

THE METROPOLITAN MISSION OF A RESEARCH UNIVERSITY: A STUDY OF THE CONTEXT AND OPPORTUNITIES FOR FACULTY

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TABLE OF CONTENTS

Preface and Acknowledgements	3
Executive Summary	6
Understanding Urban and Metropolitan Universities	7
Urban and Metropolitan Universities Defined.....	7
ASU, A Research I, Metropolitan University	8
One University: Various Campus Components	9
The ASU Downtown Center.....	10
Achieving the Metropolitan Mission.....	13
Mission Clarity	13
Research/Applied Research Function	13
Instructional and Service Functions.....	14
Aspirations of the Administration and the Faculty	16
Funding Patterns and Distribution of Incentives.....	18
Project Design and Methodology.....	22
Project Design.....	22
Project Methodology.....	22
Creating a Database	22
Interviews with Faculty Administrators.....	22
Focus Groups.....	22
Survey of Department Chairs and Unit Directors	23
Study Results: An Overview	24
Issues 1, 2, 3.....	24
Database Graphics	25
DTC Credit Courses by Discipline	25
Faculty Teaching at the DTC by Rank and Tenure Status.....	26
Tenure-Track and Non-Tenure-Track Faculty Teaching.....	26
Tenure-Track Faculty at the DTC by Discipline	27
Non-Tenure-Track Faculty at the DTC by Discipline	27
Number of Credit Courses Offered at the DTC by Discipline.....	28
Number of Courses Taught at the DTC by Instructor Status	28
Faculty and Administrator Focus Groups	29
Evaluating the University Mission.....	29
Relationship Between Department and University Missions.....	31
Faculty Incentives, Disincentives and Contradictions	32
Department Chair and Unit Director Survey Results.....	33
Teaching Activities at the Downtown Center.....	33
Reviewing the Departments' Missions	34
Faculty Incentives.....	35
Faculty Disincentives.....	36
Conclusions.....	37
Recommendations.....	37
The Road Ahead	41
Bibliography	42
Appendices.....	44
A: List of Focus Group Participants	44
B: Focus Group Documents Received.....	45
C: List of Departments Surveyed.....	47

PREFACE AND ACKNOWLEDGEMENTS

The study began nearly two years ago with the support of the Ernest A. Lynton Grant from the Coalition of Urban and Metropolitan Universities. The award offered me, and the small research team subsequently assembled, the opportunity to explore some interesting and lingering questions related to the nature of what we do at the Downtown Center (DTC) of Arizona State University (ASU) through the College of Extended Education. A period of residency at the DTC in Phoenix, away from my appointment on the faculty at the Main Campus, allowed me to view the world from a different perspective. I had always been interested in understanding why some faculty were reluctant to travel to the DTC to offer courses at that site. As a former dean at ASU, I had personally struggled with the main campus-centered orientation that prevailed. It was not just a question of the prestige and services which go with being at the center—a matter which would be important to individuals—but there was also a level of reluctance from departments to extend their mission to this very metropolitan site. In spite of the growth of the DTC since its inception in 1986, both as a source of instruction (Figure 6) and as a presence in downtown Phoenix, this reluctance persisted.

Many questions thus arose which were relevant to ASU but would also have meaning to other universities similarly configured. What was it that made it problematic for departments and faculty to offer more courses at the DTC? Was it the lack of personal incentives for faculty to leave the confines of the main campus? Was it a concern with how such activities were viewed by peers and administrators? Was it an issue of time? Furthermore, while lack of incentives could account for much reluctance, were there disincentives for off-campus activities?

Under the leadership of President Lattie F. Coor, ASU had not only joined the ranks of major research universities, but had clearly articulated an urban and metropolitan mission. The College of Extended Education (and its DTC) was developed, among other reasons, to respond to that mission. Was the urban and metropolitan mission of the DTC clearly articulated at all levels of the university? How was that mission being perceived? In the minds of some, the DTC was primarily a revenue-generating opportunity for the university. Why? Was this true? During the decade of the 1990s, a common error had been to overestimate the effect of online technology on the way students would obtain their education in the future. Sir John Daniel, former vice chancellor of the Open University in Britain had commented on this error. Many universities were deciding that the need for “face-to-face” instruction was dwindling and that it would not be the wave of the future. Yet, to the surprise of many promoters of e-learning, “students aren’t as interested in using online technology to study course material” (Daniel, 2001) or to substitute completely personal contact with instructors. In fact, Daniel had suggested that “online technology should be used strategically, to provide specific student services.” A recent survey sponsored by the Pew Charitable Trust, conducted in the spring of 2002 by the University of Illinois at Chicago, showed the same thrust. “... College students are not abandoning the classroom. Only 6 percent of students said that they had taken an online course for credit” (Kiernan, 2002). The survey results noted the number of students who use e-mail to communicate with professors and the number who use the Internet for research. However, in his study, the figures show that “today’s college students value traditional classroom settings” (Kiernan, 2002).

In the midst of all these challenges, how were we faring at the College of Extended Education of ASU? This study proposed to look into incentives and disincentives for faculty to deliver on the urban and metropolitan mission of ASU by teaching and doing research at the DTC. While the question was limited given the resources available, the possibility for meaningful conversations and reflection among the participating administrators and faculty were less limited. To me, those discussions and reflections were perhaps the most enriching piece of the research.

The project was launched at the beginning of the 2001-2002 academic year and lasted through the end of the 2002-2003 year. The data was collected during the spring and fall of 2002. Although the building of a complete database (what departments offer instruction at the DTC, who are the faculty, their rank and tenure status) will continue after the production of this report, the interviews, focus group discussions and survey of departments were all administered within the 2001-2002 academic year.

Keller (1985), validly criticized our current approach to the study of higher education. By and large, I fully agree with his perspectives. There has been tremendous emphasis on research but little on scholarship. Researchers emphasize and collect a great deal of what Keller seems to view as less than meaningful data, and pay little attention to thinking about the issues unearthed. The research, Keller stated, is “profuse and it is picayune.” “There is a sense,” Keller continues, “that a powerful cheetah is being examined by hundreds of earnest persons with magnifying glasses, micrometers, and sketch pads.” Yet, what is needed are daring visions or the tackling of matters that are useful.

These valid concerns worried me from the beginning. I trust that some of our conclusions go beyond examining the “powerful cheetah.” Yet, it is hard to offer sweeping recommendation from very discreet information but I hope that some reflections and wisdom beyond data analysis come through at the end. I also anticipate that other colleges and universities in similar circumstances will be able to echo elements of this report, whether in the literature review, the focus group discussions or the survey findings.

However, this piece of research has served, I believe, another important purpose. I hope the process has served to convey to the eager graduate students who joined the research team that, in spite of what they may be hearing in methods courses, thinking is more important than the collection or manipulation of data. In higher education, the data is often confusing and misleading; influencing the thinking of those who make decisions is challenging. One of the serendipitous gains of this project was to develop a cadre of young people who are now interested in thinking about the urban and metropolitan mission of universities. What are the responsibilities of the institution and how can they best be discharged? What are the responsibilities of citizens to support higher education and what are the pitfalls of suppressing the public mission of educational institutions? When we embark on the development of a business agenda for institutions of higher education, what are we losing? What are the positive and negative aspects of entrepreneurship? What are the dilemmas that ensue?

