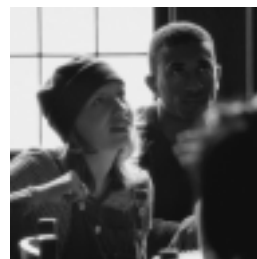

RETURNING TO OUR ROOTS

*Executive Summaries
of the Reports of
the Kellogg Commission
on the Future of State and
Land-Grant Universities*



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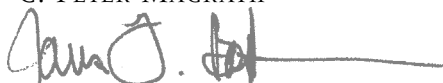

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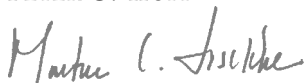

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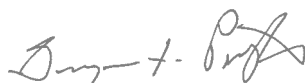

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PREFACE



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

The Foundation, although already funding several major institutional-change initiatives, responded to this request promptly and generously. It agreed to support a multi-year national commission to rethink the role of public higher education in the United States and to lend its name to the effort. The first meeting of the Kellogg Commission on the Future of State and Land-Grant Universities was held in January 1996. The final meeting was held in March 2000.

During the four plus years of its existence, the Commission produced six reports to aid universities in bringing about needed change on their campuses. The first five reports addressed campus issues and called for public universities to join the Commission in “returning to our roots,” becoming once more the transformational institutions they were intended to be. The reports focused on the student experience, student access, the engaged institution, a learning society, and campus culture. The sixth report called for a renewal of the covenant, the partnership, between the public and the public’s universities. It addressed learning, discovery, and engagement in a new age and a different world.

All of the reports have been well received and are still in demand. All have stimulated change and added to the reform movement on campuses throughout the United States. The substance of each report, including the recommendations of the Commission, is captured in each report’s executive summary. As an aid to continuing the reform of American higher education, the executive summaries of all six reports are presented here.

During the four years of its existence, the Commission’s only lever was the power of persuasion. The Commission had neither the inclination nor the authority to impose change. Its role was to express the need for change and to push for it. We hope that by publishing the executive summaries in a single document the Commission’s work will continue to act as a stimulus for higher education reform.

The dawning of a new millennium is the perfect time to renew the educational commitment that has spawned so many of the intellectual, material, and economic benefits enjoyed by citizens of the United States. It is the right time to reclaim that heritage and, in so doing, to renew the faith of Justin Morrill and Abraham Lincoln, the fathers of American public higher education, that our institutions would truly be the “public’s universities.”

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1. RETURNING TO OUR ROOTS

The Student Experience



WE WRITE AS 25 of your colleagues, each of us a current or former president of a state or land-grant institution, to express our sense of urgency about the challenges and opportunities before us. Like each of you, all of us believe in the value of American higher education. We do not buy the idea that because the challenges before us are nearly unprecedented we should scale back our ambitions. But, unless public colleges and universities become the architects of change, they will be its victims. Our key challenge is two-fold. We must maintain our legacy of world-class teaching, research, and public service. At the same time, in a rapidly changing world, we must build on our legacy of responsiveness and relevance. All of us know that public higher education is beset by challenges. They include an emerging enrollment boom, new competitors on the horizon, constrained public funding and growing resistance to price hikes, eroding public trust, and limited institutional flexibility. Each of us is struggling with these issues in our own way on our own campuses. We have run out of the easy solutions. Adding a section here, capping enrollment there, shaving expenditures elsewhere, finding additional funds somewhere else, and working around the marginally productive—these and other strategies no longer work as well as they once did. Our challenges are no longer technical issues of how to allocate rising revenues, but difficult adaptive problems of how to lead when conditions are constantly changing, resources are

tight, expectations are high, and options are limited. We live in an age of transformational, not technical, change. Our leadership, like our institutions, must become transformational as well.

In the past when this society has called on us, we have always responded. Undoubtedly, we will continue to do so. But if we are to respond with the effectiveness and power required to address the great domestic issues facing the United States—the economy, the environment, education, and technological and demographic change—we must first confront the internal and external stresses bearing on our institutions.

We start with students and invite you to join us. State and land-grant universities were established to put students first. In responding to change, we begin by returning to our roots, because too many of us have lost touch with much that was best in our past.

Learning Communities

We can invent quite different institutions if we reaffirm three broad ideals and adhere to them tenaciously, following their implications faithfully wherever they lead: (1) Our institutions must become *genuine learning communities*, supporting and inspiring faculty, staff, and learners of all kinds. (2) Our learning communities should be *student centered*, committed to excellence in teaching and to meeting

the legitimate needs of learners, wherever they are, whatever they need, whenever they need it. (3) Our learning communities should emphasize the importance of a *healthy learning environment* that provides students, faculty, and staff with the facilities, support, and resources they need to make this vision a reality.

Far from serving as lofty, unattainable goals, these ideals represent our firm expectations. As the examples throughout our letter indicate, many institutions are already making them real. Whether we fall short of these ambitious aims is beside the point. The point is to pursue them relentlessly. Our reach should exceed our grasp. What matters is not so much the destination but an unflinching commitment to excellence in meeting learners' needs.

Values deserve special attention in this effort. We dare not ignore this obligation in a society that sometimes gives the impression that character, and virtues such as tolerance, civility, and personal and social responsibility are discretionary. These should be standard equipment, not options, in our graduates.

Finally, we note that learning is not a spectator sport. Independent learners are active, not passive. We must insist that students take responsibility for their own learning and introduce many more of them to research, as collaborators with faculty and graduate students and as seekers and inventors of new knowledge in their own right. And we must introduce all students—and, in particular, first-year students—to classroom experiences that stretch their intellectual horizons and force them to exercise analytical muscles most of them never knew they had.

In the next century, a new kind of university will be in place. Most of us are already in the process of inventing it. A university without walls, it will retain the best of our heritage. But it will also be open, accessible, and flexible in ways that can barely be imagined today. In this new university, the emphasis will be on delivering instruction, anywhere, anytime, and to practically anyone who seeks it. Our report is a sort of architect's rendering of what this university might look like. It sketches out the dimensions of the new university in broad brush-strokes. The details remain to be developed.

We offer two parts to begin laying the foundation of this new university: a statement of principles defining the kind of learning communities we consider essential to America in the 21st century (see page viii), and a number of action commitments to implement these principles.

We urge you to make the statement of principles on page viii a vehicle for organizing in-depth discussions at your institution about the nature of higher education in your community, state, and region. We also offer seven action commitments around which we hope all of us can rally. We ask you to join us in turning them into reality.

