

# The Foundational Role of Universities as Anchor Institutions in Urban Development

## A REPORT OF NATIONAL DATA AND SURVEY FINDINGS

By Debra Friedman, David Perry & Carrie Menendez



Coalition of  
Urban Serving Universities

ASSOCIATION OF  
PUBLIC AND  
LAND-GRANT  
UNIVERSITIES



## **THE COALITION OF URBAN SERVING UNIVERSITIES**

The Coalition of Urban Serving Universities (USU) is a president-led organization committed to enhancing urban university engagement to increase prosperity and opportunity in the nation's cities and to tackling key urban challenges. The Coalition includes 43 public urban research universities representing all U.S. geographic regions. The USU agenda focuses on creating a competitive workforce, building strong communities, and improving the health of a diverse population. The Coalition of Urban Universities (USU) has partnered with the Association of Public and Land-grant Universities (APLU) to establish an Office of Urban Initiatives, housed at APLU, to jointly lead an urban agenda for the nation's public universities.

## **THE ASSOCIATION OF PUBLIC AND LAND-GRANT UNIVERSITIES**

The Association of Public and Land-grant Universities (APLU) is a research, policy, and advocacy organization representing 234 public research universities, land-grant institutions, state university systems, and affiliated organizations. Founded in 1887, APLU is North America's oldest higher education association with member institutions in all 50 U.S. states, the District of Columbia, four U.S. territories, Canada, and Mexico. Annually, member campuses enroll 4.7 million undergraduates and 1.3 million graduate students, award 1.1 million degrees, employ 1.3 million faculty and staff, and conduct \$41 billion in university-based research.

# The Foundational Role of Universities as Anchor Institutions in Urban Development

## **A REPORT OF NATIONAL DATA AND SURVEY FINDINGS**

By Debra Friedman, David Perry & Carrie Menendez



Coalition of  
Urban Serving Universities



# Acknowledgements

We would like to thank Shari Garmise and all the panel institutions for their support through the survey process. We are also grateful to dynamic leadership and unwavering support from the Strengthening Community Strand Chairs, Paula Allen-Meares, Chancellor, University of Illinois at Chicago and Debra Friedman, Chancellor, University of Washington, Tacoma. Debra left us too early, and to her we dedicate this report and take a moment to remember her.

## In Memoriam

**DEBRA FRIEDMAN**

*1956-2014*

Usually this space simply contains a quick one sentence “bio” of the researchers who conducted this survey and the resulting study for the Coalition of Urban Serving Universities (USU). Sadly we report here that one of the study’s researchers—our colleague and long-time member of USU, Debra Friedman, a noted sociologist and the Chancellor of the University of Washington, Tacoma (UWT), passed away, after a short illness, on January 26, 2014. She was only 58.

Debra had been an active member of USU since she joined the organization as dean of Arizona State University’s (ASU) College of Public Programs, the anchor of ASU’s Downtown Phoenix Campus. In a short time she guided the College to national prominence while leading ASU to an unprecedented level of engagement, with over 700 on-going community partnerships in the College coupled with college-wide levels of student retention and diversity that were the highest in the university. For these accomplishments she received the Peter Magrath/W.K. Kellogg award for community engagement from the national parent organization of USU, the Association of Public Land Grant Universities.

She took this award-winning approach to community-university relations to Tacoma, where she quickly built UWT into an anchor of community development and student access to higher education.

Debra used her experience in building the engaged university in both Phoenix and Tacoma to guide two USU surveys and evaluative studies; the one here being the second study to have benefitted from her “touch.” Her methodological rigor as a sociologist and her nationally recognized success as an engaged administrator and educator made this survey a good one. To say that she will be missed by all of us at USU, as well as by everyone in Tacoma, is an understatement.

This survey and the study it elicited are dedicated to the memory of our colleague and good, good friend, Debra Friedman.

# Table of Contents

<b>Introduction</b>	<b>1</b>
<hr/>	
<b>Universities Are Economic Anchors to Cities and to the Nation</b>	<b>3</b>
<hr/>	
<b>Urban Serving Universities: Rooted in Their Community</b>	<b>8</b>
<hr/>	
<b>A Shifting Picture</b>	<b>19</b>
<hr/>	
<b>Recommendations and Key Conclusions: Moving Forward</b>	<b>22</b>
<hr/>	
<b>Appendix</b>	<b>24</b>
<hr/>	

## **USU MEMBER INSTITUTIONS 2014**

Arizona State University  
Boise State University  
California State University, East Bay  
California State University, Fresno  
California State University, Fullerton  
California State University, Long Beach  
California State University, Los Angeles  
California State University, Northridge  
Cleveland State University  
San Francisco State University  
San Jose State University  
Florida International University  
Georgia State University  
Indiana University-Purdue University Indianapolis  
Morgan State University  
The Ohio State University  
Portland State University  
The State University of New York System  
Stony Brook University, SUNY  
SUNY Downstate Medical Center  
University at Albany, SUNY  
Temple University  
Texas Tech University  
University of Akron  
University of Central Florida  
University of Cincinnati  
University of Colorado-Denver  
University of Houston  
University of Illinois at Chicago  
University of Louisville  
University of Massachusetts Boston  
University of Memphis  
University of Minnesota  
University of Missouri-Kansas City  
University of New Mexico  
University of North Carolina at Charlotte  
University of Washington, Tacoma  
University of Wisconsin-Milwaukee  
Virginia Commonwealth University  
Wayne State University

# Introduction

In the past quarter century, universities have committed themselves to greater engagement in their communities. They are increasingly seen as “anchor” institutions<sup>1</sup>—whose physical presence is integral to the social, cultural, and economic wellbeing of the community. Urban-based universities in particular have recognized the many challenges facing their—and the nation’s—cities. Understanding that their fortunes are tied in part to those of their neighbors and physical surroundings, many have expanded their efforts to engage new partners and address pressing community issues. In the process, they are broadening the education of students, improving neighborhoods and cities, helping strengthen other anchor institutions, and informing and advancing the larger society.

Measuring the size and significance of that impact, however, has remained an elusive quest. Case studies have captured pieces of those efforts, which can be cobbled together to portray a university’s accomplishment in their city-regions but cannot demonstrate the comprehensive impact of a university. Nor can single cases alone demonstrate why greater community engagement is a necessary strategy for higher education as a whole in the 21st century.

The Coalition of Urban Serving Universities (USU), a network of institutions committed to anchoring their city-regions, has taken on the task of examining and understanding their anchoring role—its impact, its rules of behavior, and its evolution. Urban universities and their cities represent an ongoing, evolving relationship of opportunities and challenges, some articulated, some unrealized, and all open to improvement. Like all relationships, the city-university partnership is never static but in a continuous state of reconstruction.

This survey builds on USU’s July 2010 foundational study, which reported an abundance of aggregate and descriptive data that assessed the roles of public urban research universities as “anchor” institutions supplying their city-regions with educational, research, and entrepreneurial capacity.<sup>2</sup> The 2010 study represented the first time universities gathered information from across their campuses to reveal the scope and scale of university interaction in their city. It also revealed that higher education, as a sector, still struggles to identify useful and feasible metrics on what it means to be an anchor. Moreover, it demonstrated that the internal data collection by universities is capable of improvement.