We may not have found all the answers in this endeavor, but the research group has become very aware of the contradictions. Can institutions deliver on contradictory missions? Probably not. How much ambiguity can organizations take and still be effective? While public education may not be easily able to run counter to current paradigms and funding trends, we must be very vigilant of its

mission and be prepared to call attention to, if not reconcile, many fundamental contradictions.

In September 2002, ASU's new president, Michael M. Crow, announced a number of changes for ASU. The local press reported that President Crow supported a form of "differentiation" among the three Arizona universities, with ASU moving to become the largest university in the nation at the same time that it maintains its research emphasis (Hart, 2002:B1; "Board of Regents Meeting," 2002). ASU is already a very large institution, with over 49,000 students; its facilities are extended and often overtaxed. If growth is to occur, it is to be expected that all system components will need to respond, including the Downtown Center site. Yet, if the research mission also is to grow, we can anticipate that many current dilemmas, including the disincentives for teaching at the DTC identified by faculty in this study, will be highlighted. It is too early to know what the plans are or how the details will unfold. Yet, the aspirations of the administration and the faculty, very important aspects of academic missions, will have to be reconciled, as we shall see. In this respect, the information in this study might be particularly timely.

I am grateful for the support of the administrators and staff of the College of Extended Education, particularly at the DTC. It was refreshing to generate some excitement about thinking about the mission of the center. Many thanks to Dean Bette DeGraw, Associate Dean William Verdini, Assistant Dean Elaine Sweet and directors James Patzer and Patricia Feldman. Many thanks to the staff of the Communications and Marketing Department for the time and effort spent on publicizing the study and producing the final document. I also appreciated the support and comments of Provosts Milton Glick and Gary Krahenbuhl at the Main Campus of ASU.

The students who worked with me on the research team deserve special mention. First of all, Kenichi Maruyama and Jill Andrews of the School Public Affairs. Kenichi assisted in the laborious task of developing a database of what was being taught and who was teaching at the DTC using information that was scattered in many places. He managed the bibliographic entries and assisted with the focus groups. Jill Andrews worked with graduate students, Bill Cox, Judith Padres and Harry Preston also from the School of Public Affairs, in the development of the survey and the analysis of the data generated by it. She served as a sturdy bridge between my requests to be judicious in the collecting of data and the students' natural tendencies to equate information with meaning. Then she ably assisted me in the preparation of the final report. I know that both Ken and Jill will never look at the urban and metropolitan mission of ASU in the same way again. I trust that their insights will now be even more valuable for this experience.

Last but not least, I am most grateful to my colleagues on the faculty who gave generously of their time to meet with me, answer surveys, participate in focus groups and offer their insights, experiences and comments. They are too numerous to mention here; their names appear in the appendix. I thank them for their interest and help.

Emilia E. Martinez-Brawley
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EXECUTIVE SUMMARY

Urban and metropolitan universities have become central in ensuring that the citizens of the inner city have access to higher education and that the expertise of universities is used in solving today's complex community challenges. In addition to the traditional commitments to teaching, research, and service, a metropolitan university takes upon itself the responsibility of providing leadership to its region and improving its quality of life. But, researchers agree that articulating and fulfilling an urban and metropolitan mission is a major challenge. The varied, and often contradictory, expectations of faculty, administrators, political officials and the community can inhibit the development of clear missions. Furthermore, incentives for faculty to add to their traditional campus endeavors are not always in place.

Researchers focused on faculty incentives and disincentives that connect department behavior to the urban mission through the development of a database of Downtown Center teaching and research activities, focus group discussions with faculty, and a survey of department chairs and program administrators.

Arizona State University (ASU) is a Research I, metropolitan university that uses a multi-campus system to deliver services. In addition to the campuses, ASU created the Downtown Center (DTC) to serve Phoenix's urban core. The DTC is a component of the College of Extended Education, and is a location that relies on faculty from the ASU campuses to provide instruction and research to a geographic area of Phoenix. In spite of challenges such as varying perceptions by the academic community, the DTC has delivered in a continual wax and wane of momentum on its urban mandate—to offer instructional programs to the Phoenix urban area and to encourage applied research and public service programs.

Previous research provides the framework for analysis. Key elements that have been identified in the literature as creating barriers to the urban and metropolitan mission include 1) mission clarity, 2) research status and aspirations of the administration and the faculty and 3) funding patterns and distribution of incentives. This study utilized this framework to explore and understand the ASU scenario. There follow some salient conclusions.

On mission clarity, focus group and survey results indicated that, though units understood the urban and metropolitan mission, they lacked the operational directives and the tools to fulfill their understandings. The focus group discussions revealed lack of clarity in the DTC mission, particularly in relation to whether the DTC is a revenue-generating unit or a location used to facilitate ASU's urban and metropolitan mission.

On research status and aspirations of the faculty, participants of the focus groups agreed that units' missions are often driven by national disciplinary considerations and a tenure and promotion system that is based on research activities. Consistent with the findings in the literature, the study also showed that the majority of programs offering instruction at the DTC were professionally based.

On funding patterns and distribution of incentives, the study showed that the university still struggled to identify an appropriate system of incentives for faculty to teach at the DTC. The study identified a number of disincentives including marginalization of off-campus teaching and lack of recognition of these tasks at the time of tenure and promotion.

UNDERSTANDING URBAN AND METROPOLITAN UNIVERSITIES

URBAN AND METROPOLITAN UNIVERSITIES DEFINED

The term urban university is difficult to define explicitly since many of America's premiere universities are located in urban areas. Harvard, MIT, Columbia, Chicago, Minnesota, and University of California at Berkeley are a few examples of universities in urban areas, but are not urban universities. The Committee on Urban Programs, an organization of thirty-one major urban universities, suggested that:

An urban university has a campus located in a major urban area and a substantial number of commuter students. It provides a broad range of undergraduate, professional, and graduate programs, and makes all levels of higher education more accessible to students living in the urban community. Through urban-oriented education, research, and service strategies, an urban university manifests a deep sense of responsibility to its urban constituencies and attempts to assist them in coping with their problems. (Hill, 1981:33)

Aware that metropolitan areas are often demographically broader than just urban centers, Mulhollan (1995) offered a parallel definition of the metropolitan university:

The Metropolitan university, defined in its simplest terms, [is] an institution that accepts all of higher education's traditional values in teaching, research, and professional service, but takes upon itself the additional responsibility of providing leadership to its metropolitan region by using its human and financial resources to improve the region's quality of life. (Mulhollan, 1995:1)

Urban universities also are commonly defined by their student body, which often includes students that are largely local, mostly commuting, overwhelmingly the first generation in college, heavily from blue-collar or poor families, frequently working to pay tuition, attending part time and evening as well as days, generally older than traditional students, and more inclusive of women and minority populations (Adamany, 1994). Englert (1997) adds to these definitions. To him, an urban university is located within a major city, having a significant level of interaction with the city, a population of underrepresented racial and ethnic minority groups, and a special commitment to inner-city education. Presumably, a metropolitan university will share the commitments and characteristics of an urban one, adding to it a broad geographical and social element.

