desire to develop and maintain "significant relationships with our community" (University of Nebraska at Omaha, 2012). In order to actualize that vision, the campus leadership has established community engagement as a university-wide, strategic goal.

Though slight variations in formal definitions may occur, it has been widely accepted that community engagement in higher education consists of reciprocal and mutually beneficial partnerships between institutions of higher education and their community. The advent of the Carnegie community-engagement classification solidified the following definition as the industry standard:

> Community engagement describes collaboration between institutions of higher education and their larger communities (local, regional/state, national, global) for the mutually beneficial exchange of knowledge and resources in a context of partnership and reciprocity (New England Research Center for Higher Education, n.d.).

While UNO subscribes to the Carnegie Foundation's definition of community engagement, in practice, acts of engaging the community vary greatly and take many forms. Correspondingly, scholars continue to probe this definition's capacity "to respect the diversity of institutional contexts and approaches to engagement" (Driscoll, 2008, p. 41). Recognizing the importance of

the language used to describe town-and-gown partnerships has become of increasing interest as institutions of higher education attempt to measure their impact (Charles, Benneworth, Conway & Humphrey, 2010). Aligned with that trend, the goal of this article is to discuss the process employed by UNO to capture an understanding of how community engagement is conceptualized and institutionalized across the campus.

The UNO Case and Broader Trends in Community Engagement Measurement

In recent years, higher education institutions across the United States have shifted their focus by stressing the importance of assessment of community engagement initiatives and measurement of their impact[2]. Throughout the past decade, UNO has made significant advances in the field of community engagement. UNO was one of the original institutions to receive the Carnegie Foundation community engagement classification in 2006 and was reaffirmed as a Community Engaged institution in 2015. Furthermore, in 2014 UNO was the recipient of the Presidential Award for the Economic Opportunity category of the President's Higher Education Community Service Honor Roll. UNO has also built the state-of-the-art Barbara Weitz Community Engagement Center which is fully dedicated to advancing community engagement. These victories have heightened the desire to measure UNO's impact on the community.

While for some reporting purposes data has been collected on an ad-hoc basis at UNO, relatively little is known about the full range of community engagement activities. Similar to other higher education institutions, UNO faces difficulties in documenting and systematically gathering data about its community engagement activities, and lacks a campus-wide data tracking and assessment infrastructure (Holton, Jettner, Early & Shaw, 2015; Holton, Early, Jettner & Shaw, 2015; Janke & Medlin, 2015). Other challenges facing community engagement measurement practices in higher education include: (a) a dearth of methodologies that include the perspectives and insights of various groups of stakeholders (Getto & McCunney, 2015); (b) acquiring consensus across campus on a clear definition of community engagement (Perry, Farmer, Onder, Tanner & Burton, 2015); and (c) capturing the multiple dimensions of community engagement (Stanton-Nichols, Hatcher & Cecil, 2015; Kolek, 2016).

In an effort to advance the understanding of community engagement and how it is institutionalized on campus, the UNO Community Engagement Cabinet issued a charge to establish a framework for the measurement and assessment of community engagement. For UNO, community engagement is one of the campus' strategic goals with the underlying assumption being that all units incorporate community engagement into their various functions whenever possible and appropriate. However, as the campus administration made attempts to comprehend those engagement activities, the challenge became the vast array of diversity within the context of the single institution. The commonly accepted definition of community engagement is broad in its scope and limiting in its ability to guide measurement, assessment and evaluation efforts. The understanding of community engagement has inherent implications for

[2] See Metropolitan Universities Journal. (2015). *To What End: Measuring Engagement with our Communities*, 26 (2).

community engagement data collection (Rosing, 2015); therefore, it was concluded that each unit's perspective must be considered in the development of a comprehensive, university-wide understanding of community engagement.

Methodology

The team tasked with creating the initial institution-wide framework for community engagement measurement and assessment quickly encountered a linguistic challenge. The term "community engagement" was used to describe and label a plethora of activities. While the term was used consistently across units, its application to activities was inconsistent. The team concluded that prior to developing measurement and assessment mechanisms the first priority was to comprehend what community engagement meant for UNO and its many offices, colleges, schools, and departments. There arose a need for a practical method of acquiring these diverse perspectives from within this large and fragmented organization. The result was a landscape analysis, a geological approach to the study of an assemblage of diverse spaces with varied "size, shape, composition, and history" (Wu & Qi, 2000, p. 1). While there are multiple techniques for conducting these analyses, the primary aim of the approach is to produce generalized knowledge about the whole assemblage based on observations and knowledge acquired from its parts (Fahrig, 1991). Not unlike geo-spatial landscapes, universities are large organizations composed of different units with distinct purposes and a common goal, mission and/or vision. Though landscape analysis is primarily used in the hard science discipline of geology, a sociological application was the aim for this project. Because a landscape analysis is a research design and therefore amenable to a number of techniques and methods of inquiry, it is suitable for achieving the goals of this project.

The UNO landscape analysis used a purposive sampling technique, which consisted of identifying key UNO leaders, administrators, faculty, and staff who are aware of the many community engagement initiatives. Non-random sampling was used because the research design is both qualitative and exploratory (Shields & Rangarajan, 2013). Participants were identified by the Office of Academic Affairs, which has considerable responsibility for supporting UNO's community engagement goals and is instrumental in collecting and reporting data for external community engagement award applications. Some participants were chosen based on the institutional knowledge of the Academic Affairs staff who have worked with these individuals to collect community engagement data, while others were selected based on their job title, its associated tasks, and their administrative purview.

The study also included snowball sampling as a means of identifying additional participants. At the end of each interview, participants were asked to identify others whom they felt would be able to offer additional insights about their unit's community engagement activities. For instance, deans may have a general awareness of their college's community engagement activities but someone else may handle the day-to-day operations of that college's community engagement function. The difference in perspective from general oversight to daily operations provides a more comprehensive understanding of the units' community engagement interpretation and their methods of data collection. In this first phase, 28 interviews were conducted with 32

participants. A post-hoc analysis identified five types of participants within the sample based on characteristics of individual interviewees (i.e., responses and responsibilities) (see Table 1).

Table 1

Participant Descriptions

Participant Type	**Description**	**# of Participants**
Campus Leadership	Provide leadership and general oversight for all campus divisions.	6
Deans	Administrative leaders of colleges.	8
Coordinators	Work in or across units to cultivate and manage partnerships with the external community.	5
Frontline Implementers	Responsible for the day-to-day oversight and operations of various projects and programs within a unit or division.	10
Data Technicians	Perform a data management function (e.g., collection, recording and/or retrieval) within their respective unit.	3

Semi-standardized interviews were used to collect data (see Appendix A). The interview protocol asked questions about the institutionalization of community engagement at UNO as well as traditional and non-traditional community engagement data collection. The protocol was approved by the Office of Academic Affairs. It also incorporated feedback from community engagement expert Barbara Holland, Ph.D. After pilot interviews, protocols were reevaluated and the questions were simplified. Each interview was conducted with two interviewers. Protocols were modified at the discretion of the interviewers based on their perceptions of time constraints and priority of research goals.

Interviews were conducted simultaneously with two interviewers in either the participants' offices or at a location of their choosing. Immediately following each interview, the interviewers debriefed and discussed the concepts, themes and other points they felt were significant during the interview. Within forty-eight hours of each interview, field notes were compiled into one cohesive document and both interviewers conducted initial readings.

Although the interviews were the primary data source for analysis, the researchers also examined the participants' websites, each unit's mission statement if available, and follow-up documents provided by the participants. Taken together, these interview responses and other documents supplied a rich and robust text for qualitative analysis. Codes were identified based on words and phrases found within the text of each interview. The codes were taken from text based on frequency of use and relationship to other text. Text were coded by one interviewer using MAXQDA software and the analyses of the data took place in consultation with the research team.

The data were analyzed using an inductive, open coding approach. This process began with open coding, which Berg and Lune (2012) describe as holding interpretations and answers as "tentative at best" (p. 364) until the coding is completed and they are "present in the text or supported by it" (p. 365). The thematic coding process was iterative and resulted in axial coding wherein relationships were identified and connections were made between various codes. Multiple sources of data were used to ensure trustworthiness. This triangulation technique entails "using different methods as a check on one another" (Maxwell, 2013, p. 102). By using multiple interviewers, field notes, and document analysis, researchers attempted to mitigate the limitations of each method.

As with any research study, this study is not without its limitations. A major flaw of purposive selection is that it biases the participant sample. Although purposive sampling is desirable for this type of study, it limits the scope of perspectives. In particular, faculty, students, community and other stakeholders are not represented in these findings. Additionally, given the goals of this study, data technicians have extensive expertise; however, that group is vastly underrepresented in this sample. All of the technicians in this study were identified through snowball sampling. Although identifying other data technicians must be a priority in future research, this may present challenges: there may only be few data technicians employed, and often data technicians have titles that do not indicate any link to data collection and reporting.

Findings

As was expected, different units conceptualize community engagement differently. The following analysis provides a typology of the major themes presented in the conceptualization of community engagement. The typology includes 15 frequently occurring themes which have been divided into three domains (i.e., internal, process, criteria) (see Table 2). The themes were emphasized by various participants when asked to define and describe community engagement. The themes are products of open coding and the domains are results of the axial coding technique. Moreover, the themes and domains are not mutually exclusive. Accordingly, when speaking of community engagement, some participants used themes from one or more of the domains.

Table 2

Domains of Community Engagement

Domain	**Internal**	**Process**	**Criteria**
Engagement is:	A tool for student development with excess benefits to others.	Based on the conditions surrounding the activity.	Assessed based on an awareness of the product, its benefits and the process.
Themes	Social Interaction/Involvement Social Responsibility	Responsiveness Facilitation Outreach	Reciprocal/Mutually Beneficial Partnership

	Belonging Meaningfulness/Critical Thinking	Access Diversity/Inclusion	Collaboration Communication Knowledge Development/Learning Information and Resource Sharing

Internal Domain

For some participants, community engagement has an internal focus, student focus which highlights its features and aspects. More specifically, these participants view engagement as a tool for student development with surplus benefits to the community. Of primary concern is:

- encouraging students to become active and involved citizens;
- helping students to understand that what they do is about more than just their own achievement;
- consideration for how students are growing and learning and what skills they are developing; and
- ensuring that students have an awareness of what they are learning through those experiences.

The four themes within this internal domain of community engagement are: (a) social interaction and involvement; (b) social responsibility; (c) belonging; and, (d) meaningfulness and critical thinking.