---

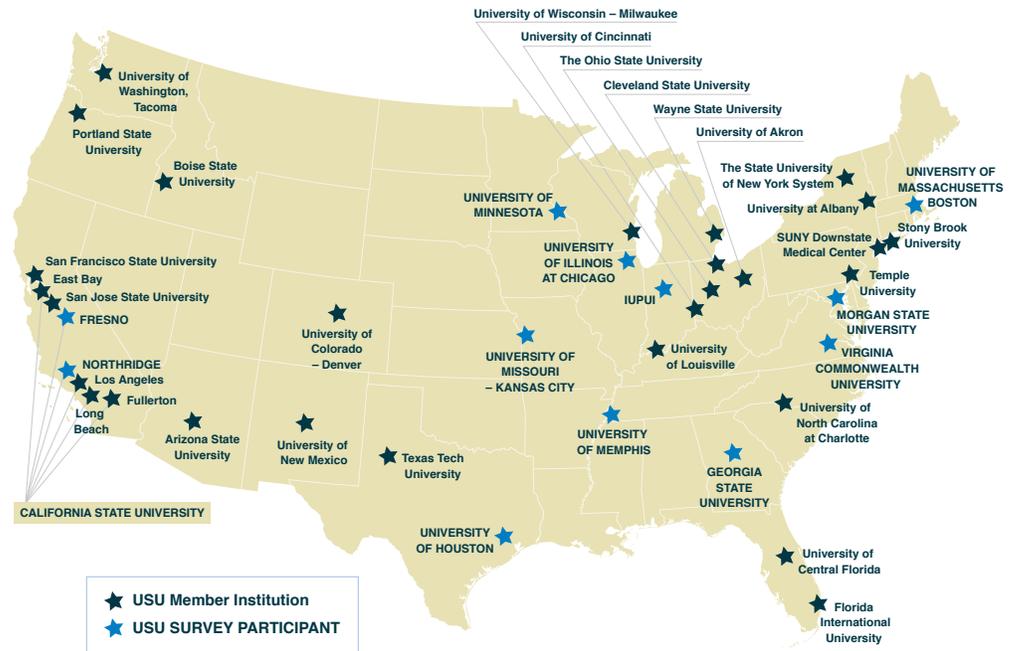
1 In addition to universities, anchor institutions include hospitals and other health agencies, civic organizations, foundations, churches, governments, utilities, and other entities able to play key roles in a community’s development.

2 Perry, D. & Menendez, C. (July, 2010). *Urban Universities As Anchor Institutions: A Report of National Data and Survey Findings*. Located at: [http://www.usucoalition.org/downloads/part6/USU\\_Report\\_of\\_National\\_and\\_Survey\\_Data.pdf](http://www.usucoalition.org/downloads/part6/USU_Report_of_National_and_Survey_Data.pdf)



This follow-up study re-examines the anchor role several years later, after the recession and economic downturn have exerted intense fiscal challenges on cities and universities. Although this study employs a different cohort of institutions and a revised survey instrument, the findings, when overlaid on the earlier study, can suggest advisory trends on how the anchor role is evolving. This growing body of evidence can also provide some insights to understand, and possibly guide, the ever-evolving university-community relationships.

**List of USU Members Participating in Survey Panel**



Universities as Anchor Institutions



California State University, Fresno  
 California State University, Northridge  
 Florida International University  
 Georgia State University  
 Indiana U.-Purdue U. Indianapolis  
 Morgan State University  
 Portland State University

University of Illinois at Chicago  
 University of Massachusetts, Boston  
 University of Memphis  
 University of Minnesota, Twin Cities  
 University of Missouri-Kansas City  
 University of Washington, Tacoma

# Universities Are Economic Anchors to Cities and to the Nation<sup>3</sup>

## URBAN INSTITUTIONS GENERATE THE NATION'S HUMAN CAPITAL

Urban institutions of higher education<sup>4</sup> are key generators of human capital, educating about 20 million students annually. Of the 7,473 institutions of postsecondary education in the United States, 4,961 (68 percent) are located in urban areas and educate over 67 percent of all postsecondary students in the United States. In the 2010–11 academic year, urban institutions of higher education granted 63 percent of all bachelor's degrees, 75 percent of all master's degrees, and over 72 percent of all PhDs among universities in the United States. Furthermore, urban universities educate more than 80 percent of all the doctors and dentists.

Urban colleges and universities are often their cities' largest employers and a significant economic engine. In 2010–11, urban degree-granting institutions employed 2.6 million employees, with over 1.9 million full-time equivalent staff, paying over \$190 billion in salaries, wages, and employee benefits. They had total annual expenses of \$340 billion, total annual revenues of \$405 billion, and total assets worth over \$700 billion.

## PUBLIC URBAN HIGHER EDUCATION GENERATES THE LION'S SHARE OF GRADUATES

### *The World of Higher Education*

Public, government-assisted institutions of higher education are central to furthering the education of the U.S. population, providing postsecondary education for the majority of college enrollees at a significantly lower cost than private and not-for-profit institutions. In fall 2013, a record 21.5 million students attended American colleges and universities, constituting an increase of 6 million since fall 2000.<sup>5</sup> Over 70 percent of these enrollees were at public institutions of higher education—with nearly 15.24 million attending public two-year institutions, 3.95 million attending private not-for-profit institutions, and about 2.38 million enrolled at private for-profit



3 Data reported in this section is derived from the U.S. Department of Education, *National Center for Education Statistics, Integrated Postsecondary Education Data System* (2010–11 academic year) unless otherwise noted.

4 Urban is defined as an institution located in a Core Based Statistical Area (CBSA) with a population of 450,000 or greater. Additionally, for the purpose of this report, comparison data will only include degree-granting institutions, which are defined as postsecondary institutions that grant an associate or higher degree and whose students are eligible to participate in the Title IV federal financial aid programs.

5 Data derived from the U.S. Department of Education, *National Center for Education Statistics, Integrated Postsecondary Education Data System* (2013–14, academic year).



institutions.<sup>6</sup> Four-year public institutions, despite seeing a sharp reduction in state appropriations of 19 percent over the past five years<sup>7</sup>, have maintained an average annual price for undergraduate tuition, fees, room, and board of \$16,789, as compared to the tuition, fees, room, and board of \$37,906 at private nonprofit four-year institutions, and \$23,364 at private for-profit four-year institutions.

### *Public Urban Graduate Degree Granting Institutions of Higher Education*

Public Urban Graduate Universities<sup>8</sup>, which include all USU members, play integral roles in the vitality of communities. Although this grouping of universities accounts for only 20 percent of all Urban Graduate Universities (including private and not-for-profit institutions), they educate over 50 percent of all students attending graduate universities—enrolling over 4.1 million students in the 2010–11 academic year. During the same year, Public Urban Graduate Universities employed 773,800 full-time staff members, paying out over \$90 billion in salaries, wages, and employee benefits. Their total core expenditures exceeded \$152 billion and their total core revenues were \$166 billion (See table below).