With the majority of the nation's population and virtually all of its minority groups living in urban areas, urban colleges and universities are a primary provider of undergraduate education, the principal enroller of minority students, and the support link in research, service, and development of the nation (Elliot, 1994). However, even though urban colleges and universities serve cities and their diverse populations and are the fastest growing institutions in higher

education, they are not included as a category in the Carnegie Foundation taxonomy.¹

In 1997, Englert reported strategies to increase the effectiveness of metropolitan universities. He stated that metropolitan universities should provide access for those who are place bound, who are working part time, and who need nontraditional offerings in atypical time blocks and places. In addition, the campus should be inviting, should aid retention, and should have an effective outreach strategy to work with potential students. Englert also noted that the success of urban students in college depends in large part on the quality of faculty teaching. He suggested effective teaching occurs in academic departments with the following characteristics: a supportive culture, frequent interaction among faculty, faculty tolerance of differences, narrow gaps in work patterns between junior and senior faculty workload, rotation of courses among faculty, peer evaluation and student evaluation of teaching, a balance among incentives, and effective leadership by department chairs.

The literature is filled with references to the need for urban and metropolitan universities to address the intra-university debate of research vs. teaching (Englert, 1997; Goodall, 1970; Greiner, 1994). In addition, the reward system for faculty must reflect the mission of the urban university (Goodall, 1970). Faculty members enlisted in the urban and metropolitan mission must be convinced that their institutions and disciplines are willing to reward them, in terms of both finances and recognition, for doing things that have not always been accepted as worthy of recognition in the traditional university setting. Greiner (1994) advocated a balance among teaching, research, and public service so that all three flow together. Cities must be places to learn, to train students and to conduct research in concert with community leaders, to try new approaches to mutual learning and discovery.

Mundt (1998) stated that urban universities in America have an opportunity for education renewal, collaboration, community partnership, and commitment to a campus-wide mission. However, in spite of calls for balance and recognition, his report states that this claim might be rejected outright as unrealistic by some faculty and administrators who favor a more traditional academic life.

ASU, A RESEARCH I, METROPOLITAN UNIVERSITY

Arizona State University (ASU) is a Research I, metropolitan university located in the Phoenix/Mesa metropolitan area.² ASU is geographically distributed among three physical campuses, Main, East and West. Arizona State's Main Campus is located in the city of Tempe, which, in census terms, is part of the Phoenix metropolitan area but is, in character, essentially a suburban location. The West Campus is located in the city of Phoenix's western end and the East Campus is located at the eastern edge of the city of Mesa. ASU also has created the Extended Campus, which is a network of sites throughout the state and includes distance learning delivery methods. Its anchor location in the very heart of the city of Phoenix is known as the Downtown Center. Both the Extended Campus and the DTC are operated by the College of Extended Education (CEE).

¹ The Carnegie Foundation taxonomy is used for a variety of purposes including enhancing the prestige of institutions. In the 1994 classifications, the Research I category was the most prestigious of the categories. In 2000, the taxonomy was adjusted and no longer includes Research I. The current, broader, classification is Research Extensive. ASU is in that category.

² The Phoenix/Mesa metropolitan area includes the cities of Phoenix, Mesa, Glendale, Tempe and Scottsdale. They are all adjacent to each other and constitute an urban/suburban hub. Each city is idiosyncratically distinct and has its own municipal government.

ASU has committed itself to metropolitan Phoenix in a number of ways. Shortly after the publication of the Kellogg Commission's *Report on the Future of State Universities and Land Grant Colleges* (1999), ASU President Lattie F. Coor wrote about ASU's commitment to its metropolitan mission:

Given the complexity of issues facing communities today, the expertise and talent of our universities is needed more than ever before At Arizona State University this translates into a need to engage the issues of a major metropolitan area At ASU this is simply a recommitment to our reason for being. Arizona State University was founded more than a century ago as a normal school charged with the responsibility of preparing teachers to serve the Arizona Territory. As the Territory grew into statehood and Phoenix into the state capital, the normal school evolved into a teacher's college and then a state college, reflecting the expanding needs of the community. In 1958, Arizona State College became Arizona State University by public referendum. ASU is now the only major research university serving metropolitan Phoenix, one of the fastest growing regions of the country. (Coor, 1999:13)

The President's commentary on the mission, prepared for the Higher Learning Commission of the North Central Association, focuses on three descriptors used by the university to define its mission. ASU is described as a “major, metropolitan research university.” “Major,” the document states, “refers to the competitive level at which we must function” and to the transformation undergone by the university. “Research” referred to the Carnegie classification, which, though changed now, still carries a great deal of weight for many faculty and administrators. “Metropolitan,” the term of greatest interest here, affirms the university's commitment to “metropolitan Phoenix as our primary service area” (Coor, 2000).

Metropolitan ... defines the competitive level at which we must function to serve this world class city, the particular attention we have paid to creating multiple campuses and extended education to meet the growing enrollment needs of the metropolitan area, and the “metropolitan” concept influences to a significant degree the types of research to which we have made commitments in recent years on the premise that the results of our research can have special value to the economy of this region, now and in the future. As well, our commitment to serving as a metropolitan university carries with it a special responsibility to work with leadership throughout the community to engage, in a major and ongoing way, the issues the community believes to be of greatest importance to its future. (Coor, 2000)

The current commitment to metropolitan Phoenix permeates the basic documents that spell out the university's mission. This commitment has been translated into action in different ways by various components of the university.

One University: Various Component Campuses

The Higher Learning Commission of the North Central Association document states that “ASU has been charged with developing a set of programs commensurate with the needs of the metropolitan community” (Coor, 2000). It further adds, “metropolitan Phoenix has widely varying needs requiring a comprehensive array of university programs that are both traditional and

nontraditional in nature.” It also states that ASU's commitment to the valley has been the driving force in the development of a “multi-campus architecture,” which includes the ASU Extended Campus and specifically the Downtown Center.³

The history of each campus is unique. Main, in Tempe, was founded in 1885 as a state teacher's college and grew into a vital 49,700-student center for learning (*ASU General Catalog*, 2002). The West Campus of ASU was created in 1984 by the Arizona Legislature, and the East Campus, developed in 1996, is located at the site of the former Williams Air Force Base. ASU West also is a key player in the ASU urban and metropolitan commitment. The teaching and research mission of ASU is addressed in a variety of ways by the three geographic campuses. The Extended Campus, as is often referred to in various documents,

...serves working adult students and others needing access to degree programs, certificates and classes using flexible schedules. Through technology and off-campus locations such as the Downtown Center and more than one hundred sites valley-wide, students have convenient access to the programs and services of ASU. (Coor, 2000)

The CEE is a university-wide college whose mission is to transcend the parameters of specific campuses. As is often the case in large organizations, the missions of the various campuses and units frequently overlap—perhaps not necessarily in negative ways. Nevertheless, it often presents a problem for clarity of mission. It would appear that the university intended to make its urban/metropolitan presence felt, at least in the city center area of Phoenix, through its downtown facilities, also operated initially by and through an extension model. The development of ASU West from various facilities run by the extension division of the university into a full-fledged campus, for example, narrowed to the city center the metropolitan target population of the DTC.⁴ But, we shall return to the historical detail at various points in this narrative, because it has a bearing on current faculty perceptions of the various aspects of the ASU mission.

The ASU Downtown Center

All extension services were consolidated into a single college, with a dean, in 1990. The CEE has a broad mandate that includes a large number of functions, most of them connected to the broad arena of meeting the lifelong learning requirements of the diverse communities served by the university. This report focuses on the instructional and research challenges of only one component of the CEE, albeit its focal one, namely, its downtown center, which has also undergone a number of structural and mission changes through the years since its creation in 1986. The 1991 College of Extended Education Strategic Plan stated:

As part of the College of Extended Education, the Downtown Center is the component of the Arizona State University multi-campus system

³ Please note that Valley of the Sun, or valley, is a common term used to refer to the Phoenix Metropolitan area.