The action commitments call on all of us to:

- revitalize our partnerships with elementary and secondary schools;
- reinforce our commitment to undergraduate instruction, particularly in the first two years;
- address the academic and personal development of students in a holistic way;

- strengthen the link between education and career;
- improve teaching and educational quality while keeping college affordable and accessible;
- define our educational objectives more clearly and improve our assessment of our success in meeting them; and
- strengthen the link between discovery and learning by providing more opportunities for hands-on learning, including undergraduate research.

To advance these principles and commitments, our Commission plans to initiate a “national conversation” through dialogs around the country to evaluate, discuss, and, if necessary, modify our statements of principles and action. We will also make models of best practice available in print and

on the information superhighway.

As academic presidents, all of us must ask ourselves how our stewardship will be remembered. Will ours be the generation of leaders recalled because, on our watch, higher education ceded control of its destiny? Or will we be remembered as the presidents who put forward a new definition of what higher education could be in America, helped our allies coalesce around that new field of vision, and worked in concert to make it real?

The new university we defined became a different kind of learning community, one that protected scholarship and free inquiry by relating them to learning. It put learning at the top of its agenda. It took advantage of the latest technologies and restructured itself to do what it had to do with the resources it had available. Above all, it strengthened its roots by putting students first.

The choice is ours.

A Statement of Principles to Guide Academic Reform

Preamble. This institution is committed to higher education as a public trust. It supports the state and land-grant ethic of service to students, communities, and states through teaching, research, and public service as a statement of that trust. In support of that commitment, this university and its stakeholders—students, faculty, staff, administrators, board members, and friends—consider the following principles to be major statements of the values guiding us as we enter the 21st century.

I. A Learning Community. This university defines itself as a learning community, one that supports and inspires academic growth and learning among faculty, staff, students, and learners of all kinds, on-campus and off. Learning serves all of them; and all of them serve learning. Oriented around learners' needs, this university is committed to maintaining a first-rate environment for learning.

II. Access and Opportunity. As one of the public colleges and universities responsible for granting two-thirds of all the bachelor's degrees awarded in the United States, this institution is dedicated to maintaining the widest possible access to the benefits of a college education.

III. An Education of Value. This university will provide graduates with an education that fits them with the skills, attitudes, and values required for success in life, citizenship, and work or further education.

IV. Containing Costs. This institution is dedicated to containing its costs.

V. Accountability. This institution is a prudent steward of public resources, conscious of the need to maintain and improve quality while containing costs. It will also investigate a variety of emerging mechanisms to assess the outcomes of the student experience.

VI. Meeting New Needs. As telecommunications and other technologies revolutionize American life and many non-traditional students seek access to this learning community, this university is committed to developing distance-learning techniques and extended evening and weekend offerings to meet the widest variety of student needs.

VII. Flexibility and Responsiveness. This institution is committed to developing new partnerships and collaborations and improving governance structures so that it can meet its teaching, research, and service obligations more effectively, work with its many stakeholders more efficiently, and respond to change and emerging needs more flexibly.



2. RETURNING TO OUR ROOTS

The Student Access



WE WRITE AS a group of college and university presidents and chancellors to express our dismay about the shape and nature of the current conversation about educational opportunity in the United States.

It's no secret that a debate rages across the United States about access, diversity, and affirmative action. All of these are troubling and difficult issues. As presidents and chancellors, we find them difficult too. We want to make several initial observations about the nature of the problem:

1. Access to our institutions will become one of the defining domestic policy issues in coming years. It is already on the public agenda; it will become even more urgent as we move into the 21st century.
2. We are among world leaders in providing postsecondary access, but we do not hold the top spot.
3. Some of our flagship institutions are trapped in a zero-sum game in which they are unable to offer admission to all qualified students. Public officials and our institutional leaders must somehow find the will to provide all students with the educational opportunities for which they have prepared themselves.
4. Our traditional concepts of access need to be rethought for the future. As a new century dawns, it brings with it a number of changes and challenges with which we must contend, including tenuous state

support and new teaching and learning enterprises emphasizing technology and distance learning

5. The full force of the challenge of maintaining the diversity of our institutions has yet to be felt. We haven't seen anything yet. The face of America will be remade in the new century. We should broaden access because it is the right thing to do. But if appeals to fairness are insufficient, Americans need to know that access must be broadened because the practical economic need for diversity on our campuses is too compelling to ignore.

The Access Imperative

Despite impressive progress in recent decades, educational opportunity in America is still far from equal. Full and equal access for all—to our institutions and to the full range of programs and services they provide—is a worthy and attainable goal. It remains to be met.

Many of us have made good efforts. Yet all of us know how much remains to be done. Land-grant institutions were created to open opportunity and broaden access to higher education. Today, this historic commitment must encompass the different educational needs of many different kinds of students coming from different and ever-more diverse backgrounds. Anything short of that is not true access in terms of our institutions' history.

We know, too, that access alone is not the real challenge. "Access to success" is. For students, the problem is

one of “getting in, hanging on, and getting out,” as one of them has put it. Otherwise, access at the front end is simply an empty gesture.

We are keenly aware that the variety of our institutions and the states in which they are found complicates the access issue, seemingly beyond measure. The access imperative is common everywhere, but in each state, it presents a different face. However it presents itself, in the final analysis what we are really talking about is not simply access to higher education, but access to the full promise of American life.

Three challenges complicate our efforts. The first is the issue of price; the second is the challenge of diversity; and the third is the opportunity represented by modern technology and the development of a “wired nation” practically overnight.

Price

Despite recent increases, public university tuition remains affordable for most families. Nonetheless, prices have been increasing. For example, in 1980 the charges for average *undergraduate tuition and room and board at public institutions* amounted to 32 percent of total income for a family in the bottom tenth of the income distribution. By 1994, the same charges ate up 55 percent of that family’s income.

Our prices are reasonable. They can be justified and increases in them can be explained. Nonetheless, because charges have had to be raised to compensate for declining public funds, today, on average, prices are at a level where they represent a hurdle to access.

Diversity

According to the Bureau of the Census, this nation’s majority population will only be about 10 percent greater in the year 2040 than it was in 1990. Growth rates for minority Americans will be substantially larger. The African-American population will increase by more than 50 percent. Hispanic Americans will become the largest minority group in the country sometime between 2030 and 2040. And Asians, Pacific Islanders, and Native Americans, collectively, will triple their current population by 2040.