Table 3

Internal Domain

Internal Domain	**Definitions**	**Description**
Social Interaction/ Involvement	Activities that provide opportunities for participants to engage with others, preferably a diverse group of people.	"They're meeting new people. They understand that they're helping the world in doing this" (Participant 18).
Social Responsibility	Activities that emphasize the importance of creating a sense of accountability; a commitment to a group or cause outside of one's self.	"It's not just about learning material and books and stuff, it's about learning how to exist in a much larger world where, hopefully, we are all working towards a greater good" (Participant 15).
Belonging	Activities that facilitate an students' understanding as being part of her/his community or member of a larger group.	"Community engagement is a sense of belonging. In some ways shared existence and also a sense of reason for that, like wanting to be with these other

	[emphasizes sense of place]	people… [Students] need to find a safe place to be in a community that will validate what they are doing, who they are becoming" (Participant 18).
Meaningfulness/ Critical Thinking	Activities that promote and facilitate reflection where students are becoming aware of the impact of a contribution.	"It's about meaningful contributions to local and global communities" (Participant 23).

Process Domain

When asked to define and give examples of community engagement, some participants emphasize the driving forces behind engagement. These participants speak of the process of community engagement. In these instances, engagement is defined based on the conditions surrounding the activity, which include: responsiveness, facilitation, outreach, access, and diversity/inclusion.

Table 4

Process Domain

Process Domain	**Definition**	**Description**
Responsiveness	Address the changing needs of a community.	Community engagement requires colleges and universities to be attentive to what is going on around them. It requires them to be receptive to community needs, then and only then can they assure that they remain relevant within a society. It also means recognizing that yesterday's, today's and tomorrow's goals may not be the same because those needs change. (Participants 5, 7, and 27)
Facilitation	Survive as a conduit to encourage the coming together of people to solve issues.	"We provide a safe space that allows people to come together, express how they feel, generate new ideas and settle disagreements" (Participant 13).
Outreach	Actively working to build relationships with audiences external to the campus.	"Getting UNO students, faculty and staff to be involved outside in the community and what they are doing" (Participant 13).

		"It involves educating others about what we are about, so they know, what we do, what we have to offer, and why it is important." (Participant 8)
Access	Intentionally designating and/or using university spaces and making university resources available for the use and enjoyment of external audiences.	In order to be engaged, we need to make our campus open and available for the community to come in and work and collaborate. (Participants 11 and 13)
Diversity/ Inclusion	Ensuring representation of a broad-range of opinions/ideas and audiences. *[emphasis placed on people]*	"In order to solve community problems we need to draw and use a wide range of audiences and expertise" (Participant 11).

Criteria Domain

The third group focuses on the criteria for engagement. For this group, engagement is assessed based on an awareness of the product, its benefits, and the process whereby it was created. Here, if the outcomes meet certain criteria, then the activity is considered community engagement.

Table 5

Criteria Domain

Criteria Domain	Definition	Description
Reciprocal/ Mutually Beneficial	Equity in benefits and burdens among stakeholders.	"It's about both giving back to those who have given to us and providing a benefit for everyone" (Participant 2). "It's doing work *with* rather than *to* or *for*" (Participants 28).
Partnership	A relationship in which all stakeholders have equal status, rights and opportunities.	"I think engagement is successful when everybody feels like they are included – and actually bring things to the table when we initiate efforts and stuff… So for us engagement is really defined by a very active role of the partners" (Participant 16).
Collaboration	Intentionally and strategically working together to produce a	"We have to constantly find new ways for different people and organizations to come together" (Participant 12).

	desired and agreed-upon outcome. *[emphasis on the mode or method of coming together]*	
Communication	Sharing ideas and feelings among stakeholders.	"It entails clarifying goals among all stakeholders" (Participant 21).
Knowledge Development/ Learning	Opportunities to apply knowledge and/or develop some new understanding of a phenomenon or its context.	"It's about the application of knowledge, not just pure discovery" (Participant 7).
Information and Resource Sharing	Promote open access to knowledge.	"Alignment of university resources and community needs" (Participant 26). This also entails making scholarship and research available. (Participant 9). "Bridging the gap between campus and community. It is about how to connect campus, research, resources, faculty, and staff to the community and vice versa" (Participant 12).

In addition to this newfound understanding of the domains of engagement, further analysis of participant responses to the second set of interview questions about community engagement data illustrated the following:

1. Across campus, participants define and conceptualize in varied ways.
2. The term community engagement is used across campus to refer to both service as well as the (technical) Carnegie definition of community engagement.
3. Some participants expressed frustration when they perceived their work was not fully appreciated as community engagement.
4. Senior administrators have consistently expressed value of all types of engagement, referring to both traditionally 'service' and 'volunteerism' activities, as well as curricular engagement.
5. Participants involved with predominantly service activities placed a strong emphasize on the importance of reflection and learning.

These specific findings led to the spectrum of community engagement, which is discussed in the following section. There we argue that service and the technical definition of community

engagement are part of the same spectrum. All activities aimed at engaging the external community for the purpose of advancing the public good are part of this spectrum. Both ends of the spectrum are valued, although it is recognized that specific aspects of the technical definition of engagement yield a higher return on investment. Additionally, specific changes in project design can move service activities more towards the technical engagement side (e.g. purposeful reflections).

The aforementioned domains and their subordinate themes directly relate to the descriptions provided by the participants when capturing the essence of community engagement. It is believed that the spectrum of community engagement can be further developed into a matrix, and the domains and themes derived from this research should inform the matrix to ensure alignment in terminology and language.

Discussion

Parallel to other higher education institutions, there is no uniformity to the conceptualization of the term 'community engagement' at UNO. Community engagement reflects a dichotomous view in which 'community service' and 'community engagement' are considered two separate principles. At UNO, value is ascribed to both service and engagement. Service is considered as done *to* or *for* a community, whereas engagement is aligned with the Carnegie Foundation's definition and is done *with* a community.

An analysis of the data suggests moving into an understanding that the label '*Community Engagement*', as used in various institutional documents, refers to a spectrum which incorporates service on one end of the spectrum and community engagement (as defined by the Carnegie Foundation) on the other end of the spectrum (see Figure 1). There is, therefore, a difference between the commonly-used label of community engagement and the technical definition of community engagement.

Figure 1.

By making this distinction explicit, the institution takes a more inclusive approach to the practice of community engagement, which reiterates the value for all service and engagement activities. Further, this nuanced understanding of community engagement provides the institution with an opportunity to engage in project design conversations which could move community service activities towards community engagement. Rather than taking a zero-sum approach, activities can fall anywhere on the community engagement spectrum, and relatively simple project design

changes would allow community service activities to move towards community engagement—which deriving from the findings, is the desired trend and outcome. For instance, curricular engagement by nature is more aligned with the technical definition of community engagement. Interestingly, divisions that are traditionally more aligned with 'service', such as Athletics and Student Affairs, are taking intentional project design steps towards 'community engagement'. Examples are the intentional focus on student reflections (Athletics) and the incorporation of co-curricular assessment plans (Student Affairs).

The community engagement spectrum is an aggregate-level depiction of various community engagement dimensions, including:

- context (need)
- knowledge (learning, reflection, exchange of information)
- outcome (product, benefit, impact)
- operation (transactional, space, resources)

These dimensions can be structured into a matrix, in which each dimension is rated, based on the extent it correlates to various levels of community engagement (technical) criteria. Further, these dimensions are important components in the project design of community engagement initiatives. In recognizing that the gains associated with the technical definition of community engagement are higher, the university can engage in conversations on how to make intentional changes in the process/project design that would allow the project to be elevated to engagement. Although external versions of the community engagement spectrum exist, it is important not to impose an external matrix on an institution, but rather to have the spectrum and the matrix emerge from within one's own institution. This will allow the institution to incorporate the terminologies and themes used across campus, which will increase campus buy-in to the matrix while providing ownership and accountability.

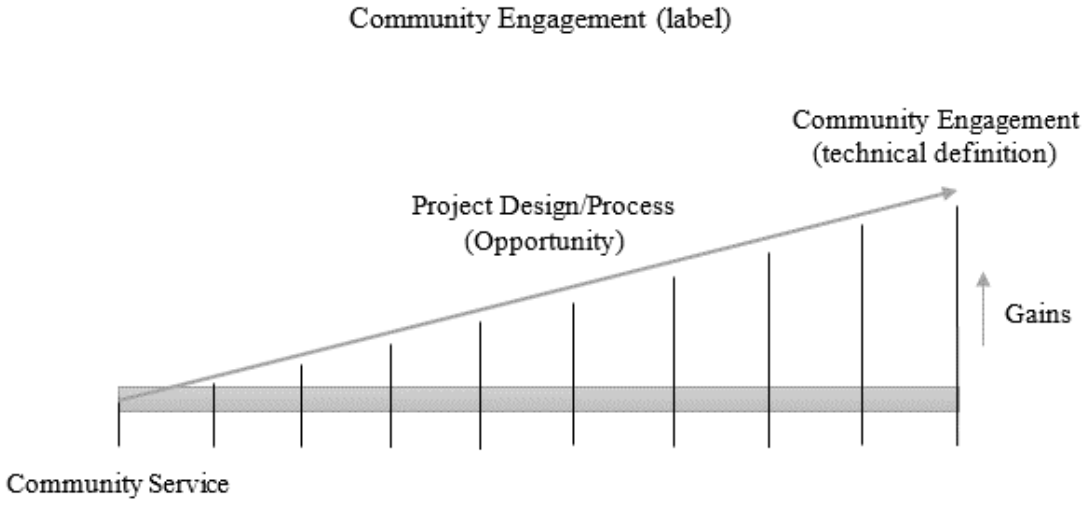

Figure 2.

Project Design/Process

A crucial benefit in the proposed community engagement spectrum approach is the institution's ability to leverage project design and processes as mechanisms to elevate activities to higher levels of engagement. Analysis of the data indicates that the existence of active external partner(s) is a criterion for the institution to engage in this process. For example, community service can be conducted without collaboration with an active external partner (e.g. students donating food items to a food pantry). Although the partnership does not need to be formalized, its existence is a prerequisite in the institution's ability to elevate service activities towards engagement. After all, the essence of community engagement (technical) lies in it being done *with* rather than *to* or *for* the community, which by definition forces the partner to play an active role in community engagement.

This increased level of collaboration with a community partner is an important component of the project/process design that can be leveraged to raise community service to community engagement. Alterations to the project design/process would have the following implications for the earlier identified matrix dimensions:

- Context
    - To what extent is the need/problem/issue/project identified through mutual decision-making?
    - To what extent does the need/problem/issue/project reflect the diverse perspectives of the various partners?
- Knowledge
    - Are all partners active participants in knowledge production?
    - Is active reflection and learning occurring?
- Outcome
    - Are all stakeholders benefitting/impacted?
- Operation
    - Are all partners actively involved in the various aspects of the project?
    - To what extent are partners working together on the various aspects of the project?

Building upon the previous example of students donating food items to the food pantry, once a partnership between the university and an external community organization is embraced (e.g. the local food pantry). Simple collaborations will allow this act of service to move towards engagement. For instance, instead of a one-dimensional relationship where students donate food items, a representative from the food pantry could educate students on issues surrounding hunger. This simple change in project design will increase the benefits for both students and the community partner, and take the project a small step towards engagement.