⁴ ASU had a long history of outreach activities spearheaded by the extension division of the university. As is often the case, extension activities in universities that are not land grant institutions go through periods of centralization and decentralization. This was the case with ASU, where the university administration went through periods of emphasizing and de-emphasizing the model it would use to deliver off-campus offerings and other community-oriented activities. Even today, colleges are ambivalent about delivering off-campus programs through the now-consolidated College of Extended Education, of which the DTC is a part. It is in this area that incentives and disincentives to colleges, departments and faculty play a central role.

specifically designed to extend the university into the central Phoenix community, to help address urban challenges, to serve the governments of Arizona and to enhance public policy-making capacity.

From its early days, the Downtown Center had a multifaceted mission. It aspired to address learning as a lifelong experience, to offer applied research, and was committed to creating “an identity of a diverse urban environment” (College of Extended Education Strategic Plan, 1991). Teaching activities at the DTC were never identified as the main focus of the DTC enterprise. Correctly or incorrectly it appears that the goal was for the DTC to become part of a city network of businesses and government, with instructional, cultural, business development and other support functions. The 1996 Academic Review document states:

The Downtown Center was created in 1985 by then-President Russell Nelson in response to the urging of downtown business leaders and a legislative appropriation to create an ASU presence in downtown Phoenix The School of Public Affairs ... had been delivering evening graduate classes in public administration at downtown government offices for several years.”

The Center's location was chosen to provide access for government agencies, the legislature and business firms to the programs and service resources of ASU In order to accomplish the mission, the ASU Downtown Center began to build partnerships with central Phoenix organizations. The Center created educational opportunities during the early morning and evening hours for those who lived and worked in the downtown area, offering graduate and upper-division undergraduate credit classes, conferences and forums. Specialized professional development and continuing education courses were offered to City of Phoenix managers. (Academic Program Review, 1996:230-231)

It is evident that, given the current political will in the city and state, the mission could be very effectively enhanced through instructional activities at the DTC. However, the DTC has no faculty of its own and must depend on colleges and departments located on the main, east and west campuses for any academic initiative. While the situation is not unique to ASU (there are other Research I universities that also have city center locations to enhance their urban and metropolitan mission), expanded instructional and research use of the downtown facilities could enhance ASU's reputation with those who make legislative and funding decisions. It would also visibly place the university at the center of relevant urban and metropolitan activity.

Perhaps the initial lack of clarity about the teaching mission at the DTC prevented the creation of structures and fiscal arrangements and makes the DTC different from other instruction-focused facilities in downtown areas.

Returning to the history of the DTC, the recollections and opinions of Dr. Brent Brown, the first director of the DTC, appear to confirm the DTC's mission dilemma. Dr. Brent Brown was asked by the university president in 1985 to take the lead for the new center. He had been involved much earlier delivering instruction downtown as an untenured assistant professor. In an interview for this project, he suggested that, from the beginning, the DTC was caught in the bind of having articulated an urban and metropolitan mission in a research environment not friendly to it. “The DTC, as the urban presence of the university, was, from the start, politically imposed. The legislators and the

regents wanted it but few faculty and administrators were sympathetic to its mission” (Brown, 2001). Furthermore, he added, the public administration department, which quickly realized the DTC was central to its mission, had encountered the challenges of delivering instruction off campus before. In the 1970s, the public administration department had found that only six credits of instruction could be offered in classes taught through an extension division. Many issues had to be addressed and changed through the Arizona Board of Regents at that time. Skillful political exchanges, not always agreeable to faculty, had to be used. Dr. Brown believes that delivering on the urban and metropolitan mission through the venue of the DTC added, from the beginning, to the uphill battle (Brown, 2001).

Other faculty and administrators who were also involved in early efforts to provide instructional programs at the DTC share, perhaps with lesser disappointment, Dr. Brown's perceptions that the task of organizing metropolitan-oriented programs, including applied research at the DTC, has always been challenging. The general comments are that faculty, and perhaps even the administration at the university, did not want to add to their burdens by focusing on a mission or locale that would not obviously enhance the university's prestige in traditional academic circles. During the period of development of the DTC, the university was growing tremendously, one person said, so perhaps the need for the additional students that the DTC could generate was just not there. It was also apparent that the university had focused on two goals which were, in the eyes of many, somewhat contradictory: the achievement of Research I status at its main campus and the achievement of the applied research, urban-oriented mission of a metropolitan-based university.

The comments received in relation to the historical context of the urban and metropolitan mission of the university are not unique to ASU. In a similar vein, Rice (1995) offered useful comments in an essay on the mission of the university. Discussing the “paradox of hierarchy and diversity in the system of American higher education,” he stated:

Two strengths [1. specialized research and growth and 2. innovation and responsiveness] pulled in opposite directions and the enormous incongruity between the two produced serious role strain for faculty and organizational fissures that cut across our institutions. And at the heart of the tension is the meaning of scholarship and the role of the faculty member as a scholar.

What evolved is a hierarchical conception of scholarly excellence that is tied to the advancement of research and defined in zero-sum terms. (Rice, 1995:136)

Severino (1996) expanded this issue. “Some members of urban university faculty, many of whom graduated from nonurban institutions, resist calling their places of employment urban because it connotes academic inferiority, low standards, and a mere service role.” The American public and professional attitudes toward the idea of urban universities have been ambivalent, confused, and resistant (Severino, 1996).

In spite of these challenges the DTC grew, delivering, in a continual wax and wane of momentum, on its urban mandate: to offer instructional programs to the urban area of the city of Phoenix and to encourage applied research and public service programs. An additional challenge continues to be the existing university patterns of academic organization and funding.

ACHIEVING THE METROPOLITAN MISSION

There are many elements that make the fulfillment of the urban and metropolitan commitments of a Research I university difficult, particularly when based on an extension model that uses satellite locations such as downtown centers. At least three of those challenges to fulfilling the instructional (and to some extent the research) challenges in the metropolitan areas are worth some attention here. They can provide a framework for analysis and offer some explanation for how faculty view the institution and its various components when a substantially unmodified vision of the research university permeates the ethos of the institution. They have been alluded to, perhaps in different ways, by many other scholars (Johnson et al., 1995). The first element is mission clarity; the second is research status and aspirations of administration and faculty; and the third is funding patterns and distribution of fiscal incentives.

MISSION CLARITY

Delivering on the metropolitan mission requires a level of clarity and focus that is often hard to attain. Carving a niche is perhaps the most important element for an organization to succeed, but this is particularly problematic for metropolitan universities, which, at the same time, aspire to attain or retain high research status. It is consequently even more problematic for metropolitan sites such as the DTC, which, though created to fulfill an important urban mandate, is off the main campus and follows an extension model. Metropolitan sites find themselves attempting to integrate the traditional goals and values of the academy with the interest and needs of the local, regional, state, national and international communities that are primarily external constituents (Ramaley, 1996). The clarity and continuity of a niche is a challenge because the urban political tenor is in constant change and administrators and faculty respond to the tenor of the times. In the case of the DTC, the sponsoring unit is the College of Extended Education, which in itself struggles to formulate its academic mission since it is dependent upon the collaboration of all other academic units of the university.