If our society denies Americans such as these access today, what hope does it have of prospering tomorrow?

Technology

A newly wired nation with powerful digital capabilities has arrived with startling speed. These developments foreshadow new education and learning possibilities for all Americans—in the home, on-campus, and at work, for young and old alike.

Managing the transition involved in all of this is going to be difficult. But it is already clear that it promises educators and students unprecedented access to a wide spectrum of powerful networks capable of individually tailoring instruction and exponentially increasing access to learning.

Looking Ahead

There are many practical reasons for broadening access to higher education in the United States. Not the least of them is the degree to which work is increasingly knowledge-based and our society requires a well-educated

workforce. “Excellence costs,” it has been noted, “but ignorance costs far more.”

But in the final analysis our support for broadened access is a judgment based on national values, one resting on tested democratic concepts of excellence, fairness, justice, and equal opportunity. We need the talent of all our people, wherever it is found. We cannot make the mistake of ignoring the educational needs of large portions of our population without exacting an enormous price from ourselves in terms of lost ability and missed opportunities. And we should not stand idly by as the gap between rich and poor in America, now greater than it has ever been, widens. Higher education is the great American equalizer.

Access to Success

The members of the Kellogg Commission on the Future of State and Land-Grant Universities are committed to promoting expanded access to an excellent system of public higher education, one that successfully delivers high-quality instruction to all, practically on demand.

Creating and maintaining such a system require that we address several issues: the academic preparation of traditional students, institutional admissions policies, the need to improve student support services, and institutional flexibility to meet the needs of non-traditional learners.

Academic Preparation. Although few people are completely satisfied with the quality and rigor of their secondary school preparation, our pool of traditional applicants is a lot stronger

than most of us are inclined to acknowledge.

That is not to say that significant problems do not exist among graduates of many schools located in low-income areas in inner-cities and rural areas. Several national analyses point to educational problems in these communities ranging from very high dropout rates and student absenteeism to poorly-prepared teachers. Not surprisingly, when students from these schools arrive at our doors, they encounter a lot of trouble. Frequently they do not meet our admission requirements, or once admitted struggle academically and socially.

Admissions Policies. Evaluating prospective students is a process that has long been shrouded in anxiety and mystery. But the major elements haven’t changed much in generations: high school transcripts combined with admissions test scores drive the process for the most part, supplemented, in some cases, with letters of recommendation. Literally hundreds of studies on different campuses have revealed the same thing. There is no perfect measure to predict college success. Indeed, each of the measures used is, by itself, limited in its ability to predict success in college.

Because of the visibility of admissions test results in the profiles of our classes, some of us have tended to over-emphasize their importance. Some institutions lean more heavily on standardized results than their predictive validity may warrant—despite warnings about overuse and abuse of test results from prominent testing officials.

Support Services. Recent analyses from the National Center on Education Statistics reveal an astonishing waste of young talent as it moves through the higher education system. Eleven years after their high school graduation, only about 55 percent of those who ever entered a two- or four-year institution had obtained an education credential of any kind—a certificate, an associate’s degree, or a bachelor’s degree.

As the NASULGC Committee on Academic Affairs told the Commission, our institutions need to pay attention to issues of “access *to* the institution,” “access *through* the institution,” and “access *from* the institution.” Access, *per se*, is not the issue; academic success is. Access is the easy part of our work, meaningful engagement of our students with our institutions remains the challenge.

Institutional Flexibility. We need to become much more user-friendly for students, traditional and non-traditional, particularly as mobility becomes a fact of life for more people in the United States. We also need to become more aware of student differences and more adept at dealing with diversity on campus. Students from minority backgrounds—African American, Asian, Hispanic, Native American, or Pacific Islander—should not feel that entering the academic world requires them to abandon their cultural identity or their communities.

All of us can benefit from approaches that encourage greater institutional flexibility. Technology opens up many opportunities to

improve this situation. At its best, technology opens up radical new possibilities for expanding learning and improving institutional functioning. Through the use of extension services, correspondence courses, “universities of the air” and “cyber” universities, state and land-grant institutions can do a lot more to broaden access.

A Starting Point

America’s strength is rooted in its diversity. As the United States embarks on a new century, our diversity remains our greatest strength. But it can sustain us only if we bring our entire society together, creating one from the many.

We must insure that no qualified students are denied access to American higher education simply because they can’t afford it. We must insure that our admissions requirements are plausibly related to students’ chances of success on campus. We must insure that, once admitted, students receive the support they need to succeed. Above all, we must insure that new kinds of institutions and programs are created to meet the new needs of today’s students and tomorrow’s. In short, we must return to the moral responsibility inherent in our roots of insuring access to higher education for all of our citizens.

The recommendations in this document point the way toward making a beginning on this important national work. The Kellogg Commission on the Future of State and Land-Grant Universities offers this letter as a starting point in this discussion.

Recommendations

The United States and its institutions of higher education have come a long way in the last 25 years in expanding educational opportunity for students and citizens who had been left out—for women, minorities, non-traditional students, students with disabilities, older students, and the poor. Now we must do more.

To provide access to success, the members of the Kellogg Commission propose seven recommendations:

I. Transform land-grant and public universities by creating new kinds of programs and services, and if need be, new kinds of institutions to meet the needs of traditional and non-traditional learners.

II. Build new partnerships with public schools by working with specific secondary schools and their feeder schools to increase the number of students matriculating on campus, and also by improving our teacher preparation programs.

III. Validate admissions requirements by insisting on meaningful correlations between requirements and subsequent student success and searching for new ways of judging merit and identifying potential.

IV. Encourage diversity by including a broad array of attributes— socioeconomic status, attendance at a school with history of sending few students to college, coming from a single-parent home, or being a first-generation college student—in the admissions process.

V. Clarify course-credit transfer and articulation agreements by improving inter-institutional transfer of credit and simplifying students progress toward their degrees.

VI. Renew efforts to contain costs and increase aid by studying and adopting improved management practices, re-allocating savings to undergraduate teaching and learning, and seeking the assistance of public officials, friends, and alumni in maintaining the university's financial support.

VII. Focus on what students need to succeed by improving student support services and academic programs to insure that all students—particularly those who switch majors—have a better chance of success, and by encouraging faculty engagement in the task of meeting the diverse needs of students from different backgrounds.