Conclusion

The obstacle that lay ahead of the project team was, in essence, a linguistic challenge. The extant literature on community engagement offered a definition of community engagement that was too ambiguous to provide clear guidelines and boundaries for developing all-encompassing measurement and assessment strategies. In practice, community engagement had become an ambiguous term at UNO, used by all while meaning different things to different people. The

landscape analysis found that at a conceptual level, different stakeholders were using the term to speak of various facets of the many activities they consider to be community engagement. Thus, the objective here is not to redefine community engagement, rather it is to grasp how stakeholders are using the term and what attributes they use to identify the perceived essence of the term community engagement.

Conducting a landscape analysis has been the equivalent of a 'pulse check' for UNO, providing in-depth insight on the various perspectives about community engagement across the university. This is a prudent imperative, given the status of community engagement as one of the campus' strategic goals. As an approach to inquiry, the landscape analysis allows the university to critically reflect on the current state of its community engagement and take deliberate and informed action to strengthen those efforts. Moreover, the approach is both neutral and exploratory. Strategic research design elements, including semi-standardized interviews, selection of interviewers, use of multiple interviewers, purposive and snowball sampling techniques, and the provisional nature of the interview protocol resulted in rich data.

Furthermore, the findings presented in this article have provided a firm foundation for future research regarding community engagement measurement and assessment. By broadening the scope of the university's definition of engagement—and mining the nuances in uses of the term 'community engagement'—the university is better positioned to operationalize the construct and develop measures. Drawing on existing knowledge of community engagement, this research builds upon the campus' current conceptions and practices. The discovery of domains of engagement has established a common language that tears down the walls which once existed between units and disciplines. The domains of engagement help solve this linguistic dilemma by providing a lexicon of more precise attributes of community engagement. The spectrum of engagement is a conceptual tool that gives greater understanding to the nuances of engagement. It delivers a method for modifying and transforming service projects that desire to be more engaged.

Though not discussed in this article, the landscape analysis enhanced UNO's overall knowledge of community engagement data. It has allowed the university to re-examine existing data sources. It has also allowed UNO to map data sources which were believed to exist of which lacked concrete awareness. Further, the landscape analysis exposed the existence of data of which there was no prior knowledge. Based on the recommendations from the landscape analysis, the UNO Community Engagement Cabinet commissioned a Community Engagement Measurement Group made up of representatives from multiple units. This group is tasked with facilitating data collection, analysis, and reporting—including developing rubrics and metrics for categories along the engagement spectrum.

The only effective communication is shared meaning. As a result of this landscape analysis, the university has begun a critical dialogue to understand the many understandings of community engagement across campus. Whereas other institutions are likely to discover different themes and domains after conducting a landscape analysis, this method of inquiry still provides an approach for starting a fruitful dialogue.

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Appendix A

Part I: Institutionalization of Community Engagement

1. How does your unit both conceptualize and actualize community engagement?
    a. What does community engagement mean in your unit?
    b. To what extent is this reflected in your unit's mission/vision?
    c. What criteria do you use to identify engagement?
    d. Are there faculty, staff, or students in your unit that exemplify a commitment to community engagement?

2. Does the unit have adequate infrastructure to support community engagement? Please explain.

3. Are there incentives and rewards that support faculty in community engagement?
    a. Is the ability to lead in the community engagement arena a criteria for the selection and evaluation of unit leaders, considered in tenure and promotion decisions, faculty/staff recruitment and/or staff evaluations?

4. Is community engagement built into the curriculum?
    a. Are there courses that regularly/always include a community experience (e.g., practicum, internship, capstone, etc.)?

5. In your day-to-day operations, is community engagement part of your unit?
    a. Are the unit's faculty/staff and students active and visible in the community's educational, civic, and cultural life?
    b. Is it based on the discretion of the faculty member?
    c. To what extent is the unit's leadership encouraging the addition of a community engagement component?

Part II: Community Engagement Traditional and Untraditional Data Collection

1. What types of community engagement activities are your students and faculty undertaking?

2. Does your unit keep track of these activities?
    a. If yes, what types of information are you gathering?
    b. How is it being recorded?
    c. Is this information gathered on an ad hoc/sporadic basis or is it more regular/systematic.

3. What types/specific reports are you generated based on this information?
    a. What do you do with these reports – what is their purpose?
    b. Are there specific reports or types of report you want to generate, that you are currently unable to generate?
        i. What type of information would you need
        ii. Suggestions as to where we should begin to start collecting this information?

4. What information do you think others are gathering, that might be relevant for our research?

5. In what ways can the Office of Academic Affairs improve sharing or highlighting your unit's community engagement?

    a. How can we go about making sure that the Office of Academic Affairs is aware of this information?

Final Question

6. Is there anyone else that you would suggest we talk to, in order to gain a better understanding of your unit's community engagement activities?

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Teaching Baltimore Together: building thematic cooperation between classes

Samuel Gerald Collins, Matthew Durington, and Nicole Fabricant

Abstract

One year ago, Baltimore citizens took to the streets to protest not only the death of Freddie Grey, but the structural inequalities and structural violence that systematically limit the opportunities for working-class African Americans in Baltimore. The protests, though, were not just confined to Baltimore City. Borne on sophisticated understandings of intersectionality and political economy, the moral imperatives from the Baltimore Uprising resonated with students at our university in Baltimore County, where campus activists moved to both support the people of Baltimore while using the moment of critical reflection to critique racial inequalities on campus. Since students were displaying a holistic, anthropological understanding of race and inequality in Baltimore, we decided to structure our classes accordingly and brought together several courses in the Department of Sociology, Anthropology and Criminal Justice in order to examine the interrelationships between power, race, class, public space and urban development. We taught common texts, visited each other's classes, and planned events that brought students together with community leaders in Baltimore to discuss common concerns and to learn from each other. This paper reports on that experiment and suggests that a pedagogical model premised on drawing thematic linkages between existing courses is one way to address current events that impact us all while allowing students to direct the course of their own education.

Keywords
Baltimore Uprising; community activism; campus activism; urban anthropology

Introduction

As more and more universities have institutionalized civic engagement into their organizational structure, curricula and student experience, opportunities for partnership between universities and surrounding communities have likewise multiplied. In particular, urban colleges and universities have led the field in initiating programs in multiple sites across U.S. cities. Of course, for many of us, these partnerships are not new and may be discipline-specific, although the institutional recognition of our community work as intrinsic to the mission of the university has been welcome. In particular, urban colleges and universities have led the way in emphasizing these linkages between their programs and numerous efforts underway throughout urban neighborhoods (Brown-Fraser et al., 2015; Watson-Thompson, 2015; Talmage et al, 2015). However, the other side of the civic engagement equation—one where the community precipitates changes in the university—has been less explored. In other words, while we celebrate the many ways universities have been able to "do good" in their communities, alternative possibilities that create change on the campus itself are also possible--and even desirable. After all, civic engagement develops the desire and the capacity of our students to

intervene in their own communities, and their most immediate communities include our campuses. This possibility allows a space for a true reciprocity between the university and the community it wishes to serve. This case study describes our efforts, as three anthropologists at a state university just outside of Baltimore, to develop community programs that explore community groups as change agents for our campus through an emphasis on connecting community activism with campus activism and with progressive initiatives from campus administration.

The Baltimore Uprising

Home to numerous colleges and universities, Baltimore is simultaneously the site of hundreds of college-led civic engagement projects from community gardening to mural-painting. So much so that many of the private, smaller universities in the Baltimore region dedicate entire days to civic engagement where the student body *en masse* leaves the confines of the campus to go out into various communities. This often relies on scalability and institutionally based community engagement projects such as The United Way Project Homeless Connect where the goal is to serve thousands of citizens in one day through a resource fair with an equal number of volunteers to assist them. While these large-scale community engagement projects are commendable and provide students with a day of service, they are still unidirectional. It is the university via an institution acting upon the community providing a limited exposure to community issues. At the same time, numerous NPOs and NGOs in Baltimore work with diverse communities in the city on a range of issues. Many of these organizations are smaller and provide the opportunity for longer and sustained research based community engagement possibilities for both faculty and students. One is not necessarily valued over the other, they just provide different ways to create a conduit between the community and the university. Our argument is the latter provides more possibilities for the community to influence the type of engagement that occurs. That is, working with community activists with already active in their respective communities provides universities with pedagogically rich opportunities for engagement. On the other hand, going this route surrenders the terms of that engagement to community groups themselves. The community decides the type and means of university community engagement. In anthropology, this is what we strive for in collaboration; though interrogating power inequalities between university and communities, we invite interventions that gesture to alternative visions of community partnership.

The Baltimore Uprising—that is, the protests, demonstrations and police actions surrounding the death of Freddie Gray—was a pivotal event for the city. It was also pivotal for our university. Some area colleges sought to distance themselves from the unrest in Baltimore, emphasizing their geographical (and social) distance from the demonstrations. As a suburban university just 1.6 miles from the border of the Baltimore City, we were not “in” the demonstrations. But at the same time, our university was very much part of it, as an institution that had both historically contributed to the some of the structural problems that led to the Uprising (e.g., hypersegregation) as well as a comprehensive, state university with deep ties to Baltimore and to students who call Baltimore home. For most of us, what was happening in Baltimore was directly relevant to what we were doing.

In response to the Uprising, faculty organized moderated conversations, teach-ins and other efforts to contextualize the Baltimore Uprising for the campus community. As they had for other world-changing events, faculty at our university sought to understand and to support both our students and the communities where we work through available channels of teaching and scholarship. While this put us one step closer to our students, particularly through a focus on social media, we realized that we also needed to recognize how students were connecting directly to the community and various social issues while circumventing the university structure. While social media allows the more nuanced and unfiltered access to social movements by faculty, it also provides a more direct channel of communication between students and activism. Other groups on the Towson University campus made these direct connections between the struggles in Baltimore and the campus. As the assemblage of activists organizing under the networked tag "#BlackLivesMatter" took to the streets of Baltimore and many other cities around the world, students who had been organizing for change on campuses began to connect their own struggles to urban justice movements. That is, activism in cities across the United States not only inspired their support and participation, but it also stimulated a critical interrogation of the university as a site for both the reproduction of the status quo and an opportunity for resistance against that inequality. Through the fall semester of 2015, campus protests and occupations proliferated, accompanied by renewed demands for reform at every level of the university, from administration to the structure of promotion and tenure, to student life and campus policing (White, 2016). On our campus, students occupied the President's office for 8 hours before reviewing their demands,line by line,with our university's acting President (Campbell, 2015). In the end, they were recognized as one of the 'persons of the year' by Time Magazine (Wood, 2015). We viewed this negotiation between the administration and our students as a truly amazing moment of progressive engagement on our campus, and one where campus activists, faculty, staff and administration all seemed to speaking the same language.