The Research/Applied Research Function

Metropolitan universities and centers quickly discover that articulating a clearly focused mission is a major challenge (Brownell, 1995). In relation to research:

... the interests and expectations of faculty members, bureaucrats and neighborhood leaders or special interest groups are often quite different. In this respect, metropolitan universities may have oversold their capacity to actually solve problems and improve local government and conditions, while neglecting their central role to educate.
(Brownell, 1995:21-22)

Others have commented that there is truly a “clash of cultures” between the expectations of politicians, government officials and academics. This clash refers not just to timelines for achievement—public political lives are short and intense while academic interests tend to focus on the long run—but also to different decision-making processes (Lovett, 2001). The clash of cultures exists even in applied fields and permeates all levels of the academy.

The communication gap between the higher education scholars and stakeholders is particularly frustrating for new faculty who entered an

applied field with hopes higher than attaining tenure—hopes that their scholarly efforts might somehow make a positive impact on the people, policies, and practice of higher education. (Colbeck, 2000:35)

Socialization and acculturation into the academy, Colbeck continues, is quick and distances even the practice-oriented researcher from the life of real practitioners. Even the language used by scholars differs from that used by practitioners and policymakers. Young professors want to “play it safe” and delay any intellectual risk-taking behavior until after tenure, thus “suppressing their creative energy and potential contributions to practice and scholarship” (Colbeck, 2000:38).

Universities that have centers in the heart of the urban areas and want to partner with or tailor to the metropolitan culture need to overcome many of these obstacles. Metropolitan centers need to attract and rely on a very special kind of academic who is decidedly committed to practitioner-oriented goals and who is capable of changing the “long-term culture.” However, American higher education is well structured to resist change and research universities are where three-quarters of the Ph.D.s are trained to staff the faculties of the other 3,900 higher education institutions (Kennedy, 1995). Most academics are committed to and rewarded by their disciplines and, consequently, their departments. Unfortunately, collegial measures or assessments in Research I universities seldom focus on short-term, practical outcomes.

In addition, the tensions between national, state and local issues as the focus of academic endeavors have not been uncommon in research and practice in disciplines such as political science, public administration, social work and others. Faculty often select to devote their time and efforts to a local or national focus. The level of acceptance, and even popularity, of the themes in the broader academic milieu is often the function of changing external political realities. During periods when the federal government exercises a particularly strong influence in policy making and in the funding of higher education initiatives, academic interest in state and local issues decreases. During heightened periods of devolution to state and local government, the academic pendulum often swings in that direction. Downtown centers as a delivery concept in metropolitan universities tend to focus on state and local matters and are affected by these swings.

The Instructional and Service Functions

In relation to the instructional mission of the downtown center delivery model, similar difficulties emerging from the lack of a common mission or a common commitment for all faculty become quickly apparent. The literature (Cummings, 1995; Bell et al., 1998) and abundant anecdotal information indicate that when metropolitan research universities create centers to deliver on their instructional metropolitan missions, they can seldom attract the best and the brightest to teach or set up research and service bases at these centers. State universities are also affected by legislative funding priorities. It has been widely documented that the increase in the outside funded research focus of many universities often contradicts the emphasis on instruction demanded by legislative funders, so contradictions are the order of the day (Chepyator-Thomson and King, 1996).

The forces at work do not make for the development of clear missions and goals. In the case of ASU, the matter is more complex because we are talking about the metropolitan mission of a large, geographically distributed Research I university, with its main and historical campus in a suburban location. Faculty,

who must be attuned to the reward system of departments, often find that it is more lucrative—in the metaphorical and real sense of the word—to focus on activities on the main campuses. Cummings points out that “while [administrators are] proffering the urban mission to external constituents, inflated claims about the university's commitment to community services and applied research” are often made. The same can be said for the commitment to instructional outreach, including the urban and metropolitan areas if the central campus of the university is not located in one. Because the faculty must be cognizant of the distinctive elements of the university's reward system, “they are not always enthusiastic about modifying their traditional teaching, research, and service activities” (Cummings, 1995:14). “Tenured faculty are concerned that time spent at the second site by probationary faculty is time away from research, necessary committee work, and other types of service activities” (Bell et al., 1998:69). While this is not exactly the same for all disciplines, even professional schools are not immune to the culture that permeates an institution.

Krahenbuhl (2000) points out how erroneous yet how common it is, in his view, the dislodging of faculty activities into three distinct spheres: teaching, research and service. “The integration of teaching, research and service are fundamental to the soundness of the research university and provide the best use of faculty resources” (Krahenbuhl, 2000:6). This admonition is well-grounded in the literature (Boyer, 1990; Glassick et al., 1997; Lynton, 1995; Moneta, 1997; Sid W. Richardson Foundation, 1997). Yet faculty culture continues to be governed by the use of an old nomenclature and generally, departments continue to support the reporting of faculty activities in nonintegrated categories.

The ASU DTC specifically does not hire faculty to carry out its teaching and research functions. The DTC is primarily a site that departments from the three campuses can use to carry out the specific urban and metropolitan or, more precisely, their city center aims and activities. Although the university administration encourages the principle of an “extended campus” with the College of Extended Education playing a central role in delivering through what might appear to be less traditional models of education, the fact is that few departments have realigned their missions and visions to the existence of this relatively new arm of the university. Even fewer view teaching at the DTC as a central responsibility. If they consider teaching at the DTC, it is because of specific departmental traditions (e.g., public administration) or temporary needs to identify new student markets. Seldom do departments realign their missions to the idea of fulfilling the urban/metropolitan mission, with the consequent corollaries for incentives and hiring or retaining core faculty. Their mission remains, in many cases, wedded to research although in the past decade or so some departments have begun to view research as scholarship, thus following a model more welcoming of application (Boyer, 1990).

In spite of these problems and its own historical mission clarity challenges, the DTC has struggled to expand its delivery of instructional services to the urban and metropolitan area. Programs addressing the needs of individuals employed in the city center have experienced significant growth (Figure 6). Graduate programs with a strong professional component are now available and accessible at the DTC (Figure 1). Some of the new offerings are driven by strong market forces and are temporary in nature. Few, if any general studies courses are offered and, certainly, no general education, liberal arts or even pre-professional degrees are awarded at the DTC. The DTC has done extraordinarily well offering courses and activities that tailor to the city center population but are not credit programs. Certificate programs and professional development to develop management and leadership skills (e.g., nonprofit management, maintenance

management, etc.) are also offered at the DTC. Lectures, meetings and short training courses are abundant and often involve faculty. Endowed lecture series featuring international lecturers have also been established (John F. Roatch Global Lecture Series on Social Policy and Practice and the Linda Haskell Memorial Master Class). Yet they are not at the core of the responsibilities of faculty or of the basic degree-granting mission of the university.

RESEARCH STATUS AND ASPIRATIONS OF THE ADMINISTRATION AND THE FACULTY

On April 4, 1994, the Carnegie Foundation for the Advancement of Teaching designated ASU as one of the nation's Research I institutions, a designation bestowed on only 2.5 percent of the 3,597 colleges and universities in the U.S. at that time. Naturally, much had preceded the achievement of this status. The situation of ASU in this regard was unique because ASU was at the time one of only eight Research I universities which did not have a college of agriculture or a medical school. Since the designation was based partly on the research dollars generated by institutions, large portions of which often come from research related to agricultural extension or medical colleges, the designation was a cause for justified pride.