3. RETURNING TO OUR ROOTS

The Engaged Institution



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

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

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

Nature of the Challenges

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

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

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

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

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

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

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

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

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

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

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

Putting Knowledge to Work.

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

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

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

The changing nature of the engagement agenda, in terms of our students, their preparation, and emerging

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

Institutional Portraits

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

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

In addition, several common themes or lessons emerged:

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

A Seven-Part Test

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

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

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

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

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

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

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

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

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

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

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

Recommendations

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

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

- *our institutions transform their thinking about service so that engagement becomes a priority on every campus, a central part of institutional mission;*
- *each institution develop an engagement plan measured against the seven-part template incorporated into this document;*
- *institutions encourage interdisciplinary scholarship and research, including interdisciplinary teaching and learning opportunities;*

- *institutional leaders develop incentives to encourage faculty involvement in the engagement effort; and*
- *academic leaders secure stable funding to support engagement, through re-allocation of existing funds or the establishment of a new Federal-state-local-private matching fund;*

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

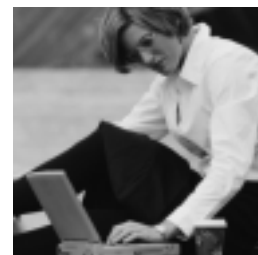
Engagement in the form of service-learning, outreach, and university-community partnerships can help address these problems. And it can also put the university to work on the practical problems of the day. In this endeavor everyone benefits, and students stand to gain the most. Close partnerships with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

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



4. RETURNING TO OUR ROOTS

A Learning Society



WE WRITE AS twenty-four presidents and chancellors of public state universities and land-grant institutions to make the case that our institutions must play an essential role in making lifelong learning a reality in the United States. The concept of lifelong learning has been talked of before, but, for the first time, we now have the technological means to make it a reality. We are convinced that public research universities must be leaders in a new era of not simply increased demand for education, but rather of a change so fundamental and far-reaching that the establishment of a true “learning society” lies within our grasp.

As leaders of America’s public universities, our challenge in our emerging Information Age is two-fold. First, we must ensure that the remarkable growth in demand for education throughout the lifetime of virtually every citizen can be satisfied; second, we must demonstrate that we can meet this need at the highest level of quality imaginable, along with the greatest efficiency possible.

When this Commission speaks of a “learning society,” it attempts to define something quite new. Among the key elements of a learning society:

- It values and fosters habits of lifelong learning and ensures that there are responsive and flexible learning programs and learning networks available to address all students’ needs.

- It is socially inclusive and ensures that all of its members are part of its learning communities.
- It recognizes the importance of early-childhood development as part of lifelong learning and develops organized ways of enhancing the development of all children.
- It views information technologies, including new interactive, multimedia technologies, as tools for enriching learning by tailoring instruction to societal, organizational, and individual needs.
- It stimulates the creation of new knowledge through research and other means of discovery and uses that knowledge for the benefit of society.
- It values regional and global interconnections and cultural links.
- Finally, it fosters public policy that ensures equity of access to learning, information, and information technologies and recognizes that investments in learning contribute to overall competitiveness and the economic and social well-being of the nation.

Public Understanding of the Need

To the demands of a changing workforce for opportunities to continue their education and the pressures produced by an accelerated pace of

technological change must be added to the increasing demands for professional continuing education, which are driven both by ambitious, conscientious professionals and by state mandates. Results from the 1995 National Household Education Survey (NHES) reveal that nearly half of the adult population 16 and older participates in some form of continuing education annually. So it is not surprising that more than 90 percent of companies surveyed by NHES about their benefits rank continuing education just below health insurance as a desirable way to attract employees. Businesses are of necessity becoming learning organizations in this global market, driven by rapid technological change.

To further clarify the 1995 survey results, the Kellogg Commission asked the Eagleton Institute of Politics at Rutgers University to conduct a Lifelong Learning Survey among selected leaders in several fields. Coincidentally, the Education Commission of the States (ECS) was also polling state governors, state higher education officers, legislators, and others on their perceptions of changes needed in public postsecondary education systems to respond to state needs in the new century. This parallel survey is an excellent supplement to the Eagleton Institute's results, particularly in regard to governors' opinions.

ECS asked governors to consider the critical challenges that face their states and to indicate how important current postsecondary programs will be in helping their states meet those challenges. The vast majority of respondents (32 of 35) rated linkages to K-12 and teacher education as the most important postsecondary function;

development of job training and employment skills ranked second (30); and applied research for community and economic development was third (29). The top preference of the governors was to use technology to deliver more educational offerings. Ninety-four percent were supportive or very supportive of this strategy.

The Rutgers Eagleton Institute's survey provides information more specific to state and land-grant institutions. It also adds some interesting insights on the reasons the respondents believe lifelong learning to be important, as well as the strength of their opinions and the breadth of the strategies they believe ought to be used to advance lifelong learning as a national priority. The major objectives of the survey were to elicit opinions of more than 435 decision makers in K-12 and higher education on the importance and benefits of lifelong learning and on the obstacles facing public research universities in supporting lifelong learning. The overall response rate was 38 percent.

Practically unanimously the respondents strongly agreed that lifelong learning "promotes individual well-being" (99 percent), "benefits corporate productivity" (99 percent), "is important to the country's economic prosperity" (99 percent), and "enhances the quality of community life" (98 percent). More than eight in 10 also agreed that lifelong learning "is important to the security of the nation" (87 percent), "is a national priority" (85 percent), and "promotes family preservation" (85 percent). Nearly all respondents (94 percent) felt that public universities were suitable places for lifelong learning programs.

We are asked to broaden our understanding of our mandate for access and equal opportunity so that we equip Americans for a lifetime of learning in a learning society. This requires that we realistically assess the educational, social, cultural, and economic challenges that line the path ahead. If we are to create such a society, we need to do so while thinking about three different sets of issues. The first set is found in the larger environment in which we pursue our mission, as we respond the ideals of access and equality, pervasive rapid change, and the disorienting effects of internationalization. The second is largely educational, a set of learning problems and issues inside and outside the academy that neither policymakers nor educators have fully resolved. The third set relates to the capacity of public research universities to meet the new demands for an environment that supports continuous learning and distance education.