The 13 demands our students presented are themselves indicative of the differences between this protest and other forms of student organizing. While much of the student activism over the last 20 years has been focused on specific interventions in the academy (e.g., introducing new curricula), the #OccupyTowson demands span the entirety of the university; they amount to nothing less than a wholesale interrogation of the University's infrastructure, its governance, its raison-d'etre (Lemonik Arthur 2010). But more than this, the list connects issues of race, class and gender with urban struggles against oppression. In many ways, these activists are doing what we have advocated in our anthropology classes,i.e., moving between local and global issues across multiple contexts by resisting the compartmentalization of experience in silos of disciplinarity for a more holistic—and more critical—understanding (Turner 2016). Whereas some university administrators balked at student-led social movements and demands , leading to problematic consequences, Towson University has received accolades for adopting a more progressive approach that finds students, faculty and administrators continuing to work productively together (Chasmar, 2015). As of the spring of 2016, attentiveness continues to be directed at the list of demands created the previous year through a week-to-week analysis of the student newspaper on campus. In other words, the issue is not disappearing with graduating students. There is real momentum toward change. This is especially important for universities in urban metropolitan locales like Baltimore, where the legacies of the social unrest from 2015 have yet to be resolved.

What people in Baltimore were demanding--and what students connected with those demands in their own campus activism were asking as well--was something more like a "right to the city," i.e., to live in a city that allows them to develop human and community potentials without pernicious race- and class-based inequalities. Indeed, a year after the Baltimore Uprising, activists were still confronting the city's systematic, structural inequalities. And while there are numerous,pressing injustices to be addressed, one of the most challenging questions we could ask people in power is simply that: where is the "right to the city" for the majority of Baltimore's residents? This does not mean the right to buy and consume in Baltimore's tourism spaces. Instead, it is about heretofore marginalized peoples "fighting for the kind of development that meets their needs and desires" (Harvey, 2013: xvi). And not just in the short term. As Henri Lefebvre wrote in the shadow of the Paris Commune, "To the extent that the contours of the future city can be outlined, it could be defined by imagining the reversal of the current situation, by pushing to its limits the converted image of the world upside down" (Lefebvre, 1996 [1967]: 172).

It is about imagining radical alternatives to the city, and, potentially, to the structure of the university. The intent is to re-forge it, in Robert Park's words, into "the heart's desire" for ordinary citizens, rather than for a handful of the wealthy and privileged. Similarly, is it possible for the university to be refashioned by students and communities expressing the same desires? This is the challenge for universities and, particularly for universities in Baltimore in the wake of the Baltimore Uprising. It is also a challenge for anthropology (our home discipline). Despite the growth of a public anthropology, the field still often divides into a theoretical concern with power and politics, on the one hand, and an applied anthropology that packages its portmanteau methods for sale, on the other. In public anthropology, critical interventions are oftentimes uncomfortably grafted onto traditional, descriptive research, a sometimes grudging admission that anthropology may contribute to the public weal. But how do we forge a pedagogy that not only invites students to reflect on these issues, but that also demands that they acknowledge the work already being accomplished by community groups?

The Plan

When we began discussions in the fall of 2015 about courses in the spring of 2016, the Baltimore Uprising and the #OccupyTowson movement were foremost on our minds. Students who had not been active in either movement were struggling to make sense of the changing landscape, and we were eager to address their concerns in our classes. But how? On the one hand, we were loath to "co-opt" either of these social movements by representing them as something that our university (as an institution) had initiated; nor did we want to take anything away from the struggle and sacrifice of community leaders and activists. On the other hand, we could see in the political and social unrest real opportunities to link together people we've worked with over the years in Baltimore with our university. We were trying to avoid the usurping of the political and social moment by the institution as it so often occurs. Rather, we sought to speak alongside and not for or with our community collaborators. In fact, it suggested a moment when our university's metropolitan orientations seemed to align perfectly with urban issues in Baltimore--and it did so through the medium of our own students, who, mostly without our help, had recognized their own struggles in those of Baltimore communities. At the outset, then, we were taking cues from

our students, who were making their own connections between university and city, between disciplines, between administration and faculty and, finally, between theory and practice.

The process was undertaken by the authors to unite syllabi, their courses and themselves throughout the academic year of 2015-2016 to address these issues. It would see students sharing ideas and research projects, faculty visiting and team-teaching their courses and the development of experiential opportunities connected to curriculum. We retooled our courses to incorporate common readings (David Harvey's *Right to the City*), and brainstormed about common activities that could unite three courses at a profound level. We didn't want our classes to simply cooperate together for a single event. This was to be a more profound collaboration on several levels. Not only were the courses complementary (a theory course, an urban anthropology course and a design anthropology course), but many of the same students were enrolled in each.

All of these efforts were coupled with direct support from the university administration and student services to assist these efforts. And, after consulting with our Office for Student Diversity, we decided upon the idea of a tour. But not without many reservations. For one thing, the idea of a "tour" of Baltimore's struggles is fraught with connotations of urban flaneurs and adventure tourism, and we did not want to add one more one-sided representation of Baltimore as the city of "The Wire" and "The Corner." Instead, we envisioned something along the lines of our previous collaborations with community groups in different parts of Baltimore (Collins & Durington, 2014). Not, in other words, so much a "tour" as a series of pedagogical encounters with people, place and practice.

And, since we were positioning community groups in Baltimore as "teachers," we worked with our university to provide compensation for people's time, a practice that may raise ethical questions in research, but one that recognizes that people in our communities are our peers and, in the context of our work, deserve to be compensated as the professional they are. In our past experiences with our National Science Foundation Research Experience for Undergraduates project 'Anthropology by the Wire' (http://anthropologybythewire.com/), we witnessed the empowerment that occurs when community members are put into the role of 'educating' college students on their daily lives and larger structural issues.

Since the tour was to take place early in the semester, we had to organize it before students had arrived on campus. Drawing from our collaborative partners from our previous work in Baltimore, we engaged different community groups, including members of an anarchist collective coffee shop, students involved in protesting a planned incinerator in their neighborhood, an activist fighting gentrification led by another university in East Baltimore, and a housing activist fighting for fair trials for renters in the city. Each stop saw students pile off the bus after being challenged by our colleagues on the bus during their travels. While it was unavoidable to create the spectacle of an obvious student group entering a community, particularly when you are standing outside of rent court in Baltimore City, hindering traffic, it created a space of opportunity simultaneously. We were in the public, and the public responded in turn through curiosity and often joined in on the conversation.

We also decided to have a debriefing session after the tour that could help students to take what they'd witnessed in Baltimore and generate ideas for projects both in Baltimore and on their own

campus. But since we were exposing students to the ways community groups can help create more democratic and more collaborative decision-making in urban development, we wanted to model those collaborative processes by challenging our students to plan the de-briefing panel. We only provided the venue: an open event space in an old church that was operated by a cooperative. Over the first two months of the Spring 2016 semester, students debated what they wanted to accomplish, whom to invite, and the format a discussion could take. How would they accomplish this formidable task, setting an agenda for not only their own work in the community, but for the university to pursue as it explores its responsibilities to Baltimore?

Students ultimately decided on a range of community and campus organizers they thought would generate critical dialogue capable of interrogating the artificial separation of our university from the city around it. These included the leader of a community art center in West Baltimore, high school students who had worked to defeat an incinerator in their South Baltimore, a long-time member of a farming collective from North Baltimore, and one of the student leaders who had led her colleagues in the #OccupyTowson movement on campus. They opted for brief introductions from all of the panelists, followed by question and answer with accompanying discussion. Over February and March, they debated the format for the panel discussion, went back and forth with the participants they'd invited, and prepared flyers, posters and blog posts advertising the discussion.

The Courses

As noted, there was a concerted effort by the authors to imbue their courses with similar materials and a curricular orientation that would allow students to create research based community engagement and imagine a number of different projects. Students were given the opportunity to blend writing assignments in the three different courses, collaborate across courses on projects and design materials together. While this took an extra amount of work on the part of the faculty, once the students recognized that their professors were stepping up to create these possibilities, they responded with zeal. And, through the shared reading on The Right to the City (Harvey, 2013) they were able to apply this central concept to their various endeavors. The first course, Anthropological Theory, is a writing intensive capstone course for anthropology majors. Students utilized the thematic for the semester to develop a theoretical orientation to applied urban anthropological research. For the Design Anthropology course elements of publicity were created by students with a thoughtfulness toward reaching not only the larger student body, but also citizens in Baltimore. Students were also given the opportunity to literally 'design' an urban-based research project. Finally, our urban anthropology course 'Life in the City' provided students with a comprehensive survey of literature in the field that they could then apply for review and application to their research projects. Evaluations for all three courses demonstrated the impact the thematic had on students. Additionally, we as faculty have imagined new possibilities for curriculum in our concentration while students have a more enhanced idea of how their various courses in anthropology inform one another.

The Tour

We had worried for weeks about buses. Tour buses, we believed, were exactly the wrong image we wanted to project. Of course, we were tourists of a sort, but "tourism" implies an inequality and a level of commodification that represented the exact antithesis of what we wanted to do. Luckily, though, our Center for Student Diversity had contracted out school buses for us instead, and we proceeded to Baltimore neighborhoods as students. After all, we were there to learn from community activists. The tour would not have the university emblazoned vehicle descending on the community signaling voyeurism and a tour led by an outsider. Rather, two old yellow school buses, the universal sign of a set of individuals journeying to a destination of learning, would take students to the city with two community activists outside of the university leading the way and challenging everyone throughout the entire journey.

The first stop was at Baltimore's Federal Hill, a park overlooking the Inner Harbor, the model of Baltimore post-industrial development policies and simultaneously the source of its growing inequality between, for example, highly-paid labor in finance, medicine and education and service workers unable to earn a living wage. It is also the site of one of the most informative urban musings on the City of Baltimore from David Harvey, A View From Federal Hill, that we utilized in our courses as a precursor to discussions of the right to the city (Harvey, 2013). After that, we moved to Curtis Bay, a neighborhood in the middle of Baltimore's industrial hub, and one subject to severe, environmental pollution. Despite this, Free Your Voice, a group of mostly high school students living in the neighborhood, continue to fight for positive changes in the neighborhood, including efforts to reduce pollutants. From there, we continued into downtown Baltimore, where we met with the Right to Housing Alliance, a group that lobbies for fair housing in the City and assists residents in their efforts to fight unfair housing practices. After that, we moved up the road into East Baltimore, where Marisela Gomez, a local activist in housing and public health, outlined the course of ruinous development policies in East Baltimore, and the efforts of people and groups in the community to ameliorate those inequalities (Gomez, 2013). Finally, the group finished the tour at Red Emma's, a coffeehouse cooperative that anchors the artist community in South Charles Village, where members of the Red Emma's collective addressed alternatives to top-down development and gentrification.