Nationwide, public urban graduate universities spend more than \$7.5 billion each year on public service,<sup>9</sup> most of which is expended in their local communities. A more precise indication of public urban engagement is found among the 28.6 percent of Public Urban Graduate Universities that have received the Carnegie Classification for Community Engagement compared to only 12.6 percent of Graduate Universities and 6.5 percent of all institutions of higher education in the United States (See graphics that follow).

6 Ibid.

7 From a statement by Association of Public and Land-grant Universities (APLU) President Peter McPherson released on October 23, 2013 in response to the release of the College Board’s Trends in College Pricing and Student Aid reports.

8 *Public Urban Graduate Universities* include four-year degree-granting institutions consisting of those located in U.S. Census- calculated Core Based Statistical Areas (CBSAs) with populations of 450,000 or more that award graduate degrees and are classified as public institutions. The Coalition of Urban Serving Universities currently has 43 member institutions that share a common set of parameters, and all are all considered *Public Urban Graduate Universities*.

9 Public service expenditures are reported to the Department of Education via the Government Accounting Standards Board (GASB). Public service expenditures are the sum of all operating expenses associated with activities established primarily to provide noninstructional services beneficial to individuals and groups external to the institution. Examples are conferences, institutes, general advisory services, reference bureaus, and similar services provided to particular sectors of the community. This function includes expenses for community services, cooperative extension services, and public broadcasting services.

## Focus on Urban Universities (AY 2010–11)

### Urban Degree-Granting Institutions (n=4,961)

Full-time Equivalent Faculty and Staff	1,962,000
Students	14,486,000
Expenditures	\$340 billion
Revenues	\$405 billion
Total Assets	\$700 billion

### Urban Graduate Degree-Granting Universities (n=1,450)

Full-time Equivalent Faculty and Staff	1,503,000
Students	7,871,000
Expenditures	\$287 billion
Revenues	\$345 billion
Total Assets	\$400 billion

### Public Urban Graduate Degree-Granting Universities (n=292)

Full-time Equivalent Faculty and Staff	773,800
Students	4,125,000
Expenditures	\$152 billion

---

Revenues	\$166 billion
Total Assets	\$100 billion
Revenues	\$166 billion

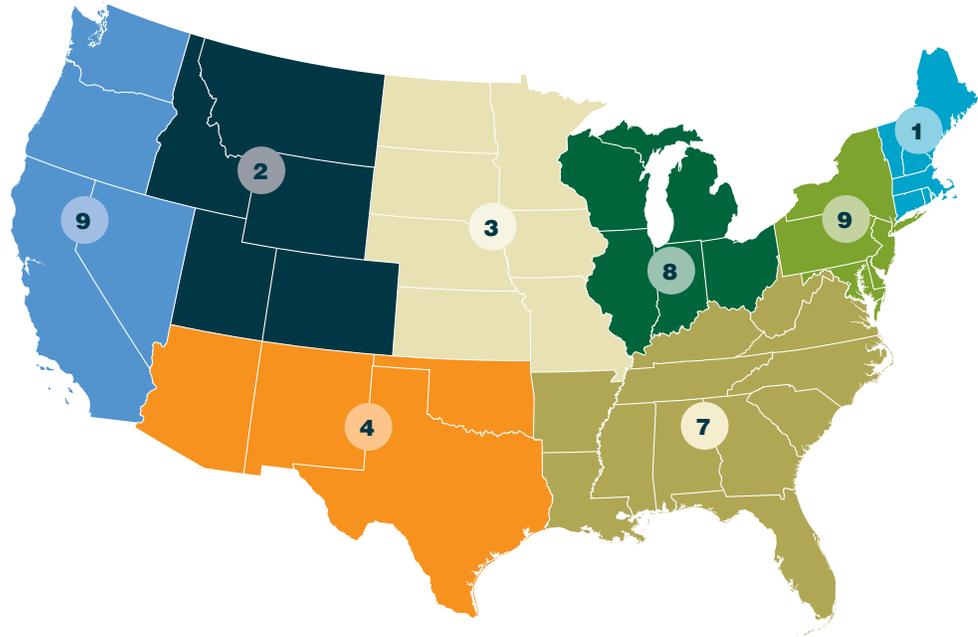
---



## URBAN SERVING UNIVERSITY MEMBERS

The 43 members of the Coalition of Urban Serving Universities (USUs) are located within the 100 most populous metropolitan regions in the United States.<sup>10</sup> The member institutions are geographically representative of all U.S. universities with graduate programs.<sup>11</sup>

### Number of USU Members by Geographic Region



**Percentage of Institutions Located in Geographic Regions**  
USU Members and all U.S. Universities with Graduate Programs

Geographic Region	USU Members	All Graduate Universities
New England	2.3%	7.7%
Mid-East	20.9%	19.1%
Great Lakes	18.6%	16.0%
Plains	7.0%	9.6%
Southeast	16.3%	22.1%
Southwest	9.3%	8.1%
Rocky Mountains	4.7%	3.4%
Far West	20.9%	14.0%

Note: Geographic Region is based on IPEDS, Fall 2011, Institutional Characteristics Component. The Geographic Regions consist of the following states: New England: CT ME MA NH RI VT; Mid East: DE DC MD NJ NY PA; Great Lakes: IL IN MI OH WI; Plains: IA KS MN MO NE ND SD; Southeast: AL AR FL GA KY LA MS NC SC TN VA WV; Southwest: AZ NM OK TX; Rocky Mountains: CO ID MT UT WY; and Far West: AK CA HI NV OR WA.

<sup>10</sup> Based on USU membership at the time the research was conducted.

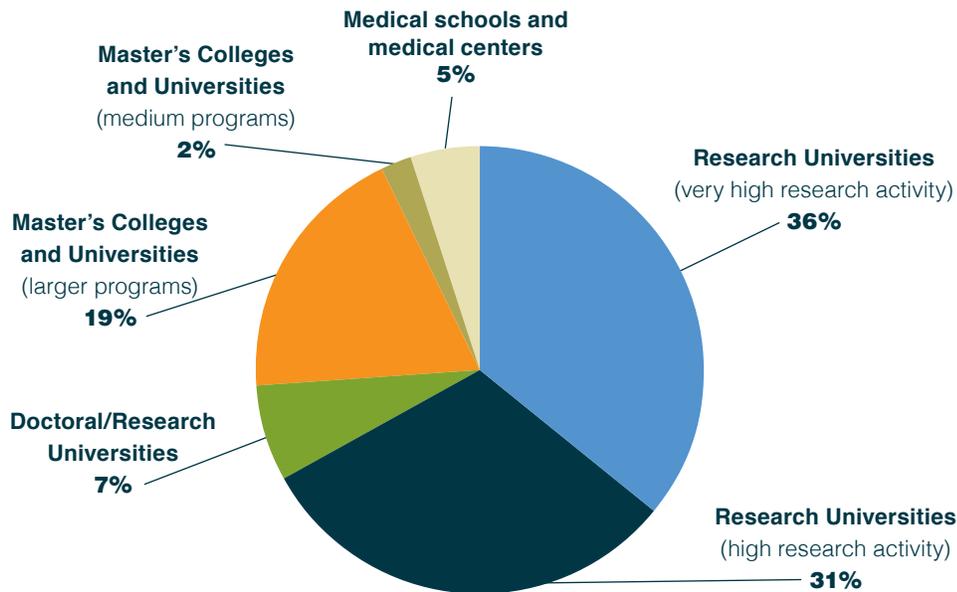
<sup>11</sup> The Far West Geographic region is overrepresented by USU members due to the large number of California State University System Universities being members.