We must renew our commitment to making conscious connections between knowledge and action, and between theory and practice as we formulate research priorities in support of a learning society. We need to increase our research activity in all of the areas that contribute to the creation, retrieval, delivery, and preservation of knowledge of value to that society. In addition, it will be important to understand the pedagogies that are most effective in encouraging the application of critical thinking, problem-solving, and analytical skills in a technologically sophisticated environment, one rich in information resources.

To advance the legacy we have inherited and to move forward

toward the creation of a true Learning Society, we offer three recommendations:

RECOMMENDATIONS

I. Make Lifelong Learning a Part of Our Core Public Mission

WE RECOMMEND *that state and land-grant universities reaffirm their public character and public mission by making lifelong learning part of their core mission.*

Several actions will contribute to this goal:

- **Access.** We must broaden access to lifelong learning by providing a wide variety of teaching and learning opportunities and approaches, ranging from traditional on-campus instruction to Internet-based courses.
- **Partnerships.** Partnerships of three kinds are essential. First, for the broadest, most convenient and effective use of our resources, we need to form partnerships with other institutions, especially community colleges, to provide high-quality academic programs and services to students in cost-efficient and accessible ways. Second, partnerships between the higher-education community and pre-kindergarten through 12th grade education are essential to prepare young people, not only to succeed in college, but also to learn throughout their lives. Third, we need to expand and improve partnerships with government, business, and professional associations to plan in advance for the

educational needs of the workforce, so as to meet those needs on a timely basis through on-campus classroom instruction, on-site instruction in workplaces, and distance learning.

- **Mission Differentiation.** We must encourage state systems of public higher education to differentiate institutional missions in higher education so that resources are used in the most effective and efficient ways possible, from specific job-skills training to ongoing education not linked to specific occupational skills.
- **Accreditation.** To ensure quality in lifelong learning, we must engage accrediting associations, both regional and professional, in discussion of appropriate standards for lifelong learning and appropriate expectations for institutions in programs they offer through distance education.
- **Higher-Order Reasoning Abilities.** Learners must develop complex skills such as critical thinking, problem-solving techniques, and the use of abstraction and analysis.
- **Upgrading Skills.** Because people will have to be able to renew their professional skills or change their career directions several times during their working lives, they will need easy access to the programs and institutions that will allow them to do so.
- **Faculty Development.** Faculty must be provided with opportunities to learn to use active-learning pedagogies and to enhance their use of information technology as a tool in teaching and learning.
- **Research on Learning.** To provide the best possible basis for our efforts, we need to encourage research on the learning process itself, with the goal of creating a science and a methodology to discover how we can most effectively present knowledge to the human senses. Teachers and learners will need to assimilate, evaluate, generalize, and apply such knowledge.
- **Technology in Teaching.** The new learning science must address techniques for interaction, collaboration, and communication using computer systems. Such systems provide information and offer asynchronous communication, as well as opportunities for collaboration and interactive manipulation as part of the learning process.

II. Create New Kinds of Learning Environments

WE RECOMMEND *that each institution aim to equip its students with the higher-order reasoning skills they require for lifelong learning, while providing faculty members with opportunities and incentives for professional development so that they can acquire the pedagogical skills needed to create active learning environments.*

Again, several actions are needed to reach this goal:

III. Provide Public Support for Lifelong Learning

WE RECOMMEND *that state and federal governments acknowledge the significance of lifelong learning by taking the necessary steps to meet the public need for it.*

For example:

- **Public investment.** To further develop the intellectual capital that is the foundation of our economy in the Information Age, public investment in systems of higher education must increase to keep tuition affordable for all students, including continuing-education students and those who study through distance education.
- **Research.** Competitive, peer-reviewed grants for research in effective learning methodologies, including methods used in distance learning and technology-based learning, must be offered.
- **Infrastructure Support.** Funds are needed for public institutions' capital and operating expenses for information technology. Building our high-tech infrastructure is a task just as large and important as

the construction of our railways in the 19th century or our national highway system in the 20th century.

- **New Aid Policies.** Federal and state financial-aid policies must be revised to better meet the needs of lifelong learners.

A new century brings with it new uncertainties. The American people and their educational leaders face many challenges, but they can look to the future with confidence if they create an environment with many opportunities for a lifetime of learning, that is, a Learning Society. One thing is clear: Our society, its leaders, and its people must take up this challenge. The United States has many promises to keep. Among the most important is that all Americans, by virtue of effort, industry, and the quality of their performance, are entitled to the fruits of success, to reach as high as their hopes inspire them, and to travel as far as their aspirations lead them. If this society is to make good on that promise, no issue is of more profound significance than the quality of the learning opportunities provided across America.



5. RETURNING TO OUR ROOTS

Toward a Coherent Campus Culture

EACH OF OUR prior letters has called us back to our roots, to the great democratization of higher learning that lies at the heart of the land-grant movement. Now we write to observe that campus leaders may never be presented with a better opportunity to revisit the cultural core of our institutions than the one that lies before us today at the dawn of a new millennium.

The challenge we face comes in two parts. The first revolves around the difficulties of maintaining a sense of common identity in the face of the scholarly successes that have transformed the uni-versity into the multi-versity. The second, the challenge of comprehensiveness, is unique to large, research-intensive public and land-grant institutions.

From the very beginning, our institutions have inhabited two worlds, lived with a foot in two ages. One foot was firmly planted in the best academic traditions of the past, the other more uncertainly planted in our own future, and the nation's. The stresses of dealing with two worlds have affected the very culture of our institutions. By culture we mean the characteristic ways of thinking, behaving, and organizing ourselves that give shape and integrity to our institutions. We mean the unified inheritance of customs, values, and mores that shape our vision of the future as scholars and as institutions—the intellectual heritage that informs how we work and makes us part of a global community of learners.

Our undertaking must be to reintegrate, or at the very least to improve the connections among, the many

manifestations of today's complex university, creating a stronger common ethos, true to best the university has ever been. Living with one foot in the present age and another in the coming one, how do we renew ourselves, re-articulating and reshaping our own values as organizations and communities?

A Legacy from the Past

For all of their robust contributions to the modern world, our institutions rest on a fragile and critical legacy from the past. A relatively modern creation, public research universities were created by fusing three distinct 19th-century traditions: a commitment to general education derived from the New England liberal arts college; a commitment to access and practicality rooted in the land-grant mission; and a commitment to basic research based on the emergence of graduate education in the German university.