Feedback

Students produced field notes on various platforms in the wake of the tour. Their comments suggest the complexity of both the events they planned and student reactions. Most noted the heterogeneity of community activists and projects. Some, students pointed out, actively resisted a status quo defined by Baltimore's developmental imperatives, while others partnered with government in order to affect change. And yet, there were also threads of continuity. All of the groups worked to ameliorate problems experienced by Baltimore residents in the wake of shifts in political economy and demographics over the past 50 years. All of the groups, whether working to stem runaway development or stop an incinerator from polluting an already distressed neighborhood, called into question Baltimore's development strategies, specifically the "eds and meds" style of development embraced by many post-industrial cities in the United States. Given the extent of disenfranchisement in many of the neighborhoods students visited,

they wondered about the possibility of resisting the "city-as-growth" machine, especially for people without access to both social and material capital (Logan & Molotch, 1987).

Students produced field notes on various platforms in the wake of the tour. These suggest the complexity of both the events they planned and student reactions. These questions shaped the follow-up panel discussion after the tour. This panel was strategically located off-campus to both bring our students further out of the university confines and meet our interlocutors in their own city. A number of questions guided this public presentation and panel. What does it mean to "really" collaborate with community partners? Can college students be allies to grassroots community activism without co-opting a struggle for their own self-aggrandizement? In other words, can students facilitate the right to the city? How? And what about the problems of race, inequality and intolerance on our own campus?

The questions students took with them into the panel discussion were ones that directly sought to bridge the activism they'd seen on their tour with their own commitments to social change and their postgraduate plans. It was strategic that students develop these questions prior to the event so that they were well thought out and related directly to their research projects in individual courses, and they vetted their questions with us and with the class. The pivotal moment of the evening was with one of their colleagues at the university. An activist and student named Bilphena Yahwon had been part of #OccupyTowson and urged attendees to both understand "intersectionality and oppression on different levels" and to "make academics accessible and relatable to people and communities" (Yahwon 2016). Her message: be an ally to these urban, social movements by working to support the activists on your own campus. And, if you have friends that are unaware of issues around race, class and what is happening in Baltimore, educate them first as an ally. While we would like to think we garner respect from our students in our classrooms, we know that hearing from one of their colleagues and witnessing her concerted efforts to unite her studies, activism and identity was highly impactful. By far, this moment, where the students heard from their own, provided the epiphany where they were able to realize that they too could embody and enhance the activism they were witnessing all around them both in the city and on campus.

Outcomes

We have documented student-level, program-level and university-level outcomes from our program. The most striking outcomes have been with our students, who have modeled the work of community activists within the scope of their own activism and career aspirations. We have witnessed students engage activism on campus and in the city as well as developing thesis and independent study projects ranging from analyses of lead-paint poisoning in Baltimore to engaged work with local high school students on other issues of environmental justice. Simultaneously, we were fortunate enough to have an editor for the student newspaper as one of our majors who also wrote an article after the tour to highlight what students were able to garner from the experience. Students from the collective courses have also gone on to create a student activist group (that emphasizes the linking of allies to the #OccupyTowson and #BlackLivesMatter groups on campus) called W.A.R.S. (White Allies for Radical Solidarity). This latter development provides a space of pragmatic solidarity and diversity to be enhanced

among student groups interested in these topics and combining their research endeavors with activism.

We have taken lessons learned from the thematic to create a renewed emphasis on curricular reform that focuses on topics of race and the urban for Towson University's 'metropolitan' core category. Faculty have also become involved with a larger faculty/student/staff/administration group on campus formed around social justice initiatives broadly. This social justice "collective" has allowed us to plan larger initiatives, including a planned cooperative project around environmental justice (see below) that will span the university. The collective has also allowed us to begin to formulate larger, curricular transformations that build in engagements with community activists to the courses we offer our students.

On the community side, the project has generated considerable good will with concrete consequences. Universities in Baltimore have (fairly or not) often been accused of swooping down on neighborhoods for abbreviated "performances" of civic engagement without follow-through: photos may appear on websites and in alumni magazines, but projects are not sustained, and relationships may rarely outlast the tenure of the staff in charge of civic engagement initiatives. But our approach is much more humble: we come to learn and to support the work communities are already doing. We have sustained our involvement in communities through additional programs, through grant writing and through supporting young people in communities through the college application process. We believe that initiatives like this build a different image of our university as a place where people try to help each other learn rather than a place where learning is dispensed.

Finally, we have been quite pleased to see university administrators formulate high-level goals, which are usually expressed as outcomes of programs that are either still in process or, more frequently, that have not yet been implemented. All entities are making a concerted effort to meet our students where they are and also guide them toward an orientation that sees the community driving and influencing the types of engagement that occurs from the university writ large. They have been generous with funding for next year, and have, moreover, worked towards structuring more permanent relationships with community activists through a variety of MOUs (Memoranda of Understanding).

The Next Project

In the wake of last year's successes, we met over the summer with staff and administration to plan for this year. During Spring of 2017, we will again tie together different courses around common themes, experiences and engagements with Baltimore communities and activists, this time around the theme of environmental justice. With even more support from staff and administration, we are expanding to 10 faculty across 7 departments including the arts, sciences, health and the liberal arts. In order to accommodate larger numbers of students and their different schedules, we will have 3 tours spread out over 2 weeks, with a large briefing session before and a series of de-briefs afterwards. This will be the largest effort at our university (that we know of) to bring together students, faculty and staff around a common civic engagement theme.

Whatever happens, we will strive to sustain this student and faculty-driven engagement at our university, cognizant that it will no doubt change with shifts in staff and institutional priority.

Conclusion

This thematic experiment also provides us an opportunity to reflect on the notion of engagement by our university (and what model may be best for other universities) to create these opportunities for students, faculty and those they desire to work with collaboratively. Like many of the institutions that subscribe to this journal, Towson University is a member of the Coalition of Metropolitan and Urban Universities. Also, like many institutions near or in urban spaces nationally, Towson University underwent the Carnegie classification process several years ago to be classified as a 'Metropolitan University'. The metropolitan university has since been eliminated from the Carnegie classification model and an 'Elective Community Engagement Classification' has been created. Towson University is currently one of the institutions that has gone through the process to be classified in this fashion as of 2015. In following the guidelines for this classification strata, Towson has made a commitment to fulfill the following mandate:

> "Community engagement describes collaboration between institutions of higher education and their larger communities (local, regional/state, national, global) for the mutually beneficial exchange of knowledge and resources in a context of partnership and reciprocity. The purpose of community engagement is the partnership of college and university knowledge and resources with those of the public and private sectors to enrich scholarship, research, and creative activity; enhance curriculum, teaching and learning; prepare educated, engaged citizens; strengthen democratic values and civic responsibility; address critical societal issues; and contribute to the public good." (http://nerche.org/index.php?option=com_content&view=article&id=341&Itemid=618)

While Towson has a strong civic engagement and student volunteer mechanism, the university is continually striving to model curriculum that fulfills the entirety of this mandate, particularly in the attempt to connect 'research' and 'civic' responsibility. The model that has been developed in this thematic experiment links faculty research, scholarship, curriculum and civic responsibility. What it also offers is a means to 'address critical societal issues' in a timely manner, while simultaneously creating a process for all of these factors to be driven by the community and students, more so than faculty. This reversal of the traditional process creates a different mode of agency where the guiding force is the community and students more so than the faculty and university. This provides an opening for a more enhanced mode of research based community engagement that might provide a space for volunteerism and civic engagement but goes much further. It demonstrates that there is also a space for much-needed advocacy on the part of the university, to stand alongside our community collaborators in a space of empathy that confronts dynamics of power. We believe this is a model for a reversal of the usual process of civic and community partnership.

We offer the following guidelines for the possible implementation of similar projects amongst our colleagues:

1. We need to emphasize that the city and the university are intimately inter-related, that what happens in cities is simultaneously happening on your university, and that what we do on campus can—and should—address the problems of the urban milieu.
2. Faculty bear the responsibility of linking together the agendas of our institution with those of our students. Sometimes these agendas can diverge, but sometimes faculty can help to facilitate agreement.
3. Faculty also need to step outside of their departments to enjoin not only other faculty, but staff and administration. Doing so means inevitable shifts in the tenor of the original program, but also means that this will be a university effort with a strong interdisciplinary orientation.
4. Networking between communities and universities can generate powerful educational experiences that can act as both opportunities and models for student involvement.
5. Learning is more powerful when it's compounded across both courses and the college experience. Students learn by through integrated systems of practice.

Acknowledgements

These curricular experiments were supported at every level of our university, but we would like to give special thanks to Towson University's Center for Student Diversity, the Office of the Provost, the Office of Student Engagement, the College of Liberal Arts and the Department of Sociology, Anthropology and Criminal Justice. Thanks also to our community partners in Baltimore, and to Towson University Marketing and Communications for documenting our journey in photographs.

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Creating a University Driven "Ingepreneurial" Ecosystem in West Baltimore: A Strategy for Rust Belt Revitalization

Ronald C. Williams, Ph.D., and Elgin L. Klugh, Ph.D.

Abstract

The legacy of deindustrialization and associated underemployment continues to plague many former industrial communities. In these spaces, universities serve as anchors providing gateways for individual economic empowerment, and as 'brain centers' charged with generating solutions for societal problems. This paper explores the development of The Center for Strategic Ingepreneurship (CSI) at Coppin State University in Baltimore, Maryland. Strategic Ingepreneurship is seen here as a practical, innovative, solution-based approach to address under-performing job creation. The Center will serve as a university-based entity to facilitate the development and dissemination of ingepreneurial knowledge and skills through research, teaching, and practice.

Keywords

Entrepreneurship; anchor institution; socioeconomic trajectory; community engagement; deindustrialization

"There are risks and costs to action. But they are far less than the long-range risks of comfortable inaction" (John F. Kennedy, n.d.)

Introduction

Like many former industrial hubs, Baltimore City's current landscape includes communities suffering the effects of disinvestment, joblessness, poverty, crime, and an aging housing stock. These issues are particularly manifest in predominantly African American neighborhoods, where they are compounded by a history of discrimination and lower economic resiliency. Concurrently, portions of Baltimore City are thriving as the city continues to court businesses, develop its downtown tourist industry, and emerge as a "technology hub" drawing highly educated and highly skilled workers seeking to live in the city.

The familiar result is a gentrification that creates invisible, slowly expanding lines separating domains of urban, young, metropolitan, multicultural but mostly white professionals, and predominantly African American, indigenous enclaves largely disconnected and disenfranchised from economic growth. In fact, the two worlds exist in such proximity that many have the common Baltimore experience of turning a corner or traveling one block and feeling as if they have entered a different world.

The 2015 Baltimore uprising drew much attention to economic disparities, specifically within the context of West Baltimore. Subsequently, researchers and granting agencies increased efforts to address the range of complex social problems negatively impacting the city's poorest communities. Coppin State University (CSU) is among those entities striving to improve conditions in the community. This paper presents the CSU Center for Strategic Ingepreneurship as a strategy leveraging existing programs to address the complex social problem of underperforming job creation. Ingepreneurship—the act of infusing ingenuity into an entrepreneurship and business development process—refers to the formative structural and educational environment that nurtures successful entrepreneurship activities for those starting from positions of poverty and deprivation. This center will serve as the core of a job creating, ingepreneurial ecosystem, composed of a wide array of stakeholders committed to improving socioeconomic trajectories of West Baltimore residents.