## The Coalition of Urban Serving Universities Membership

*In the 2010–11 Academic Year, the 43 USU Members:*

- Educated more than **1.2 million students**, comprising **892,500 undergraduate students** and **267,000 graduate students**;
- **employed more than 266,000** people, with expenses for salaries, wages, and benefits totaling more than **\$22.3 billion dollars**;
- had more than **\$39 billion in annual revenues** and **\$37 billion in annual expenditures**;
- spent over **\$1.7 billion on public service**,<sup>12</sup> accounting for 5.1 percent of their total expenses;
- had over **\$56 billion dollars invested in their plant, property, and equipment**, with over \$36 billion of that figure coming from the value of the buildings on their campuses; and
- had over **\$3 billion in construction** in progress.

## Carnegie Basic Classification of USU Members



<sup>12</sup> Public service expenditures are reported to the Department of Education via the Government Accounting Standards Board (GASB). Public service expenditures are the sum of all operating expenses associated with activities established primarily to provide noninstructional services beneficial to individuals and groups external to the institution. Examples are conferences, institutes, general advisory services, reference bureaus, and similar services provided to particular sectors of the community. This function includes expenses for community services, cooperative extension services, and public broadcasting services.



# Urban Serving Universities: Rooted in Their Community

Universities are good at tracking their teaching, scholarship, and research; however, they are still in the process of determining how best to measure and assess their roles as urban or regional anchor institutions. The majority of the institutions in the study panel<sup>13</sup> are at the beginning stages of setting up mechanisms to track their work in their communities. By aggregating the results across the participating universities and by referring to the first survey where possible, we can begin to tease out the core elements of the anchor role.

The data below suggest that once a university embraces the anchor role, the commitment integrates itself more deeply into the urban university modus operandi. As it grows, the anchor mission may well achieve a greater integration across the university itself. This appears to be the case for urban public universities. The findings here suggest that urban universities integrate the anchoring role into the fabric of their institution through their mission and in their leadership structure, curriculum, policies, budget, and commitment to evaluation. These pieces, when put together, form the foundation of an anchor institution.

Moreover, the study results also indicate that, although the urban commitment strengthens over time institutionally, the programs through which it is expressed can change—probably in alignment with changing urban and university priorities.

## *It starts with the mission statement and the strategic plan*

Both in the study three years ago and in this one, every surveyed USU member reported a declared commitment to “engagement” as part of its mission statement, which is concurrently integrated into its active strategic plans. Public urban research universities in the Coalition are literally uniformly committed to a mission of “engagement.”

In some cases, the language is a promise, a vision of what the university aims to be, as exemplified by *The University of Missouri at Kansas City (UMKC)*. UMKC’s vision statement claims that, “UMKC will become a model urban research university characterized by signature graduate and professional programs, a dynamic undergraduate population, a highly diverse faculty, staff and student body, and active engagement with its city and region.”

Some urban universities take this commitment to the pinnacle and have made anchoring *the* mission of the university as a whole, as in the case of the *University of Washington Tacoma (UW Tacoma)*. Its 2007–2017 strategic plan states, “the University of Washington Tacoma was founded in 1990 to serve and provide access to higher education for upper-division place- and time-bound students in the South Puget Sound and to act as a catalyst for revitalizing Tacoma.”

---

13 See the appendix for a complete explanation of the methodology used for this study.



### *It's built into the administration*

Universities also embed “engagement” into their mission by inserting it directly into their administrative structure. All surveyed **USU institutions have created an office or position to coordinate engagement efforts**, ranging from current faculty members to vice presidents/chancellors for engagement. We’ve seen new offices created and expanded since the first study, indicating a growing commitment to institutionalize these efforts.

In some instances, there may be more than one person dedicated to the role. *Portland State University (PSU)*, for example, has two such administrative positions: the director of the Community-University Partnerships for Learning Program in the Office of Academic Affairs and the director of strategic partnerships in the Office of Research and Strategic Partnerships. As their titles suggest, one is primarily responsible for academic engagement and the other for business and government engagement.

As another example, *University of Minnesota (U of M)* hosts a university-wide Office for Public Engagement, which focuses on developing the internal policies and infrastructure to institutionalize public engagement, as well as a number of institutes and units that support faculty and student engagement.

### *It's embedded in the curriculum*

Service learning has traditionally been the most common way (although not the only one) to measure engagement within the curriculum. The average USU has, in any one year, 219 faculty engaging 20 percent of its student body in service-learning courses. As engagement programs and practices continue to grow at universities, the collection of data on the traditionally earmarked service-learning courses seems to be declining. For example, respondents in the current study were 30 percent less likely to answer questions regarding service-learning courses than in the 2009 study.

Eight USU panel members reported that students at their institutions completed an average of over 600,000 volunteer community service hours per institution in the 2010–11 academic year. Data on the community service hours of their faculty and staff were often not tracked.

### *It's institutionalized in policy*

Approximately half (6/13) of this panel study’s respondents have review, promotion, and tenure guidelines, that include the scholarship of community engagement. *The California State University campus at Fresno (CSUF)* exemplifies what these altered promotion and tenure guidelines look like. CSUF bases its tenure and promotion practices on the “Boyer Model”<sup>14</sup> of Engaged Scholarship. These policies and guidelines include service learning as a form of innovative pedagogy, professional service to community organizations as a form of recognized service, and community-based or participatory research as scholarly activities.

---

14 Boyer, E. L. (1990). *Scholarship reconsidered: Priorities of the professoriate*. Princeton, N.J: Carnegie Foundation for the Advancement of Teaching





Often, the reward processes for community engagement in promotion and tenure (P&T) guidelines varied within institutions by academic unit. At the *University of Illinois at Chicago*, the university promotion and tenure review statutes leave it up to individual colleges to include public service as a component for special consideration.

Notably, of those universities that lack such policies, some are in the midst of changing their P&T guidelines to consider or otherwise include a “scholarship of engagement” requirement. *Morgan State University*, for example, charged a faculty committee in the spring of 2012 with reviewing and possibly changing these guidelines. *Florida International University’s* Office for Community Engagement has embedded the scholarship of community engagement into the promotion and tenure guidelines for faculty in the 2014–15 academic year and beyond.