The Knowledge Explosion. Increasingly, the idea of an integrated academic ethos seems somehow archaic today. Institutions of higher education were once understood to be places where all knowledge came together and was unified (i.e., the *uni*-versity). In today's multi-versity, knowledge is understood to be something that fragments even as it expands, resolving itself into ever-newer, kaleidoscopic patterns.

If the proliferation of academic disciplines has been the source of the creativity of today's public university,

it has also encouraged what threatens to become a permanent lack of institutional cohesion.

The *uni*-versity has become an institutionally fragmented aggregation of departments. The primary loyalties of scholars are increasingly directed away from their immediate colleagues, students, and institutions toward national and international societies and associations of their disciplinary peers.

The Challenge of Comprehensiveness

These challenges to research-intensive universities everywhere are intensified at our institutions by the comprehensive nature of our mission. Although the tensions built into large public universities were present from the start, they have magnified and accumulated over time, particularly at land-grant institutions. Since passage of the original Morrill Act in 1862, subsequent statutes have redefined public higher education, expanded its scope and enlarged its obligations for research, extension, outreach, and service.

What we have had difficulty understanding is that we have come to represent so many different things, to so many different people, it is sometimes hard to explain who we are, what we stand for, and where our institutional center of gravity is to be found.

Impact on Mission and Governance

The tension between on one hand a multi-versity that fragments knowledge as it expands it and on the other the comprehensive mission of public and land-grant institutions has profoundly

influenced our goals and governance. In particular, several changes taking place in the “postmodern university” undermine universities’ ability to deal with the complexities presented by a rapidly changing world: the ascendancy of individual faculty members’ power, accompanied by growing ambiguity in the role of the faculty senate; tenure connected to important disciplinary imperatives but not to equally important issues of institutional functioning; and new criticisms in the 1990s about institutions’ indifference to teaching and internal administrative problems.

On campus, it is hard to make the case that academics value administrative leadership or the institutional nature of the enterprise. As a result, we need fresh approaches capable of rebalancing our multiple purposes and of reintegrating the academy while respecting the core functions and values that lie at the heart of its mission.

The Many Cultures of the University

That task is made all the more difficult because today’s university community no longer has a single “culture” but several: an academic culture, made up primarily of faculty and students, fragmented into its own subcultures organized around disciplines, self-governing departments, and professional schools; a distinct and entirely separate student culture, with a bewildering diversity of aims and interests, from fraternities and sororities to student associations and research clubs; an administrative culture that tends to be separated from that of the faculty and sometimes in competition with it; and an athletics

culture, perceived to be autonomous and beholden to commercial interests.

Amidst this collection of cultures, involvements, claims, and commitments, stand the academic and administrative leaders of today's university. They face such fundamental questions as: How can members of the university collaborate effectively in preparing graduates to be creative professionals, good citizens, and responsible members of the community? How should they help the campus deal with the broad array of cultures? How can they engage the community and put all the available expertise to work? How might they create the imagination and incentives to sustain cross-disciplinary research and inter-departmental collaboration? How, in short, can they assure that the university remains true to the best of its inheritance and alive to the possibilities of change?

More than anything else, these are questions about values, questions that go to the heart of our institutions' self-understanding and the moral perspective that shapes their missions. The task of answering them begins with defining, once again, what the university stands for, what it *professes*.

Our undertaking must be to connect the many manifestations of the university's diversity into a culture that mediates and integrates that diversity and one that is consonant with the aims and mission of American public higher education.

Reintegrating and Rebalancing the Public University

In the place of hand-wringing and well-intentioned calls for institutional unity, academic leaders need to focus on strategic approaches that promise to

help restore institutional cohesion. Yet even the metaphors we employ to describe our institutions vary widely, with some observers understanding us as living, breathing organisms, a few considering us to be anarchies, and some envisioning us as precise, well-tuned machines. In the face of this variety, nuance and a subtle touch are essential if our institutions are to make progress. In that vein, the Kellogg Commission believes eight key strategies can help academic institutions move forward. They are not recommendations as such, but signposts to help guide the difficult transformations that lie ahead.

1. Start with Values and Mission

The Commission believes that the first task of institutional reintegration and rebalancing lies in touching base again with the values that shape the public university. Our institutions' signature contribution to American life is the impressive combination of instruction, world-class research, and outreach and service that they have developed since they were designed more than a century ago. It has become more and more clear to the members of this Commission, however, that our tried-and-true formula of teaching, research, and service no longer serves adequately as a statement of our mission and objectives. The growing democratization of higher education, the greater capacity of today's students to shape and guide their own learning, and the burgeoning demands of the modern world require us to think, instead, of *learning*, *discovery*, and *engagement*.

2. Foster Institutional Coherence

One of the issues that profoundly troubled this Commission as it examined institutional organization and culture was the realization that only recently have the various members of our institutions begun to think (separately or collectively) about the organic or connected nature of the learning enterprise.

Organizationally, we have created an intellectual landscape made up of mine shafts, where most of the mineworkers are intent on the essential task of deepening the mine without giving much thought to the need to build corridors linking the shafts (and the miners). We have become so poorly connected that we have greatly fragmented our shared sense of learning, for both students and faculty. The mine shafts are essential as a source of new discoveries, but we need to match our commitment to specialized academic units with stronger awareness of overall institutional mission.

In effect, the Kellogg Commission is urging a type of double loyalty and creativity—commitments to professions, units, departments, and services matched by loyalty to institution and willingness to collaborate to advance the overall agenda of learning, discovery, and engagement.

Part of what we have in mind is a sense that intellectual excellence will thrive in an environment that simultaneously supports critical thinking and academic entrepreneurialism while encouraging creative energies to join in moving the institution forward.

3. Reinvigorate Academic Governance

Governance is ultimately a system of shared responsibilities and can, when effective, connect the fragmented pieces of the university into a coherent whole. Governance is absolutely critical to advancing the university's mission. All of the pieces are in place; this Commission has no intention of recommending a new system of governance. The task is to take the existing system and make it work.

On most campuses, presidents, boards, and faculty have made the mistake of treating governance as a zero-sum game, in which authority gained by one of the three comes at the expense of the other two. As a practical matter, that's often the way governance disputes develop; in all honesty, sometimes it's hard to see how they could have developed in any other way. But strong administrative leadership does not have to come at the expense of undermining governing boards; respecting faculty integrity does not require hamstringing central administration; and acknowledging board prerogatives need not necessarily weaken either the faculty or the administration. To the extent that all three play their proper roles responsibly, institutions will be stronger, and everyone stands to benefit.