Although economic and social measures illustrate a portrait of severe poverty, direct observation exposes the existence of an unregulated, entrepreneurial subculture that can be nurtured, legitimized, and augmented to enable job creation. The existence of an ingepreneurial ecosystem, sustained by long term, mutually aligned, centrally coordinated relationships between academia, corporations, public sector agencies, funders, mentors, and support services, will provide a venue for aspiring ingepreneurs interested in changing current socioeconomic characteristics of West Baltimore.

West Baltimore

Urban scholars have long studied the damaging effects of the shift from manufacturing to administrative and service employment in American cities (Kasarda 1989, 1992;, Wilson 1987, 1996). Cities, like Baltimore, that experienced tremendous population growth as mid-twentieth century manufacturing powerhouses, lost many of the jobs that attracted and sustained working class families. As a result, residents, who once knew industrial employment as a clear pathway to a middle-class standard of living, now lead the state in such indicators as overall poverty, child poverty, senior poverty, individuals living below 200 percent of the poverty line, residents receiving temporary cash assistance, children receiving temporary cash assistance, percentage of the population participating in food supplement programs, and the percentage of children who participate in the Free and Reduced Price Meals program (MD Alliance of the Poor, 2014).

Data specific to the two communities adjacent to Coppin State University (the Greater Rosemont and Greater Mondawmin Communities) reflect the realities of the city at large. Of concern are the high numbers of children growing up in poverty, the high number of vacant and abandoned properties, the high unemployment rate, and the significant rate of juvenile arrests for violent offenses. The primary problem is the shortage of that which facilitates socioeconomic mobility: high performing public schools and jobs.

(Table 1)

Poverty Indicators of Greater Rosemont and Greater Mondawmin Neighborhoods

Indicator	Greater Rosemont	Greater Mondawmin
% African American	96.6	96.2
Median household income	30,865	38,655
% Households below poverty line	21.7	14.6
% Children below poverty line	43.1	30.5
% Vacant properties	16.3	12.0
Juvenile arrests for violent offenses per 1,000 residents	21.6	22.0
Unemployment rate	22.2	20.6
High School completion rate	79.0	88.4

(Baltimore Neighborhood Indicators Alliance, http://bniajfi.org)

As part of the Equality of Opportunity Project, Chetty, Hendren, Kline, & Saez (2014) explore factors correlated with intergenerational mobility. Specifically, they find that "[h]igh mobility areas have (1) less residential segregation, (2) less income inequality, (3) better primary schools, (4) greater social capital, and (5) greater family stability" (p. 1). Given the statistical characteristics cited in Table 1, it may not be surprising that, when calculating the percentage gain/losses of adulthood earnings for children in low-income families relative to growing up in an average place, Baltimore City ranks at the bottom of the list of one hundred (100). More specifically, for "children growing up in families at the 25th percentile of the national income distribution" each additional year in Baltimore City appears to have a -0.86% impact on adulthood earnings (Chetty & Hendren, 2015). This is particularly relevant for communities immediate to CSU wherein high numbers of children are growing up beneath the poverty line.

Concentrated disadvantage experienced by West Baltimore residents can be quantified on the neighborhood level in many ways (i.e. intergenerational mobility, levels of unemployment, availability of healthy food options, number of liquor stores, crime rates, or housing values). Due to its direct impact on quality of life in the community, and the availability of data, crime has been a central focus of such discussions. Criminological literature presents empirical support of the relation between concentrated disadvantage and crime (Krivo and Peterson 2000; M. R. Lee and Ousey 2005; Parker 2004; Parker and McCall 1999). In her research, however, Karen Parker (2015) explores issues of concentrated disadvantage and crime by investigating the correlation between African American entrepreneurship and youth violence.

Parker (2015, p. 21) reports:

> [W]e find that the presence of Black business was a significant predictor of the change in Black youth violence between 1990 and 2000, but the growth in Black firms with paid employees did not significantly contribute to the change in youth violence over time. Thus, we find additional support in our temporal models that actual employment appears less significant to Black youth violence than the cultural component that comes with the growing presence of Black-owned

> businesses in U.S. cities. That is, Black businesses serve an important function as role models and source of mainstream culture to urban youth in the community.

These findings indicate that a simple numerical increase in the number of jobs does not automatically cause a decrease in youth violence. Rather, shifts in the cultural environment engendered by the presence of African American-owned businesses proved to have tangible and intangible benefits that should be further explored.

Parker's findings concerning the impact of African American-owned businesses is highly relevant to West Baltimore. Prior to integration, West Baltimore was renowned as a business and cultural mecca for African Americans. Unfortunately, the advent of integration occurred as deindustrialization was actively eliminating the blue-collar jobs that sustained local businesses. Collectively, these forces dispersed and economically depressed a once captive population, greatly contributing to the current situation wherein low levels of African American business ownership are correlated with high levels of youth violence.

West Baltimore residents seeking to finance business ventures have historically faced challenges in obtaining institutional support. During segregation, formal institutional lending was largely unavailable to the African American entrepreneur. This created a tenuous situation for business owners, resulting in higher rates of failure. At that time, in lieu of, or in addition to, personal and family capital, the West Baltimore resident with an idea could turn to the likes of William Adams (a.k.a. Little Willie), the head of a local numbers running operation. He generously supported entrepreneurs, due to his desire for a stronger and more economically resilient African American community (Cheshire 2016, p. 93). Today, institutional lending is much more available; however, individuals starting from positions of poverty still face structural barriers that result in an over-dependence on personal capital and a weakened resiliency.

Discussing the current state of African American business owners, Parker (2015, p. 23) writes:

> These business owners are largely dependent on their own personal or family capital for start-up funds, where their access to external capital relative to non-minority-owned businesses is significantly limited (Bates 1993; Boyd 1991; Butler 1991). This often leads to higher rates of failure among minority-owned businesses, which will only continue to fail at higher rates without greater institutional support. Understanding this reality and the racial discrimination that shape it are critical to overcoming this structural barrier. Furthermore, in more practical terms, providing assistance to minority-owned businesses, such as technical training, information on how to seek out loans, programs on how to run a business, developing accounts, and building assets, could reduce barriers faced by minorities when seeking financial capital or start-up funds (see also Robb & Fairlie 2009).

Parker's suggestions for reducing structural barriers to African American entrepreneurship are in-line with the vision and goals of the Center for Strategic Ingepreneurship. Additionally, the potential positive impacts for the community would add to Coppin State University's efforts to effect quality of life improvements for residents of West Baltimore communities.

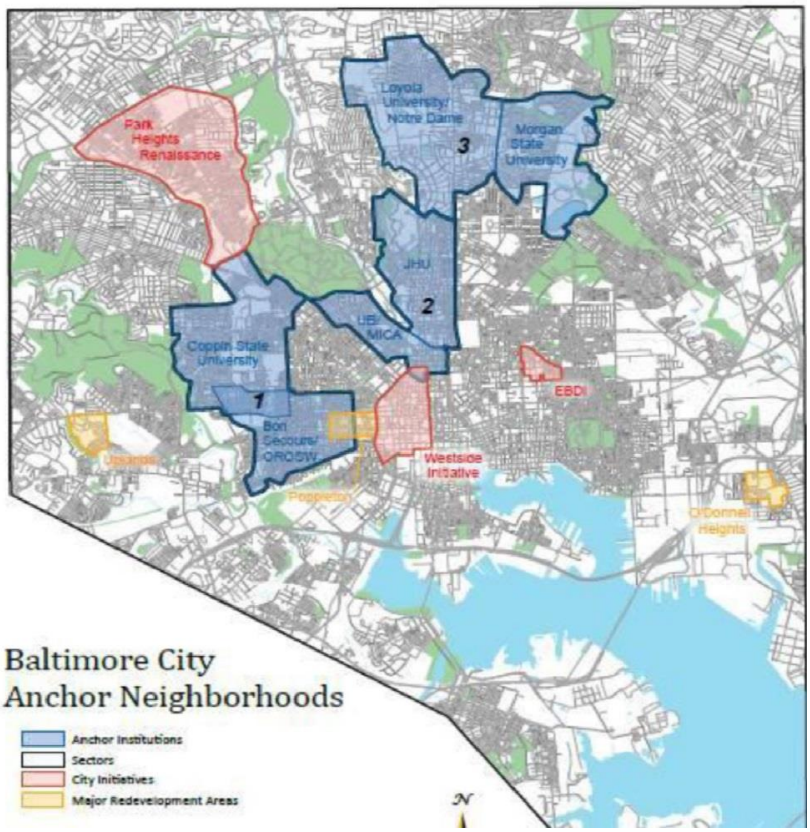
Coppin State University as a West Baltimore Community Anchor

Coppin State University has a strong history of service to the West Baltimore community. From its early twentieth century beginnings as a training academy for African American teachers, to its present status as a comprehensive university with a variety of undergraduate and graduate program offerings, the institution has prioritized community engagement and service.

Like many urban universities, a stated commitment to community engagement is weaved into CSU's mission statement and institutional objectives. The mission statement proclaims CSU as an anchor institution "committed to community engagement" (CSU Mission Statement, n.d., para. 2). In June 2014, the City of Baltimore formally acknowledged CSU's role as a community anchor in *The Baltimore City Anchor Plan: A Community and Economic Development Strategy*. CSU was also recognized by the United States Department of Housing and Urban Development (HUD) as a leading HBCU demonstrating best practices "in implementing community and economic development activities in low-wealth communities in the same year (https://www.huduser.gov/register/hbcu_anchors.html).

(Figure 1)

City of Baltimore 2014, p. 4



A major community engagement initiative has been the CSU Urban Education Corridor. The goal of the corridor is to create a pipeline of educational opportunity that can potentially support students from preschool through the doctoral degree. To this end, CSU operates a preschool on campus, maintains a partnership with Rosemont Elementary/Middle School, and operates the Coppin Academy High School on the CSU campus. Reportedly, Rosemont Elementary/Middle is now "one of the highest achieving schools in the State of Maryland," and Coppin Academy "is the highest achieving non-selection high school in the City of Baltimore" (http://www.coppin.edu/schoolofeducation/uec). Other community engagement efforts include collaboration with the Coppin Heights Community Development Corporation (Rodwell & Klugh, 2014), partnerships with local healthcare agencies, and a host of other activities coordinated and performed by CSU employees and students as representatives of the university.

Through various initiatives, CSU strives to be an institution that integrates community engagement efforts in its operations in a way that develops human capital in the surrounding community. This is particularly important in a community wherein concentrated disadvantage prevents so many individuals from financial and educational achievement. From the perspective of institutional competitiveness, CSU's community engagement efforts also work to mitigate an unfavorable environment that could serve as a detriment in recruiting students, staff and faculty.