### *It’s included in the budget, and resources are committed*

Most of the USUs have specific internal budgetary allocations for engagement, with an average investment of over \$1.2 million dollars in AY 2010–11. In addition, 70 percent of responding members receive external funding for engagement efforts, averaging \$13 million per institution.

One good example is *The University of Illinois at Chicago*, which puts substantial effort into engaging with the rest of Chicago. It estimates that it provides an annual allotment of \$46,535,435 to such efforts in service, instruction and training projects.

Calculating the budgetary allocations, both internal and external, was difficult for many institutions—a fact borne out in both this survey and the previous one. As the anchor mission deepens, the universities are being driven to find ways to integrate engagement components into their university-wide software and databases. This changing technology should improve their ability to calculate budgetary allocations. For example, the *University of Minnesota’s* Public Engagement Council incorporated a checkbox in proposal routing forms for sponsored research projects that investigators check if their proposed research projects include a community-engaged component. This new checkbox identifies extramurally funded community-engaged research projects and allows the university to aggregate data on faculty participation, types and locations of such projects, and funding garnered and allocated to community engagement research.

### *It’s tracked and evaluated*

In the current study, half of the surveyed USUs have created a campus-wide internal database or documentation system for recording and tracking its community partnerships and engagement practices. Of these databases, half are accessible to the public. However, only five of the 13 respondents (38 percent) have mechanisms for systematic assessment of community perceptions of the institution’s engagement with the community. *Portland State University*, for example, is in the midst of consolidating several databases that track this information to create a “partnership portal” that would be a one-stop shop for community partner/partnership activity.

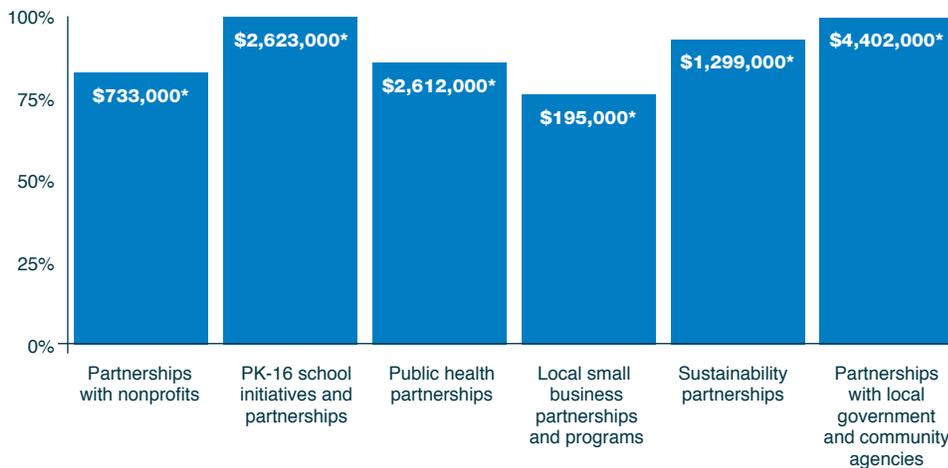
Overall, the survey responses illustrate a lack of centralized systems for data collection about engagement and partnerships. Most universities cited having multiple databases that are not compressive or compatible. *The University of Memphis* utilizes multiple internal systems to document community partnerships and engagement practices—research partnerships are maintained in a database maintained by the Office of Research Support Services; faculty engagement is documented in an online vitae database; and courses with community engagement requirements are documented in the institutional student information system.

## PARTNERSHIPS THAT IMPROVE URBAN COMMUNITIES

As the results confirm, the members of the Coalition of Urban Serving Universities are dedicated to their communities and are involved in multiple partnerships with other public, private, and not-for-profit entities. These wide-ranging relationships, detailed below, help cities build community capacity, reform their education systems, deliver health equity, bolster the economy, protect the environment, and provide needed community services, among other functions. Where feasible, the discussion also refers to past data to tease out trends.

### Percentage of Respondents Involved in Various Types of University-Community Partnerships in AY 2010–11

\* Average amount invested by responding institutions involved in such partnerships



### Building community capacity

USUs share a commitment to community-building and outreach with the nonprofit world, developing partnerships that build capacity in their local areas as well as the global community. USUs are involved with a variety of nonprofits, providing education, time, and resources to community organizations among other services. The majority of the respondents provided support to nonprofits related to community development. In 2010–11, each USU institution provided an average of \$733,000 in support to nonprofits.





There are almost as many ways to support nonprofits as there are universities. The *University of Memphis* School of Urban Affairs and Public Policy partnered with the Institute for Philanthropy and Nonprofit Leadership, the Community Foundation of Greater Memphis and the United Way of the MidSouth to offer Strengthening Communities Grants. Teams that include a nonprofit community organization, and university faculty and students apply to implement neighborhood-based projects aimed at community capacity building.

We found that community partnerships do need to be set-aside investments. In these tough economic times, some USU universities re-focused existing campus-based programs more toward community support to build capacity in that way. In the case of *California State University, Fresno*, the Financial Aid Work Study program commits nearly 50 percent (\$254,000 in FY 2011) of all work-study funds to “community service” placements.

### *Connecting the education spectrum: Working with PK–12*

As place-based institutions in urban areas, USU members embark upon a variety of initiatives that respond to the continuing education gap that exists amongst their cities’ public primary and secondary schools. These programs engage students from early childhood through high school. Every panel member participated in local-school partnerships and invested an average of \$2.6 million in such partnerships in AY 2010–11. In AY 2006–07, the average was \$1.4 million, which hints at a change in partnership priorities at the local level.

Some of the many ways USU members help urban schools and teachers to develop include:

- 1) educational and professional development opportunities;
- 2) alleviating issues of teacher supply and demand;
- 3) dialogue, research, and data collection and analysis on school reform and policies;
- 4) the funding and staffing of turnaround and charter schools;
- 5) dual enrollment and other co-educating approaches;
- 6) regularized meetings with public school administrations;
- 7) wrap-around services to primary school schools and families; and
- 8) hosting various innovative after-school and summer programs for youth in their communities.

The School of Education’s Institute for Urban Education (IUE) at the *University of Missouri Kansas City* is exemplary regarding innovation in this area. IUE created the first program of its kind in the United States. The IUE program leads to a B.A. in elementary or middle school education. Its focus is on teaching math, science, and literacy—the most urgent areas of need in urban education. It also prepares teachers

for success in urban classrooms by introducing social justice issues and multicultural learning styles. Students receive scholarships in exchange for committing to teach in a Kansas City urban district after graduation. Over the course of the program each student contributes between 1300–1400 hours to working in urban schools.

### *Delivering health equity through public health partnerships*

The commitment of USUs to bettering the quality of life in their communities also means helping to provide adequate health care to culturally and economically diverse urban populations. The majority of USUs are involved in a variety of public health partnerships, investing an average of \$2.6 million annually on these efforts. These partnerships range from providing services and clinical trials to advocating for minority representation in the health care industry. For example, **CSUF** coordinates and participates in the San Joaquin Valley Public Health Consortium that brings together health officers, public health directors, hospital representatives, and academics across the eight-county region to address policy issues and practice improvements in public health. The Consortium sponsors research, policy analysis, management improvement, and continuing professional education.