During the decade of the 1980s, the chief academic officers of the university, the president and the provost, made it clear to the ASU community that making ASU "a nationally recognized university" and meeting "the brick and mortar needs of a university that had grown by 40 percent in enrollment over the previous decade" were administrative priorities (Academic Program Review, 1996:63). Outreach to the metropolitan area or activities to fulfill the urban mission became de-emphasized. Extension activities, as they had been called up to then, became part of the portfolio of individual colleges, many of which also concentrated on their research missions and their enrollment growth problems (Academic Program Review, 1996:62-63). What had been a centralized University Extension mission became decentralized to the colleges in 1983. During the 1970s, various groups and committees advocated the serving of the metropolitan populations of the west valley. This responsibility fell to University Extension. But, in 1982, the Legislature approved a special appropriation for the establishment of a West Campus. Slightly more than 50 percent of the credits generated by Extension were from the west valley, where instruction was offered in a variety of sites; consequently, the 1983 decision to decentralize University Extension to the colleges may have been prompted by the advent of the new campus (Academic Program Review, 1996:8-10). Be that as it may, and even though many faculty from the Main Campus participated in the development of the West Campus, after 1983 most of the colleges on the Main Campus were establishing different priorities and enhancing the status of the research function.

It has been broadly documented in the higher education literature and in practice that the research function of scholarship often dominates the academic value system (Jencks and Riesman, 1969; Lynton and Elman, 1987; Sid. W. Richardson Foundation Forum, 1997; Plante, 1995). Lynton (1995) offered some explanations for this state of affairs. Lynton suggests:

After World War II, the federal government provided vast sums for the support of basic research in universities. This had a marked effect on the measures of prestige for both institutions and individuals. But the current primacy of research in the academic value system is also fostered by the persistent misconception of a uni-directional flow of

knowledge, from the locus of research to the place of application, from scholar to practitioner, teacher to student, expert to client. A linear view of knowledge flow inevitably creates a hierarchy of values according to which research is the most important and all other knowledge-based activities are derivative and secondary. Teaching, according to this view, constitutes no more than the transmission of a codified body of knowledge, professional service only its application. Neither is central to the advancement of knowledge. (Lynton, 1995:87-88)

It would be erroneous to assume that this hierarchy of knowledge is always explicit. While an examination of the tenure and promotion criteria of various departments might render it so, or studies of the criteria upon which merit systems for faculty may be based might show that it is so, the case often is that the hierarchy is not explicit and that new faculty are frequently engaged in a guessing game (Jarvis, 1992; Lindstrom, Hacker and Oien, 1996; Mankin, 2001; Wheeler, 1992).

Many faculty accept positions at research universities with the idea that their primary emphasis is going to be on research. Many are so wedded to their subject matter and so fresh from doctoral programs where the research endeavor dominated the agenda that they find it difficult to confront the many other assignments they encounter. On the other hand, many faculty join the ranks of metropolitan and research universities expecting that the metropolitan aspects of the mission would be emphasized.

In metropolitan research universities both groups are, if not disappointed, often thoroughly confused.

A 2001 survey of first- and second-year faculty at ASU states:

Many [first- and second-year faculty] wished they had acquired more strategies for managing/balancing research, teaching and service commitments at ASU to avoid feeling overwhelmed. Along this same line, many wished they had more clearly understood expectations about teaching, research, and service in their departments. They also wished that they had known more about the processes and criteria for annual reviews and promotion and tenure. (ASU Center for Learning and Teaching Excellence, 2001)

“To expect faculty to be good teachers as well as good researchers, is to set a demanding standard,” stated the 1990 Carnegie Report on *Scholarship Reconsidered*. The combination of the research focus, with the metropolitan focus that includes teaching, service and outreach to special populations makes the task even more arduous. The metropolitan university's commitment to regional and local knowledge adds the extra dimension of moving some faculty away from the national focus of their disciplines to the more applied focus of knowledge for service. Many prescriptions have been set forth to remedy this situation and many reforms have been put in place since the 1990 report of the Carnegie Commission (Boyer, 1990). Yet the dilemmas of rewards for the many tasks of faculty continue to be similar to those described by Jencks and Riesman in 1968:

No doubt most professors prefer it when their courses are popular, their lectures applauded and their former students appreciative. But since such successes are of no help in getting a salary increase, moving to a more prestigious campus or winning their colleagues' admiration, they

are unlikely to struggle as hard to create them as to do other things.
(Jencks and Riesman, 1969:531)

When delivery outside the confines of the traditional main campuses is added to the teaching quandary, the question of faculty rewards becomes even more complicated. When universities were first struggling with ways of breaking from the traditional modes of instruction in established campuses, many investigators addressed the issue of traditional and nontraditional patterns of incentives to be provided for outreach tasks, variously defined. Votruba (1978), for example, suggested that providing a separate set of incentives for faculty to carry out outreach missions was not always advantageous. Having established separate colleges of extended education in order to recognize faculty outreach efforts sufficiently, universities often move to offer nontraditional incentives out of those colleges. However, many faculty members are aware that “the university has only one reward system that significantly affects their professional future. This system is based in their own academic department and controls salary, promotion, and tenure considerations” (Votruba, 1978:640). Votruba concluded that the dominant departmental reward system appears to be more beneficial to many faculty members than a separate reward system for continuing education and public service. Given these circumstances, Votruba appeared to agree with Jencks and Riesman (1969) that faculty are not likely to be enthusiastic about their outreach activities. When the metropolitan mission is tied to extension activities, support for it from traditional faculty is likely to be a challenge.

FUNDING PATTERNS AND DISTRIBUTION OF INCENTIVES

At ASU, the system of delivering extended education services through a college model of operations, including those services at the DTC, has many advantages and disadvantages, as we have already alluded. The delivery of the metropolitan aspects of the mission through the same college structure with no faculty adds to the conundrum. Colleges with faculty must safeguard faculty autonomy in their decisions vis-à-vis what will be taught through the CEE and who will teach it. Because academic colleges in state universities are funded based on the generation of student credit hours (SCHs), they have to be willing to share some revenue-generating opportunities with the CEE.⁵ Both individual departments and the CEE become, consequently, highly aware of the importance of revenue generation—always a matter of concern in higher education particularly for programs that may not be necessarily appropriate for the generation of revenue. Revenue generation concerns also add to the perception that special programs with a sure bottom line are a priority to which all others become subordinate (e.g., the M.B.A. program developed as a result of special fees or more convenience programs that attract a unique city center population willing to pay

⁵ The Arizona State Legislature biennially appropriates a separate state operating budget to the three campuses of Arizona State University (Main, West, East). The state operating budget includes a General Fund appropriation and a portion of tuition and other fees generated from students. During its deliberative process, the Legislature considers adjustments to the university's state funding in the following ways: base funding adjustments (up or down), enrollment growth/decline, and new program enhancements.

The Legislature usually approves base funding adjustments to the prior year appropriation for salary and benefits increases and tuition adjustments approved by the Arizona Board of Regents. Base funding levels also could change due to other mandates. The ASU Main Campus state operating budget also includes marginal increases or decreases to its base funding based on enrollment growth. The “22:1 Enrollment Growth Formula” is based on a three-year weighted rolling average of student enrollment and is funding convention approved by the Legislature during the 1950s for the universities. A three year “weighting” is necessary to smooth out drastic enrollment fluctuations that may occur in any given one-year period. The Legislature does not currently appropriate 22:1 enrollment growth funding to ASU West or East while the two campuses are maturing. Once West and East achieve their expected base enrollment levels, 22:1 formula funding will commence. ASU Main's state operating budget appropriations includes 22:1 formula adjustments for both on-campus and extended campus enrollment activities.