CSU currently enrolls a student population close to three thousand. This population is over eighty percent (80%) African American, almost fifty-percent (50%) residents of Baltimore City, and largely in need of financial assistance (Coppin State University 2013 – 2020 Strategic Plan, p.8). Geographically, CSU sits within a financially challenged community that is over ninety-percent (90%) African American. However, a synergistic relationship between the university and the community cannot be taken for granted; although there are significant grounds for racial and economic solidarity (Klugh, 2016). As such, CSU strives to actualize Gavazzi's (2015) definition for a "harmonious type" town–gown relationship, "defined by the relatively high amount of activity that is directed toward the pursuit of goals that are of shared benefit to the campus and community" (p. 149).

The university's slogan, "*Nurturing Potential, Transforming Lives*," speaks to the critical function that the university performs in uplifting the knowledge, skills, and abilities of its students, several of whom come from Baltimore's poorest communities. Given its location, student population, and existing community engagement efforts, CSU is well-positioned to advance an ingepreneurial ecosystem. Existing K-12 education and community partnerships provide avenues to involve West Baltimore residents within a broader network inclusive of business and public sector resources, academia, and other support services that, together, can cultivate cohorts of aspiring ingepreneurs. On the individual level, opportunities for financial education and economic empowerment will greatly improve socioeconomic trajectories. On the community level, cultivating a critical mass of aspiring ingepreneurs can potentially deconcentrate disadvantage and affect cultural shifts to improve attitudes, perception, and overall quality of life in the community.

A Case for a Diverse "Ingepreneurial" Ecosystem

Ingenuity is the ability to approach rapidly evolving complexities in unique ways while producing marketable products and services. The emphasis is on encouraging freedom of thought and process with a goal of achieving marketability. The solution to the under-performing job creation and education systems depends on the development of a system of strategic "ingepreneurship." Ingepreneurship, a term coined by Ronald C. Williams, is the act of infusing ingenuity into an entrepreneurship and business development process. While 20th century theorist such as Joseph Schumpeter, Carl Menger, Ludwig von Mises and others were advocates of innovation in creating new industries, the concept of ingepreneurship is informed by their work and calls for an even greater emphasis on structural opportunities that foster ingenuity. Structural opportunities are evident in the need for "wraparound" support that facilitates vibrant innovation. Wraparound has been defined as "an intensive, holistic method of engaging with individuals with complex needs (most typically children, youth, and their families) so that they can live in their homes and communities and realize their hopes and dreams." (Regional Research Institute, School of Social Work, Portland State University, 2017) The traditional processes of entrepreneurship and business development involve a progression from opportunity recognition to exit or expansion (Table 2). However, these clearly defined steps fail to address the complex social needs of many who are attempting to navigate the road to successful entrepreneurship from positions of extreme poverty or socioeconomic deprivation.

Opportunity for engagement is key in the process of building a robust ingepreneurial ecosystem. Engagement should begin early in the educational process and reach into all segments of the community. Relationships with a variety of institutions within the community are also essential. Families, religious institutions, financial institutions, community organizations, and businesses are necessary to build an environment that will nurture the potential of emerging ingepreneurs.

Stages of Entrepreneurship and Business Development (Table 2)
• Idea or Opportunity Recognition
• Planning
• Resource Identification
• Launch
• Growth
• Adaptation and Opportunity Exploration
• Exit or Expansion

(Entrepreneurial Life Cycle, 2015)

It is important to note that all ingepreneurs are entrepreneurs, but not all entrepreneurs are ingepreneurs. Ingepreneurs engage in the activities that define them as entrepreneurs; but the primary difference in their activities is related to the extent to which inventiveness is encouraged, valued, and expected while building environmental supports to address issues such as housing, healthcare, personal finance, and hunger as quality of life concerns. Ingepreneurs are naturally excited about the creative process, and the creative process is meant to be a collaborative

process. Ingepreneurs also understand that new businesses are birthed and ultimately grow in climates of unrestricted creativity. Therefore, an ingepreneur is:

> a person who engages in entrepreneurial activity with an emphasis on the innovative aspects of enterprise development while infusing creativity into every phase of the entrepreneurial, business development process. Ingepreneurs demonstrate a concern for influencing the socioeconomic trajectory of members of a select geographic or demographic community.

Strategic ingepreneurship integrates entrepreneurship and ingepreneurship through a process of educational and practical experiences. The experiences utilize a collaborative process of "playful ingenuity" (Hewing, 2014). This type of free-wielding, collaborative engagement is integrated into each stage in the entrepreneurial process to encourage exploration of a broad range of options for providing products and services to consumers. The process turns playful ingenuity into purposeful practices for entrepreneurial profit.

Ingepreneurial socialization is one of the objectives of strategic ingepreneurship. Strategic ingepreneurship is most valuable in the context of deep socioeconomic disadvantages. It is the process by which members of impoverished communities become proficient in methods of socioeconomic advancement generated by personal ingenuity. Moving members of economically depressed communities from unregistered to registered economic opportunities will require significant cultural training, education, and development. Members of such communities have often lacked exposure to opportunities that would provide knowledge of the fundamentals of business start-up and growth. Therefore, the successful model for strategic ingepreneurship will include three basic elements:

- Socioeconomic Trajectory
- Entrepreneurship
- Playful Ingenuity

It is also important to recognize the necessity for diversity in developing ingepreneurial systems. Diversity does not only occur by way of inclusion of all stakeholders within an urban community. For the purposes of this introduction to ingepreneurial systems, it is important to bring attention to the value of familiarizing those in urban areas with the socioeconomic realities of those in rural areas (Myers, 2001). Those in urban areas will benefit by knowing that socioeconomic disparities resulting from de-industrialization are not just urban issues. Those in rural areas will benefit by becoming familiar with the elements of urban economic realities. The inter-regional ingepreneurial exchange will assist in changing perspectives and broadening views of socioeconomic deprivation. The centralized location of Baltimore provides opportunities to exchange and interact with rural communities that share socioeconomic commonalities with urban communities. The differentiating factors in many cases are limited to the concentration of African Americans in urban communities and the concentration of non-African Americans in

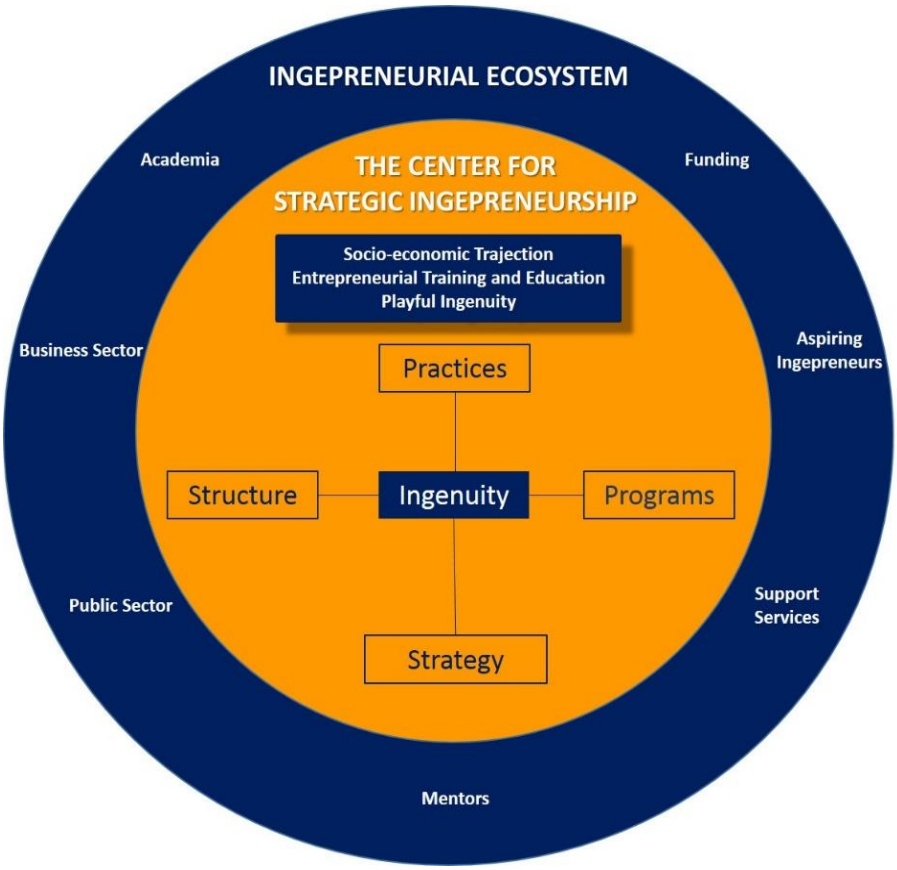
rural communities. The factors that have led to the conditions and the consequences are often the same.

The Center for Strategic Ingepreneurship (CSI)

CSU currently delivers many programs involving community engagement and development. Improving the delivery of the programs and solidifying the CSU's position as the nucleus of a university-based innovation hub requires the implementation of a structural framework in which these existing programs reside and are presented to the community. The Center for Strategic Ingepreneurship (CSI) will serve as a university-based entity that will facilitate the development and dissemination of ingepreneurial knowledge and skills through research, teaching, and practice. Serving as the nucleus of ingepreneurial activities across the campus of Coppin State University, the center will increase the understanding of ingepreneurial activity in urban settings, while using the modified entrepreneurial concept as its framework. CSI will certainly share some commonalities with university-based entrepreneurship centers, particularly those in urban, de-industrialized areas. However, the uniqueness in the CSI's mission is consistent with the distinct identity of Coppin State University and the environmental realities of West Baltimore. The University's "Institutional Identity Statement" describes the school as "a Historically Black Institution (HBI) within the University System of Maryland that prepares students with the mission of meeting the challenges associated with urban communities" (CSU Mission Statement, 2015). The center's primary target population includes members of the West Baltimore community, Baltimore City Public School System students, graduates of Baltimore City and Baltimore County Public School Systems, and Coppin State University students and stakeholders. The organic framework represented in the ingepreneurial ecosystem will enable CSI to assist in preparing constituents to return to their communities as socioeconomic change agents by infusing the community with knowledgeable and skillful job creators and innovators who are familiar with its unique challenges.

(Figure 2)

Ingepreneurial Ecosystem



As the nucleus of ingepreneurship initiatives across campus, the CSI will provide direction across disciplines and advocate for multi-disciplinary approaches to business development. Coppin State University provides a diverse array of academic programs in business, healthcare, science, technology, social science, art, and humanities that are conducive to interdisciplinary

Proposed Strategic Ingepreneurship Programmatic Emphasis (Table 3)
Social Trajectory
• Banking Services
• Understanding Credit
• Basics of Investing
• Home Ownership
• Community Engagement
• Educational Options
• Career Development
Entrepreneurship
• Business Plan Competitions
• Certificate Programs (Youth, Academic Community, Business Community)
• Pipeline Programs (K through 12)
• Incubator Program
• Start Up Conference
• Summer Ingepreneurship Academies
• Exchange Programs (Urban Rural Initiative)
• Pitch Competitions
• Executive Certificate Programs
• Speaker Series
• CSI Alumni
• Technological Ingepreneurship
• Collaborative Research
• Publications
• Workforce Development Initiative
• Internships
• Annual Conference
Playful Ingenuity
• Play 2 Profit Forums
• Collaboration in the Clouds

approaches to ingepreneurial development. The multi-disciplinary approach will provide opportunities that transcend industries and infuse ingenuity into all areas of interest.