In 2011, the Dana Farber Harvard Cancer Center at the **University of Massachusetts Boston**—a comprehensive cancer partnership—was awarded a five year, \$13.7 million dollar grant from the National Cancer Institute to strengthen the national cancer center program. This unique public-private partnership will build on its many successes from its previous partnership, continuing to address health disparities in minority populations and to improve research, training, and outreach opportunities for minority students, nurses, and scientists in the following three areas: collaborative cancer research, shared cancer training efforts, and cancer outreach to multicultural neighborhoods throughout the state.

### *Building an economic base*

Both the earlier and the more recent surveys suggest that most universities play an economic role in their cities, states and regions. Much attention centers on the role universities play in innovation and technology development and transfer. USUs also impact their small business base and contribute to broad-based workforce development goals. The section below reviews all three areas of activity.

### *Innovation and Technology Transfer*

Urban Serving University members play an important role as a source of fundamental knowledge, as well as industrially relevant technology and inventions. In the academic year 2010–11, the average USU submitted 59 inventions, filed 50 patents, had 17 active licensing agreements, netted \$2.5 million in income from royalties, and spent \$1 million on technology transfer activities.





Innovation and Technology Transfer		
	Total of All Respondents (n=12)	Average per USU
<b>Inventions and Disclosures Submitted</b>	710	59
<b>Number of Patents Filed</b>	600	50
<b>Number of Patents Issued</b>	99	8
<b>Number of Active Licensing Agreements</b>	199	17
<b>Net Income from Royalties</b>	\$30,215,562	\$2,517,964
<b>Amount Spent on Technology Transfer</b>	\$11,757,405	\$1,068,855

*Georgia State University* currently holds more than 225 patents. Recent innovations include technology that will be used to reduce suffering associated with chronic and communicable diseases, create a microscope that may see genetic base pairs in DNA, and develop an antimicrobial spray to prevent infection in burn victims.

Companies residing in the *University of Massachusetts Boston's* Venture Development Center (VDC) have raised over \$42M from investors. Its High Tech internship program has placed 105 trained students to intern in venture-backed startups in the VDC and throughout greater Boston. Seventy percent of the interns have received full-time offers.

#### Small Business Support

Universities are often overlooked players in the field of small business support and workforce development. Three-quarters of USUs reported that they support small businesses in local communities, spending, on average, \$195,000 dollars per annum on such efforts. Common services include market research, financial consulting, job training, and venture investment, as well as a multiplicity of educational programs and seminars.

The *University of Memphis* has obtained short-term funding from the Small Business Administration to support its Center for Entrepreneurship and Innovation (CEI). The CEI has provided training and consultation to over 200 clients, resulting in 30 new business ventures to date. As a community outreach initiative, a strong majority of the clients are not affiliated with the university (only 20 percent are students/faculty), with 39 percent representing underserved, females (71 percent of CEI clients are minority). Similarly, at *Florida International University*, the Eugenio Pino and Family Global Entrepreneurship Center provides services to local small businesses that include webinars and workshops; counseling and mentoring in partnership with SCORE, formally known as Service Corps of Retired Executives; and educational programs for various chambers of commerce, particularly those that serve underserved communities.

#### Workforce Development

In addition to small business support, most respondents (85 percent) have workforce partnerships, having invested on average over \$1 million dollars in these enterprises—

helping both businesses and individuals. *Morgan State University (MSU)* participates in the Workforce Investment Act (WIA). Individuals who may have lost their jobs due to the economy, closure, etc., can return to school for additional training, for upgrading skills or for considering other career opportunities.

At *Portland State University*, the Professional Development Center of the School of Extended Studies provides training curricula in response to the needs of the business community in the areas of management, supervisory, front-line, and other personnel in the business, industrial, government, and nonprofit sectors of the Portland Metropolitan economy. The Center offers customized/onsite programs with such key metro organizations as Nike, Siltronic, Boeing, Gunderson, etc.

### *Protecting the Environment through Sustainability Partnerships*

Sustainable development and environmental responsibility are key tenets of urban serving universities' mission. Almost all respondents (92 percent) have engaged in urban and environmental sustainability partnerships. On average, a USU institution spent slightly over \$1.3 million during the 2010–11 academic year.

One common type of partnership relates to sustaining and generating sustainable energy sources for local and regional ecosystems. A case in point is the Research Center for Urban Waters at the *University of Washington Tacoma*, which leads research that seeks to understand and quantify the sources, pathways, and impacts of chemical pollutants in urban waterways in the Puget Sound region. The Research Center for Urban Waters is a partnership established in 2005 and funded through endowments from the Port of Tacoma, the City of Tacoma, and SSA Marine and matching funds from the university. Likewise, the Herff College of Engineering at the *University of Memphis* has several partnerships to promote sustainable energy. These include a biodiesel manufacturing system, a green turbine (generating electricity from currents in the Mississippi River), and a project to generate steam from waste material in landfills.

*Florida International University's* School of Environment, Arts, & Society (SEAS) is involved in dozens of environmental sustainability projects and partnerships around the region. The Agro Ecology program, with \$3.9 million in active grants, is focused on sustainable agriculture and human health issues in south Florida, working closely with local farmers, schools, and communities. The university's Southeast Environment Research Center is comprised of a world-class group of researchers focused on the management and conservation of South Florida's wetlands and coastal habitats, with over \$33 million in active grants. Additionally, research by SEAS-Marine Biology has direct links with important local conservation issues, including coral reef restoration, shark conservation, game fish biology, sea grass conservation and blue carbon, and sustainable fisheries and wetland restoration, with \$4 million in active grants.

### *Partnerships with Local Government and Community Agencies*

Urban universities partner with local governments and other local community agencies across disciplines to achieve wide-ranging objectives. On average, during the 2010–11 academic year, respondents spent over \$4.4 million on such partnerships. Notably, this category was not included in the first survey but represents the single biggest average





area of investment for USUs in this study. It may be that some partnerships that now come under this category were catalogued elsewhere in the former survey.

One of the more common partnership efforts is the research that universities undertake in service to city agencies. Faculty in the College of Business and Economics at *California State University, Northridge*, for example, identified conforming and affordable housing complexes for the disabled that were also small enough for local government control (fewer than 18 units). Equally, the Superintendent of Baltimore City Public Schools relies on *Morgan State University* for research on public education in Baltimore City.

Delivering professional education to city staff is another typical partnership endeavor. *California State University, Northridge* is the largest provider of advanced professional education for public sector professionals in the state of California and one of the top three nationally in providing the Master of Public Administration. The university has extensive working relationships with the city and county agencies in the region to deliver programs at their sites, fully online, and in formats focused on serving the working professional. It also creates custom-designed and contracted programs for public sector agencies and communities and in the past, helped Los Angeles County develop its internal training academy.