Because new program enhancements funds are rare, university administrators often must rely on growth funding adjustments to encourage priority programs, and sometimes innovative ones. Thus, there is no direct relationship between growth and additional funds allocated to specific departments. In the eyes of faculty, growth allocations are seldom viewed as an enticement or reward.

a high cost [D.E.L.T.A. Doctorate, Dynamic Educational Leadership for Teachers and Administrators]).

While the entrepreneurial model adopted by the CEE does enhance the creative spirit of some, it might not necessarily help when it comes to delivering on the more traditional undergraduate programs that typically enhance the urban and metropolitan missions but would not tie to a revenue-generating clientele. The entrepreneurial model does not necessarily enhance research endeavors of faculty who might want to serve downtown but can not secure outside funding for their efforts.

To entice the development of more traditional “bread and butter” programs, the CEE at ASU often offers departments in other colleges monetary incentives for delivering courses at the DTC. These are the nontraditional incentives discussed by Votruba (1978). How these incentives are distributed at the department level is up to the administrative structure of the department. The CEE has little to say about how incentives will be used once an agreement is reached with a given academic department. The departments might “reward” the faculty who taught the course or keep the resources for the general welfare. These typically are departmental decisions and no systematic research has been undertaken to assess whether or not they encourage the delivery of instruction at the DTC. Furthermore, they are often not very significant in monetary terms, except in the case of programs developed on very special assumptions. (The M.B.A. fee program partly financed by employers at ASU and the D.E.L.T.A. Doctorate are examples of exceptions.) However, in more general terms, Votruba's research showed that nontraditional incentives are fraught with difficulties. Nontraditional incentives are often ad hoc and often not known or understood clearly by faculty. Thus, Votruba (1978) concluded that the dominant departmental reward system is more beneficial to many faculty members than a separate reward system for continuing education and public service.

Many have questioned why, in an age of high-tech learning, researchers should still be concerned about the delivery of instruction in the broad spectrum of geographic locations, including downtown centers. Reporting on the results of research conducted by the British Open University, Daniel (2001) assured those who had feared the imminent demise of more traditional options:

Clearly, online technology has enabled the university to provide better services to students at lower costs, improve access to library resources, and break down barriers to communication. However, my experience has taught me that the activities at the heart of the academic endeavor—study and assessment—lend themselves less to online technology than to other aspects of college life. (Daniel, 2001:B24)

While this does not mean that the use of technology in instruction is not important or highly desirable, it certainly means that institutions of higher education need to continue to be concerned about the delivery of instruction through various means and in a variety of venues. Urban and metropolitan universities that created downtown centers to enhance their urban mission need to continue to press forward in making those centers as comprehensive and relevant to their urban mission as possible. They must offer the best selection of courses and attract and retain the best cadre of faculty to deliver instruction and do research, not only in the central campuses, but also in their satellite locations. But, as Boyer stated, all “exhortations are inconsequential unless we examine the role of the professorate itself” (Boyer, 1996). Thus, the issue of incentives

and disincentives for faculty to deliver on all aspects of the university mission becomes crucial.

Discussions about the inadequacy of current reward systems at the public universities of this nation are frequent in the literature. Boyer (1990), Diamond (1993), van Tassell (1999) and Serow (2000) reported on the results of a study of the tensions between the research and teaching components at a Research I university. Even though the study highlighted Braxton's (1996) research findings that indicated that "research does not interfere with teaching effectiveness" (p. 450), particularly in the Research I universities, a major point of agreement among Serow's interviewees was that

... research outranked teaching in the university's faculty reward system, and that externally funded research and publication in appropriate outlets were essential not only for promotion and tenure but also for maintaining esteem in the eyes of one's peers. (Serow, 2000:453)

Serow's research corroborated a number of points that are part of the anecdotal repertoire of many faculty. To wit, it is not that undergraduate teaching has no importance or that teaching and advising are completely ignored, but rather that they are only recognized when they are not very good.

The Sid W. Richardson Foundation Forum (1997) called for the "restructuring of the reward system" of universities. The research was based on a nationwide survey of more than 800 administrators and faculty.

Reward, promotion and tenure appear to be dominated by what an individual has achieved in research grants and publications, far more so than teaching. When teaching is part of the evaluation process, it appears to be used to deny tenure or promotion because of "poor teaching" or due to a concurrent lack of "scholarly endeavors" (pp. 1).

It was also interesting to note that for Serow's interviewees "post-tenure review ... did not as yet loom as a credible threat [to teaching assessments] but perceived salary inequities ... and promotion delays or denials produced considerable pain" (Serow, 2000:455). Of course, Serow's research did not address the added complexities of the reward system when applied to teaching outside the confines of the main campuses. Yet it hinted that, given the rewards situation, many of the most dedicated teachers arrived at their somehow "anomalous status" through a number of mechanisms including institutional goal displacement, egalitarian visions, and flat rejections of the premise that teaching is an inferior undertaking (pp. 461). These categories of individuals' commitments to teaching in a Research I environment might be similar to those on encounters among those faculty who are persistent contributors to extension-style operations.

Although specifically addressing field-based education such as teacher training programs, van Tassell's comments could be directly applicable to off-campus education, including university urban centers:

Higher education critics have routinely asserted that the manner in which college faculty are rewarded by tenure and merit adjustments is flawed, often leading to an unbalanced focus on the research component of the traditional tripartite of teaching, research, and service typically employed when evaluating faculties. [T]his standard reward

system has created a stressful challenge for those who wish, or are required, to be active participants in off-campus, collaborative educational experiences. Due to excessive demands on time required when working in field settings, field-based faculty often find less time for research and other scholarly activities. [T]hese educators experience preconceived deficits in the required number of items in research and scholarly activities categories of currently utilized reward system criteria. (van Tassell, 1999:2)

The Richardson Foundation Forum did address, though not extensively, some of the special problems encountered by those who teach at off-site locations. They concluded the traditional reward system needs to be rethought when looking at off-site efforts. The forum commented that time and effort required to deliver effective site-based professional programs should be appropriately and equitably rewarded. Action research generated through collaborative efforts must be recognized as valid (Sid W. Richardson Foundation Forum, 1997:13).

Discussions of reward systems that better address all of the aspects of faculty work have been going on for a long time. At ASU, the Task Force on Evaluation and Recognition of Service addressed the issue of incentives and disincentives for faculty participation in service activities and recommended, among other points, that “service must be a component of every annual performance evaluation and must be evaluated in ways commensurate in importance with other scholarly dimensions” (1996:16). It further recognized the strong relationship between the mission statement of a department or college and the need for consonance between those mission statements and the reward systems set up by departments and colleges.

Researchers have recommended different models to achieve the most satisfactory recognition of all aspects of the scholarly endeavor, including off-campus teaching. These models range from suggesting a better integration of all aspects of scholarship with appropriate recognition given to all aspects, to differentiating tasks for periods of time through appropriate negotiation between faculty and administration, to “differentiated faculty lines ... to allow faculty to succeed in their chosen areas of expertise” (Sid W. Richardson Foundation Forum, 1997:29).

THE PROJECT DESIGN AND METHODOLOGY

PROJECT DESIGN

To explore and understand the complex ASU scenario, a systematic, multi-method approach was utilized. Previous research and literature identified the following key barriers for universities seeking to achieve urban and metropolitan missions:

- 1) mission clarity,
- 2) research status and aspirations of the administration and faculty and
- 3) funding patterns and distribution of faculty incentives.