One of the barriers to ingepreneurship is the individual organizations' lack of sufficient resources to provide wraparound support, entrepreneurship education, and space availability. Comprehensive ingepreneurial development requires community collaboration. Organizations that provide "participative spaces" (Davies et al.) for emerging ingepreneurs are one of the greatest contributors to the development the ingepreneurial ecosystem. Open Works Baltimore is one example of a provider of participative space and collaboration. Open Works is a makerspace that provides affordable membership access to a plethora of tools, technology, workshops, and expert staff (http://openworksbmore.com). Open Works and Coppin State University entered into an unprecedented agreement in 2016 making Coppin the first public HBCU to have a formal agreement providing: (1) opportunities for students to interact with and mentor young people in the context of "playful learning and informal exploration," learn about basic business administration, and learn about emerging maker business sectors, (2) opportunities for faculty to engage in research and externships related to the role of makerspaces in the business context of Baltimore City, and (3) space for the CSI DataWorks Baltimore program. (Eichensehr, 2016) Open Works is ingepreneurial by virtue of its focus on community engagement and access, its instruction in entrepreneurship, and its provision of space for innovation.

The CSI will also facilitate the success of aspiring ingepreneurs by serving as a catalyst within the regional ingepreneurial ecosystem. The regional ecosystem includes all entities that have an

interest in business development. In addition to organizations such as Open Works, stakeholders may include government, schools, other universities, private sector businesses, non-profit organizations, investors, banks, financial institutions, entrepreneurs, community organizations, and students. A July 2010 article in the *Harvard Business Review* by Daniel Isenburg (2010) titled, "How to Start an Entrepreneurial Revolution," proposes that "entrepreneurs are most successful when they have access to the human, financial and professional resources they need, and operate in an environment in which government policies encourage and safeguard entrepreneurs." This is essentially the climate the CSI will foster for emerging ingepreneurs.

A healthy and productive ingepreneurial environment requires an innovation hub for stakeholders engaging in activities who will promote business development and growth. The ingepreneurship center will be a hub in communities that often lack the vital elements for economic growth. Entities that are not routinely attracted to urban communities with economic indicators well below regional averages will be more likely to coalesce around the activities of an established center associated with an academic institution. The result is a platform for collaboration among institutions within the ingepreneurship ecosystem. The potential for collaboration helps minimize risks and assure organizations that institutional support and engagement will be sufficient for sustained growth.

The structure of the CSI programs will be aligned with the three main components of ingepreneurship: social trajectory, entrepreneurship, and playful ingenuity. One programmatic emphasis includes life skills training that will enable participants to manage personal affairs in a way that will facilitate financial well-being and advancement. There will also be an emphasis on learning and understanding corporate culture.

Experiences that develop entrepreneurial knowledge and skills will be offered in several formats with an emphasis on infusing inventiveness and innovation into all learning activities (Table 3). It is important to utilize sound instructional design practices that are compliant with proven pedagogical and andragogic conventions, such as the Revised Bloom's Taxonomy, to ensure that learning is taking place, while employing creative and project-based learning models to encourage innovation by participants.

Regardless of whether the format is workshops, conferences, or research projects, all activities will include assessment and outcomes-based data on the performance of the CSI and its learning community. The "Play 2 Profit" forums and use of collaborative software will also provide space in which participants are able to collaborate and engage in practical experiences that encourage creativity. Playful ingenuity is a primary catalyst for ingepreneurial effectiveness.

Assessing Ingepreneurial Transformation

A March 2015 Kaufman Foundation report titled "Measuring an Entrepreneurial Ecosystem" by Dane Stangler and Jordan Bell-Masterson identifies four indicators, each with three measures, by which ecological assessments of entrepreneurial activities can be achieved (Table 4), including

current programs that are associated with each of the Kaufman measures. The measures may also have implications for determining return on investment within an ingepreneurial ecosystem.

Table 4
CSU Ingepreneurship Activities by Kaufman Measure

Indicator	Measure	Possible Sources	Current CSU Activities
DENSITY	New and young firms per 1,000 people	Census Bureau, Business Dynamics Statistics (BDS)	Data Works @ Open Works Program (Business Intelligence Data Program) Business Innovation Showcase Entrepreneurship Certificate Program Economic Inclusion Conference at Coppin (EICAC)
	Share of employment in new and young firms	Census Bureau, BDS	
	Sector density, especially high tech	National Establishment Time Series (NETS)	
FLUIDITY	Population flux	Internal Revenue Service	Homeownership Workshops Economic Inclusion Conference at Coppin (EICAC) Community Walking Labs
	Labor market reallocation	Quarterly Workforce Indicators (QWI)	
	High-growth firms	Inc. 5000 and NETS	
CONNECTIVITY	Program connectivity	Under development	Economic Inclusion Conference at Coppin (EICAC) Times Community Services Inc. Speaker Series
	Spinoff rate	Possibly: CrunchBase; LinkedIn	
	Dealmaker networks	Private databases, including Capital IQ	
DIVERSITY	Multiple economic specializations	Quarterly Census of Employment and Wages (QCEW)	Economic Inclusion Conference at Coppin (EICAC) Global Entrepreneurship Week Activities
	Mobility	Equality of Opportunity project	
	Immigrants	American Community Survey (ACS)	

The current CSU activities that directly influence the Kaufman measure are programs such as the: (1) Data Works Program at Open Works (recently granted $25,00 from a major financial institution), (2) Certificate in Entrepreneurship, (3) Economic Inclusion Conference at Coppin (EICAC), (4) Global Entrepreneurship Week, (5) Community Walking Labs, (6) Business Innovation Showcase, (7)Volunteer Income Tax Assistance Program (VITA), and (8) CSU Fuel/Renew Youth Ingepreneurship Proposal. This is not an exhaustive list of CSU programs, but represents those that more directly influence the ingepreneurial ecosystem and contribute to the indicators defined by the Kaufman Foundation.

The current density of the West Baltimore community in which Coppin is located provides an indication of the current state of the entrepreneurial ecosystem and a baseline for future progress toward development of ingepreneurs. There are only two businesses in the 21216 postal code that employ between 100 and 249 employees. Sixty-five percent of the employers employ between one and four employees. The average annual payroll of all businesses within the postal code is $34,519.00 (US Department of Commerce, 2012). Incubation and business development through the CSI will help to increase the commercial activity in the community and ultimately improve all indicators. Measureable outcomes are better assessed when baseline data is readily available.

One of the indicators of entrepreneurial ecosystem vibrancy is “fluidity,” which refers to the inflow and outflow of workers and entrepreneurs within a geographic region (Bell-Masterson, 2015). It should be noted that the overall decline of the Baltimore population would generally suggests that the outflow of population has far exceeded the inflow. Recent census data reveals a slight decline in population (The road to 10,000 families, 2015). Entrepreneurial activity helps to balance fluidity by facilitating a cycling of the population that is reflective of fluidity, i.e. new and emerging job opportunities that strengthen the healthy expansion of the ecosystem’s capacity and yield.

The measure of connectivity is critical in determining the well-being of the ecosystem. The Kaufman report suggests that “programs, companies, and individuals, and the connectivity between them is another gauge of entrepreneurial vibrancy” (Bell-Masterson, 2015). This presents a tremendous challenge in terms of business partners that are physically located in certain urban neighborhoods like Coppin’s. It is important that the connections expand beyond the immediate geographic area. While governmental and corporate partners may not have facilities within close proximity of the University, it is important to extend connections, even if they are at times virtual. Coppin has a demonstrated history with virtual lectures involving industry leaders from around the country.

Diversity of ethnicity, nationality, and industry are just a few indicators that will assist in creating entrepreneurial and ingepreneurial vibrancy. The greatest contributor to diversity is quality of programs. Participants of all backgrounds are attracted to quality that is differentiated from the established norm. The ingepreneurship model is designed to accomplish that goal of excellence in the context of differentiation. The uniqueness of the Coppin State University, its community, and the symbolic value of the “oasis” motif occupied by Coppin sets the university apart. Its institutional uniqueness and legacy contributed to its selection as an anchor institution

by the Mayor's Office, Baltimore City Anchor Plan. "The Baltimore City Anchor Plan calls on city agencies and local institutions to discuss how they can share goals and resources to address public safety, business and the quality of life in the city" (Green, 2014).

Conclusion

We are at a pivotal juncture in the social and economic evolution of our nation, particularly regarding the shift from an industrial economy to a techno-informational, service economy. The development and appropriation of labor has not followed the demand. While many economists make assertions about the driving forces (i.e. technology, globalization, the waning influence of unions, etc.), the result is that the bottom 90% of the population have experienced decline in real income since the 1970s (Kruggman, 2004). This reality is evident in large segments of the population that have not retrained or migrated to meet new workforce demands, particularly in urban areas where manufacturing employment and educational opportunities were plentiful and provided pathways to higher standards of living. Another aspect of this reality is the similarity between the economic disparities in urban areas and rural areas such as Baltimore and the Appalachian region.

The case for strategically building ingepreneurial ecosystems has never been more evident. Those who are well-prepared to fuel an economic resurgence through small business development and growth must be deployed in the economy with the same avidity as educators during the first half of the 20th century. It is this national call to action that will help transform the existing educational infrastructure, entrepreneurial spirit, and sense of community pride into a new system of socioeconomic advancement and prosperity.

Locating the Center for Strategic Ingepreneurship in the heart of the West Baltimore community provides a model that may be replicated in other urban centers. This model presents a unique, comprehensive approach for improving the economies of the areas most devastated by shift away from manufacturing jobs and by the slow pace with which real solutions are emerging. The benefits include, but are not limited to:

1. Restoring the socioeconomic legacy of a growing middle class;
2. Building institutional collaboration between business, academia, and other community stakeholders;
3. Establishing proactive approaches to systemic socioeconomic issues;
4. Developing a new inter-regional model for ingepreneurial development;
5. Leveraging the intellectual credibility of universities that have longstanding and trusted relationships in minority communities;
6. Forming models of assessment that address the uniqueness of struggling communities and commonalities between communities that are not usually compared.

At CSU, current programming includes the CSI Data Works Program at Open Works, the Certificate in Entrepreneurship, the Economic Inclusion Conference at Coppin (EICAC), the Global Entrepreneurship Week activities, the Volunteer Income Tax Assistance Program

(VITA), the Community Walking Labs for developing West Baltimore business intelligence, the Student Business Innovation Showcase, and the CSU Fuel/Renew Youth Ingepreneurship Proposal. Additional programs are also in the conceptual stage. These program, and our community goodwill established by the 117-year institutional legacy, will enable CSU to continue its contribution to effective community engagement.

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