### *Place-Making: Physical and Neighborhood Development*

As institutions grounded in place, Urban Serving Universities play active roles in shaping the built and social environments of their communities. Their commitment to a place is long term, and their efforts take many forms, including real estate investment and development, ensuring the safety and beauty of place, and engaging in transportation issues, especially as many urban campuses have a strong commuter base.

### *Real Estate Investment/Development*

USU members are large real estate owners and developers. The average USU owns 502 acres of real estate in urban areas, valued at \$700 million dollars per institution. USUs have developed, on average, 353,409 square feet of mixed-use real estate (i.e. retail, office, housing, academic). In the five-year period, from 2007 to 2011, USUs spent on average \$59 million on construction and renovations. In addition, these institutions have room to grow, with land holdings still undeveloped (715 acres per USU unutilized). The average USU owns 15 urban cultural and athletic facilities attracting 382,000 visitors annually. Many institutions establish development partnerships with local governments and private developers to meet neighborhood needs and address community issues.

Real Estate Investment/Development			
	Total of All Respondents	Average per USU	Valid Responses to Question (n)
<b>Acreage of Land</b>	6,534	502	13
<b>Square Footage of Buildings Space</b>	91,320,005	7,024,615	13
<b>Value of Land and Buildings</b>	\$7,742,461,465	\$703,860,133	11
<b>Amount spent on Construction and Renovation</b>	\$711,444,304	\$59,287,025	12

The *University of Washington Tacoma* has a history of development with its community, including partnerships with both public and private organizations, as well as help from large private donations. As a young campus in the heart of downtown Tacoma, the University has physically developed in conjunction with its surrounding community and has revitalized a formerly abandoned portion of the city. For example, William W. Philip Hall—a 21,000 square foot event space that accommodates lectures, meetings, performances, dinners, and fairs—cost \$12 million to build and was financed through a partnership with the state (investing \$7.5 million) and private donations (investing \$4 million).

Similarly, the Urban Research and Outreach/Engagement Center (UROC), located in North Minneapolis, links the *University of Minnesota* in public partnership with urban communities to advance learning, improve quality of life, and discover breakthrough solutions to critical problems. Housed in a renovated 21,000 square foot building (formerly a shopping mall), UROC is home to a wide array of multidisciplinary and place-based University research and outreach programs working in close partnership with local community residents and businesses. UROC evolved from the University Northside Partnership, an array of government, business, education, and nonprofit partners that came together to address issues important to North Minneapolis.

Universities also drive mixed-use development facilities with benefits to the wider community in the form of redeveloped property, available housing and retail opportunities. For example, *California State University, Fresno* collaborated with community and private developers in a public-private partnership to construct a mixed-use development of approximately 45 acres of campus land known as Campus Pointe, which includes affordable workforce housing, student-friendly housing, retail and office space, a hotel, and senior housing.

### Public Safety

As stewards of place, safety is a paramount concern in every community and on every university campus. Many USUs employ their own campus police forces and work closely with local law enforcement officials to ensure the safety of the university community, as well as the community at large. Similar to the first survey, all USUs in the new survey reported engagement and expenditures on public safety initiatives. In 2010–211, USUs spent a total of \$54 million, or an average of \$4.1 million per institution.





More particularly, USU urban public safety initiatives range from 54 percent of USUs providing lighting off campus and in surrounding communities to 100 percent providing public safety awareness and training, as well as crisis planning. USU members also employ university police both on campus and in surrounding neighborhoods and collaborate with outside police. Where applicable, each university employs an average of 52 full-time security professionals, both full-time sworn police officers and full-time security officers.

### Beautification

In addition to providing greater security, Urban Serving Universities improve the quality of life in their communities through beautification initiatives. Sixty-four percent of USUs are engaged in beautification efforts outside of their campus boundaries. On average, these universities spend \$311,000 on these efforts.

Respondents also use their human capital to meet this goal. At *Indiana University-Purdue University-Indianapolis (IUPUI)* campus facilities, along with IUPUI faculty, staff, and students, helped clean up the White River (adjacent to campus), mulching the area, and following this up with the planting trees and flowers.

### Transportation

USUs work with local and regional transportation authorities to develop multi-modal and mass-transit project strategies. Most respondents are involved in transportation partnerships and reported investing an average of \$716,000 in support of transportation partnerships in 2010–11. *Portland State University* agreed to allow the city of Portland to create a Local Improvement District consisting only of university properties so that the university could contribute \$7 million towards the required bonding match for a light rail project that runs through the middle of the university and includes two stations on campus.

USUs are able to leverage their knowledge and research skills to help other community stakeholders secure funding for projects. For example, *Georgia State University (GSU)* collaborated to initiate Piedmont Avenue streetscape improvements to enhance pedestrian safety. GSU requested and received federal transportation funds, provided matching funds, and managed the project.

The University City Prosperity Project will link the City of Sweetwater and *Florida International University* through technology improvements, streetscaping and transit services. This project will create an electronic wayfinding system useful for people to travel to and through the FIU campus and creates a complete street to connect two portions of the campus that are currently disconnected. It also includes a new signature pedestrian-oriented bridge over US 41/SW 8th Street, a busy arterial route. This \$120 million transformational project is funded by U.S. Department of Transportation TIGER grant funds with matching investments from FIU, the City of Sweetwater and the Florida Department of Transportation.

# A Shifting Picture

While strict comparisons between the first survey and the present panel study would be unwarranted, several insights emerge when we put them side by side. These observations, detailed below, can help us better understand the role of universities as place-based, anchor institutions and how that role is evolving over time.

- Resources, not mission, often drive data collection efforts, reflecting what universities have been asked or required to measure.
- The value of partnerships is increasingly being relayed in monetary terms.
- The economic downturn and challenging fiscal environment, unsurprisingly, has led to a reduction in financial investment in many types of partnerships, but the variety and magnitude of university engagement in the city continues to flourish, although perhaps differently.
- Partnership priorities and investments change over time, reflecting financial availability as well as societal need.

## *Resources Drive Data Collection*

The experience of collecting data to measure the impact of the university on the city reveals that universities tend to measure what they are required to measure. Data collection appears to be enhanced in areas that currently receive ample funding for data collection and assessment. Where funding has declined, data collection appears to have been less robust.

Additionally, data collection and the quality of data are both more advanced for metrics in topical areas previously studied, where a legacy of data collection efforts (and measurement tools) already exists. For example, universities are able to produce better data on research and technology transfer than in other areas. Although, on average, the number of inventions and patents submitted by and issued to USU researchers has declined in this cycle of the panel survey, the response rates to the questions about these practices have increased. This increase in response rate is most likely due to required data reporting to the federal government and its grant-awarding agencies, as well as to nationwide data collection efforts by such groups as AUTM, the Association of University Technology Managers.

As another example, service-hour data collection was often collected from previous applications and questionnaires the respondents had completed, such as The President's Higher Education Community Service Honor Roll or the Campus Compact Annual Membership Survey. Even so, universities used different ways to calculate these figures, making true comparisons inexact.