Rebuilding shared governance and the academic trust that is implicit in a well-functioning academic organism will require hard work and commitment on the part of every member of the academic community.

4. Develop Administrative Leadership

Governance is a matter of ensuring that all of the major constituencies—board, president, and faculty—are clear about their roles. But as an administrative matter, creating greater academic coherence goes beyond roles; it's a matter of clear goals and processes, as well.

Despite difficulties and shortcomings with academic administration, academic divisions and colleges (and the departments embedded in them) are currently the strongest cultural units in the university. They are likely to remain so. It is difficult to imagine how the changes recommended by this Commission in its various reports will ever be put into place unless they are embraced and advanced within these units.

The roles of deans and department chairs will involve leadership responsibilities at the college and department level similar to those defined for presidents and chancellors. Within the framework of institutional mission and vision, they will be called on to frame a collegiate or departmental vision, identify new horizons, define goals and apply resources toward their attainment, and act as the public voice describing the specific corner of the university their enterprise occupies. At the same time, they need to become active in building the corridors to the other mineshafts in the university to encourage a stronger awareness of institutional mission. On the whole, the Commission judges that this will require a much more outward-looking type of collegiate or departmental leadership than was called for in the past, when internal concerns could be

expected to occupy the attention of most department chairs and deans.

5. Redefine the Nature of Acceptable Scholarly Work

A great deal of sterile discussion has developed over the years arguing that research has overwhelmed teaching and service as the primary standard for evaluating faculty work. The Kellogg Commission is convinced that all three activities are critical and that the need is not simply to rebalance the three-legged stool, but to redesign the stool itself.

Fortunately, the major elements of what is required have already been defined. In 1991, the late Ernest A. Boyer published a study of the life and work of the faculty in institutions of higher learning, *Scholarship Reconsidered: Priorities of the Professoriate*. This landmark effort took a fresh look at the academy. We believe that reviving the four-faceted model Boyer drew up for the professoriate can do a great deal to bring into being the kinds of public institutions this Commission has in mind. The kinds of scholarship are:

Discovery, which is closely related to what we usually call “research” and encompasses the process of adding to the knowledge base of the scholar’s field of study.

Integration is the process of relating discoveries in one’s own field to the greater body of knowledge. What the Kellogg Commission finds attractive here is the possibility of bending energy away from learning “more and more about less and less,” and toward the construction of bridges between disciplines.

Application is the use of knowledge for the benefit of society, what in our prior reports we have called the “engagement” function of the university.

Teaching is the process not merely of effecting the transfer of knowledge to the next generation, but of creating contexts within which students, whether young or old, can grow into the fullness of their uniqueness as human beings. Good teaching is a form of creativity that links discovery with integration and application.

A major challenge of rethinking organizational effectiveness in academic contexts involves taking this four-part matrix seriously and initiating the difficult and time-consuming effort to see what it will take to implement it institution-by-institution. How these functions are combined and integrated necessarily will vary from campus to campus.

6. Reinforce the Integrity of Tenure

Whether fair or not, public leaders’ criticism of tenure must be taken up. Tenure is in danger of becoming as much of a hindrance to our work as an aid. Faculty need to understand that unwillingness to consider whether these criticisms are valid is likely to encourage destructive changes imposed from without.

We need to make the case that tenure is much more than a system for guaranteeing job security. The concept of tenure developed as a guarantee of academic freedom in the pursuit of truth. It became a means of protecting the university as a place where difficult and inconvenient questions could be

asked. One of the fundamental points of all our employment policies should be the ceaseless protection of the freedom of expression of all faculty members, whether or not they can lay claim to the cherished status of “tenured.”

The Commission believes three steps can reinforce the integrity of tenure and restore its credibility among public leaders.

- Explain tenure, inside and outside the academy.
- Insist on faculty accountability.
- Institute post-tenure reviews.

Whatever is done, we must respond to a public expectation that we establish procedures to ensure that faculty members are giving full measure to their university responsibilities. Institutional timidity on this issue will continue to poison the tenure well, harming both our universities and the society they serve.

7. Align Athletics and Academics

For more than a decade now university presidents have struggled with a major reform agenda for intercollegiate athletics. This Commission judges that today things are, on the whole, much better than they were a generation ago. But the unsettling reality persists that, each year, every university in the United States runs the risk of an ethical and public-relations nightmare in athletics emerging out of the blue.

With the support of what was then called the Presidents’ Commission and is now known in Division I as the Board of Directors, consisting solely of university presidents, the National

Collegiate Athletics Association (NCAA) has adopted a major reform template. The NCAA, moreover, has recently created an organizational structure that makes focusing on reform possible by insuring that each of its major divisions is responsible for its own governance within the organization.

Although the new model has been adopted by the national governing board, its spirit still needs to be made real on campus. More specifically, the Knight Commission early in this decade issued a 10-part statement of institutional principles that might usefully be reconsidered, widely debated, and adopted by university administrators, faculty senates, and boards. Institutions that have not already adopted and implemented this statement of principles, or something better, might consider doing so in order to improve the connections between intercollegiate athletics and our academic values.

8. End with Values: Put Learning First

Despite the vast scope and scale of our enterprises, learning remains the reason we exist. If we cannot integrate students more fully into this central mission of the university, our efforts at reintegration and rebalancing will ultimately fail. If public universities are to prosper in the future, they must become great student universities as well as great centers of research, focusing on their most basic mission and the social compact it embodies between institutions on the one hand, and taxpayers, parents, students, and public officials, on the other.

TOWARD A COHERENT CAMPUS CULTURE

A full recovery of the deepest roots of public higher education in America will, as this Commission has argued in its prior letters, require us rework our traditional concepts of teaching, research and service into new visions emphasizing *learning, discovery, and engagement*.

If institutions seriously take up and work through the eight-part agenda defined here, our hope is that we will be able to reintegrate our institutions by creating new kinds of learning communities. Students will be fully integrated into these learning communities. Scholarship and free inquiry will be enhanced because they will be related to both learning and engagement. Our faculty will understand that we have stood by them, encouraging new ways of interacting in order to push back the boundaries of what we know and how we apprehend it.

Above all, these communities will have returned in a very fundamental way to their roots by continuing the democratization of learning that lies at the heart of public higher education and by creating a common sense of academic identity in the face of the forces unleashed in and by the modern multi-versity.