The reverse may also be true—declines in reporting in certain areas may correspond to a decline in public investment or a change in the way of defining or otherwise understanding an activity. For example, we found data collection around service-learning courses has “weakened” since the last survey. In the previous survey the





response rates for the group of questions about service-learning courses ranged from 80 percent to 90 percent. In the current survey (2013), the response rates declined to around 40 percent for the same questions. This is most likely due to the impact of declining national funding and recognition of a concomitant waning of service-learning courses at USUs. However, it may also be that, with the new and different uses of university-based on-line tools, internships, signature experiences, and a wide range of other “engaged learning” activities now meet the goals once attached to “service learning.” In short, university-based service learning may now be delivered in a broader, less measurable way than it once was, when it may have been more readily attached to federal programs responsible for specific metrics.

### *Monetary Values Assigned to Partnerships*

This study also noted that the respondents were more likely than in the past to assign a monetary value to various types of partnerships, community development practices, and engagement efforts. Categories are being further defined by various evaluation requirements and new national and international studies. This survey, in particular, has had an effect of increasing the fiscal precision with which certain key topical metrics are represented. This should be even further advanced in the future.

### *Resource constraints resulted in a decline in investments, not in the range of activities*

The economic downturn affected funding for many programs and practices. Thus, there appears to be a general decline in the funding of all types of partnerships, especially of the big-ticket items such as mixed-use land development. However, universities still remain active in many and varied partnerships that span issues of importance across the university and the city. Even with the financial challenges, they continue to engage in the community, but perhaps more creatively. As one respondent told us, this latest round of “engagement” requires that “we do more with less.” Given the overall, further integration of the strategy of “engagement” discussed earlier in this report, this may be a mantra that most universities have undertaken in their evolving role as place-based, anchor institutions.

### *Partnership Priorities Evolve*

Certain areas experienced an increase in university average investment, especially the particularly topical areas of PK–16 partnerships. As education and completion top the university and political agendas, this is natural area for universities to focus their investment and engagement activities.

While comparative data are not available in terms of investment in partnerships with local government, the fact that it is the highest area of investment activity indicates the intricate relationship between city and university, especially as cities and all their stakeholders are required to do more with more limited resources.

## **CAVEAT**

It is important to take note of the fact that the current survey instrument is different from the 2008–09 instrument, with several survey questions subtracted and others added. Thus, not all data points can be compared from one survey to the next. Also, the sample of respondents in the current study is different from the sample of respondents in 2008–09. The first study respondent pool varied from the current panel in terms of institutional size and regional representation; however this panel is representative of the full membership. Moving forward, the same panel will be examined, making future data more longitudinally comparative to the data gathered in the current panel study. Therefore the comparisons offered in this report are simply advisory.



# Recommendations and Key Conclusions: Moving Forward

To better articulate the role of anchor institutions and their impact on the city, we offer the following recommendations.

## 1) Emphasize monetary investment of anchor engagement

Respondents to this survey struggle to state the monetary investment of their partnership and engagement options—with response rates of approximately 70 percent for internal allocations and 40 percent for external allocations. Without having a detailed understanding of the financial investment an anchor makes in its activities, we will not be able to account for its full impact on the city and region. While finances are not the only way to measure impact, they are a critical component of it.

## 2) Refine internal data collection at universities

Information sharing, data collection, and system improvement are hot topics for universities today. This study is but a reminder of how dispersed data is at the university enterprise and how many holes there are. Investment in sharing and distributing best practices in internal data collection among universities would support this goal. The end result of better data is the ability to make better decisions for universities and having better data to more clearly and fully define and measure the impact of anchor institutions.

## 3) Five conclusions that bear repeating because they are key to understanding the anchor role, thus providing essential information for further defining and understanding the field.

- a. The findings here reveal that urban universities appear to be integrating the “anchoring” role into the fabric of their institution
  - i. through their mission,
  - ii. in their leadership structure,
  - iii. in their curriculum,
  - iv. in their policies, and in their budget, and
  - v. in their commitment to evaluation.
- b. These pieces, when put together, form a clear part of the deliberate, internal foundation of a university as an anchor institution.
- c. The study results also indicate that, although the urban commitment may strengthen institutionally over time, the programs by which it is expressed can change—probably in alignment with changing urban and university priorities.



- d. The panel survey identifies a host of university activities meant to build community capacity in, among other areas:
- i. education systems,
  - ii. health delivery,
  - iii. the economy, and
  - iv. environmental protection.
- e. Comparing survey results, we also see that, while universities are engaging in the same types of partnerships overall, there appear to be changes in priority, as measured by investment. Again such comparisons are advisory and open to further, more consistent, time-series USU panel study.



# Appendix

## METHODOLOGY

It will require more than a single ‘snapshot’ survey to make the case that urban serving universities are important to the well being of their cities. A nationally representative and policy-relevant evaluative scheme is needed to create metrics of the university’s role in cities in order for academic administrators and legislative policy makers alike to assess their future efforts. In order to achieve the overall mission of a reliable and representative national information base and to do so in an efficient and cost-effective manner, USU has undertaken a panel-based, time series study of 13 USU members, chosen to participate based on geographic location, institutional size, scale, and their willingness to participate in all 10 years of the project. The survey results reported on here take the prior ‘snapshot’ survey a step farther in our attempt to create a longitudinal, national information base that will build both primary and secondary data to enhance our understanding of the foundational role of universities in anchoring urban development in the United States.

This survey is a way not only to share data, but also to learn more about the process of collecting such data and retaining better records in the future. The organization of the current survey relies heavily on the outline of the 2009 survey; yet it changed by follow-up questions soliciting information on how universities collect this data, why they could not collect the data, and/or how data are collected differently in different institutions. Future metrics and surveys will benefit from the collection of this additional knowledge.

In October of 2012, the potential list of panel members met at the APLU Annual Meeting in Denver, Colorado to discuss and apply any modifications to the proposed survey. The final survey product was edited and developed by the Survey Research Laboratory at the University of Illinois in Chicago and distributed in December 2012. The surveys were collected in the spring of 2013. The response rates to the questions and the quality of the survey answers were far better than they were in 2009. This was due in part to the very existence of the previous survey in 2009 and to the uses to which university administrators had put the information from that survey. The success of the 2013 survey was also due to the national push for universities, overall, to support engagement efforts, both strategically and financially.



## REPORTING METHOD

In this report, The USU panel is described using both narrative and aggregated data from the academic year 2010–11. Due to the breadth of the survey and length of the responses, not all of the results are reported and only a small portion of the examples and case studies are included.

The institutional information we seek is problematic in nature since much of the data are not uniformly collected nationwide. Several factors may affect the quality and type of information reported here—such as who or which administrative office at each of the institutions responded to this survey and/or how each institution chose to define the individual variables that were surveyed. Although this is a small sample and cannot provide us with detailed quantitative data that can be used for statistical inference, we believe the institutions surveyed here are representative of all USU members in terms of size and geography and thus the findings have broad relevance.