Doubtless we will still inhabit two worlds, living with a foot in two ages. The difference now will be that although one foot will continue to be firmly planted in the best traditions of our past, the other will be planted confidently and firmly in the expectations of an even better future.



6. RENEWING THE COVENANT

Learning, Discovery, and Engagement in a New Age and Different World



WE ISSUE THIS FINAL LETTER with some sense of urgency and concern. Our message is not private pleading from a special interest group, but rather the public expression of our conviction that if this nation is to succeed in a new century, the covenant between our institutions and the public they serve must be renewed and again made binding.

A New Era and a Different World

Today, the promise of American public higher education must be made whole in a new era and a completely different world. The great international, economic, technological, and geo-political forces reshaping the world are hardly by-passing higher education. We find new publics appearing at our doors—a more diverse pool of traditionally aged applicants, as well as more and more adults seeking learning opportunities throughout their lives. Yet the effects of growing financial inequality in society are reflected in concerns about access to our institutions. Furthermore, the lines demarcating disciplines are increasingly porous, and distinctions between secondary and undergraduate education are more difficult to discern. Simultaneously, we are overwhelmed by the surge of powerful new technologies—many the fruits of our own labs—that may erase the boundaries between the university

and the nation, and indeed the world.

Above all, we discern an urge to “privatize” public institutions, reflecting an apparently growing public consensus that education is simply a commodity. Research, if it is thought of at all, is prized far more for its commercial promise than for its capacity to push back the boundaries of knowledge. States once provided the lion’s share of institutional financing, while federal funds supported research and financial aid—and tuition, fees, and gifts rounded out the picture. Today, state support is uneven; federal support for basic research is often narrowly circumscribed; and institutions are encouraged to plan for growth through a variety of public/private partnerships.

The Covenant Today

What then, amidst these stresses and demands of our emerging new century, does the term “public university” mean today? The irreducible idea is that we exist to advance the common good. As a new millennium dawns, the fundamental challenge with which we struggle is how to reshape our historic agreement with the American people so that it fits the times that are emerging instead of the times that have passed.

Historically, the covenant between public universities and the American people has been grounded in wide access, excellent curricula, research of

value to people and communities, and public governance and financing.

Access is an unfinished agenda. Severe racial, ethnic, and economic disparities characterize enrollment and graduation rates in American public higher education. One analysis, for example, reveals that by age 24, fully 48 percent of young men and women from high-income families have graduated from college, compared to only 7 percent of low-income young adults.

Yet we have provided millions of men and women with the benefits of a first-rate education. We have been the intellectual force behind the economic development of many states and communities. Our institutions have helped fuel incredible increases in agricultural productivity in the United States and around the world. And we have provided the scientific base on which the nation's defense, diplomacy, and economic competitiveness have depended throughout the second half of the 20th century. We have served as the engines of discovery that have helped the people of the United States deal with the intractable problems of the past, and we will play the same role in the future.

What are the responsibilities of public higher education to the American people as the 21st century dawns?

A New Kind of Public Institution

This Commission's prior letters have provided reasonable responses to that broad question. If the recommendations in our prior reports are heeded, the shape of today's university will still be visible in a new century, but it will have been transformed in many ways,

major and minor. It will truly be a new kind of public institution, one that is as much a first-rate student university as it is a first-rate research university, one that provides access to success to a much more diverse student population as easily as it reaches out to "engage" the larger community. Perhaps most significantly, this new university will be the engine of lifelong learning in the United States, because it will have reinvented its organizational structures and re-examined its cultural norms in pursuit of a learning society.

Renewing the Covenant

If this university of the future is to come into being, the Commission believes it is time for public higher education to recommit to the basic elements of *its* side of the bargain. We believe there are seven such elements. Thus for our part of the covenant, we commit to support:

- Educational opportunity that is genuinely equal because it provides access to success without regard to race, ethnicity, age, occupation, or economic background;
- Excellence in undergraduate, graduate, and professional curricula;
- Learning environments that meet the civic ends of public higher education by preparing students to lead and participate in a democratic society;
- Complex and broad-based agendas for discovery and graduate education that are informed by the latest scholarship and responsive to pressing public needs;

- Conscious efforts to bring the resources and expertise at our institutions to bear on community, state, national, and international problems in a coherent way;
- Systems and data that will allow us periodically to make an open accounting of our progress toward achieving our commitment to the public good; and
- Intensive, on-going monitoring of the progress of the Kellogg Commission's recommendations.

The Public's Responsibilities

The public also has responsibilities under our historic higher-education covenant. Acting through their representatives, the American people should meet their responsibilities by adding a Higher Education Millennial Partnership Act to the list of historic federal enactments that have so enriched the United States. The Millennial Partnership Act should breathe new life into that legacy by establishing as federal law the Information Age equivalent of the original land-grant enactment, either through direct appropriations, dedicated fees of one kind or another, or other mechanisms.

These new seed funds should be employed to help public universities create new partnerships with public schools to assist in the revitalization of K-12 education and to harness the power of new telecommunications technologies in the effort to create a genuine national learning society.

Federal tax policy should also encourage more private-sector partnerships with universities for joint research and educational activities

undertaken in university-based research parks, as well as tax advantages for parents and students to save for educational expenses by making education savings accounts available for full- or part-time study throughout an individual's lifetime.

States, too, must play their role. Just as they have provided the lion's share of basic support in the past, they will have to provide the lion's share of support in the future. We also invite state leaders to understand that patronage and politics have no place in appointing governing boards or administrative leaders, because first-rate public institutions require first-rate leadership committed to the institutions' overarching goal of advancing the common good.

This Commission insists that no matter how hard our institutions strive to fulfill the commitments and responsibilities we have outlined, we cannot attain them without public support. The changes we are prepared to make in our institutions and their functioning reflect such a significant redirection of energies that adequate funding is essential to see us through.

The Public's Universities

We are confident the support will be forthcoming. The people of the United States continue to derive many benefits from the historic covenant, just as they did when President Lincoln declared that public higher education is "built on behalf of the people, who have invested in these public institutions their hopes, their support, and their confidence." To Lincoln, state universities were not simply public universities but, in every sense, the "public's universities."

The dawning of a new century is the right time to renew the covenant between our institutions and the public, the proper time to reclaim the

heritage, and the ideal time to nourish the flame of the “public’s universities” in American higher education.



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