These three key elements provided the framework for the project's design and analysis.

PROJECT METHODOLOGY

Creating a Database to Track Teaching and Research Activities at the DTC

This project began by examining the teaching and research activities at the DTC during the past five years.⁶ A database of courses taught at the DTC, their sponsoring departments, and participating faculty was developed. The faculty's disciplinary field, rank and tenure status were also ascertained. Information was gathered from course schedules maintained by the DTC, a database of faculty tenure status updated by the university's provost office, and nonconfidential information collected through the human resource department. Descriptive charts were drawn based on the demographic information collected in the database and incorporated into the study's analysis (pp. 25-28).

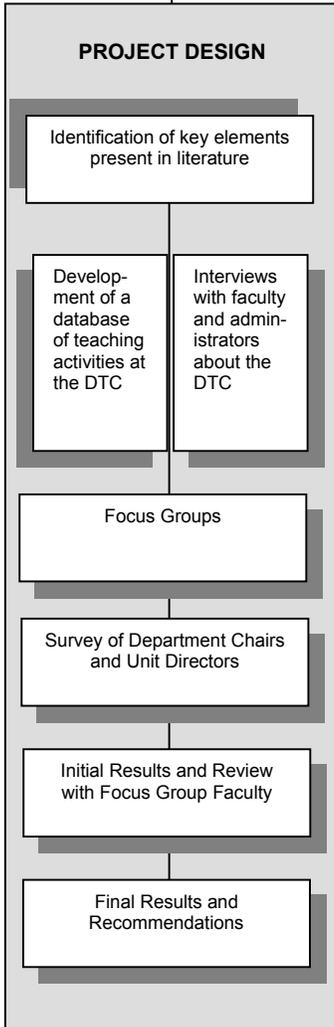
Interviews with Faculty Administrators about the DTC

Simultaneous to the development of the database, the principle investigator conducted interviews with selected administrators and faculty to review the history of the DTC, their understanding of current issues, and their thoughts about the challenges of teaching or conducting research at the DTC. Also, the conversations touched upon the nature of the mission of the university, the departments and the DTC. Through these, foci for discussion at the focus groups were articulated.

The Focus Groups

Sampling and Participation: Focus group participants were identified from a pool of 54 tenure-track faculty appearing in the DTC database. An invitation was mailed to a selected group of 37 faculty and administrators using a snowball sampling method based on suggestions from peers and administrators. A small number of non-tenure-track faculty was also selected based on longevity at the DTC and peer and administrator recommendations. Follow-up phone calls were also placed to encourage faculty to participate in the focus groups.

⁶ By research based at the DTC, we mean projects which are focused on the urban area, administratively housed in the College of Extended Education (rather than one of the other campus colleges) and/or housed at the DTC.



Twenty-five faculty and administrators responded positively to the invitation. Twenty-two participated in the focus group sessions. A mixture of academic fields, positions and interests were represented at each session. Participants chose from one of three sessions, which lasted two and one-half hours and included lunch service.

Process: At each meeting, the principle investigator facilitated an open discussion focused on the following three areas identified through the literature and interviews with ASU faculty and administrators:

- 1) university teaching mission
- 2) department teaching mission
- 3) incentives and disincentives for teaching or conducting research at the DTC

In order to record the discussions, one respondent from each focus group was appointed as a summarizer and was responsible for taking notes on behalf of the group. Individual respondents also recorded notes during the discussions, which were collected at the end of each session. In addition, some participants submitted thoughts and opinions to the principal investigator in the weeks following the focus group discussions. An initial draft of the focus group findings and of documents received was compiled and shared for comment and modifications at an additional summarizers' meeting.

The initial results and recommendations from the focus groups were reviewed by 18 of the 25 participants at a later meeting.

Survey of Department Chairs and Unit Directors

Based on the initial findings of the focus groups and information gathered during the review of literature, the research team began to develop and implement the survey portion of this study. In order to obtain another perspective from ASU's key faculty and personnel, the survey was targeted to department chairs and unit directors.

Sample: The survey sample consisted of 107 department chairs and unit directors listed in ASU's human resource directories. The sample included academic and service departments located at the main, east and west campuses.

Survey Method: A 16-question survey was developed based on themes found in the literature and discussed in the focus groups. The survey was made available to the sample in two versions; 1) a paper-based survey delivered through campus mail and 2) a Web-based survey delivered through the university e-mail system. Two follow-up e-mails were sent to the entire sample to encourage response rates.

Tabulation, Analysis and Evaluation: Forty-three department chairs or unit directors responded to the survey. The graduate research team reviewed each survey and disregarded any surveys where the respondent indicated that his/her department did not employ faculty. A final operational sample consisted of 39 surveys. Select questions were analyzed with SPSS and the results are reported in this study (pp. 33-36).

STUDY RESULTS: AN OVERVIEW

The thrust of the key messages emerging from building the database, conducting the focus groups and evaluating the surveys, confirmed the three issues identified in the literature. See conclusions and recommendations on pages 37-40.

ISSUE 1: MISSION CLARITY

The focus group and survey results indicated that though units understood the urban and metropolitan mission they lacked the operational directives and the tools to fulfill their understandings. The survey revealed that many department missions incorporated characteristics of the urban and metropolitan mandate (Figure 10). However, there seems to be agreement that the urban commitment rhetoric did not always translate into tools that facilitated action, particularly teaching in a metropolitan site and conducting research there.

Both the focus group discussions and the survey revealed that the DTC is not always on the faculty's "radar screen" and few colleges from the ASU campuses incorporate the DTC into their missions as a location for conducting teaching or research (Figure 11).

The focus group discussions revealed that the lack of clarity in the DTC mission seemed to discourage faculty and administrators from committing to the DTC. Focus group participants debated whether the DTC is a revenue-generating center or a location used to facilitate ASU's urban and metropolitan mission.

ISSUE 2: RESEARCH STATUS AND ASPIRATIONS OF FACULTY AND ADMINISTRATORS

Participants of the focus groups agreed that units' missions are often driven by national disciplinary considerations and a tenure and promotion system that is based on research activities. Participants also seemed to agree that due to the various and seemingly contradictory points of the ASU mission—Research I status, generation of student credit hours and satisfaction of external constituencies—departments often sacrificed elements of the urban mission and focused on research.

Consistent with the findings in the literature, the study also showed that the majority of programs offering instruction at the DTC were professionally based (Figure 1, Figure 3). Public administration had the longest historical presence; programs in urban planning and business administration also had faculty teaching at the DTC. Other professional programs such as nursing, social work and education had a variable presence. It appears that the aspirations of the faculty and administrators in these professional programs were more tightly aligned with the elements of urban and metropolitan mission of ASU.

ISSUE 3: FUNDING PATTERNS AND DISTRIBUTION OF FISCAL INCENTIVES

The university and the CEE still struggled with creating tools that helped departments reach the urban and metropolitan mission. Incentives for faculty to teach at the DTC were explored in both the focus groups and the survey. Incentives explored and mentioned through both approaches included financial rewards, supportive DTC staff, and ease of parking. Disincentives included marginalization of off-campus teaching (including recognition at the time of

tenure and promotion), low enrollments and lack of on-site media collections and other resources.

DATABASE GRAPHICS

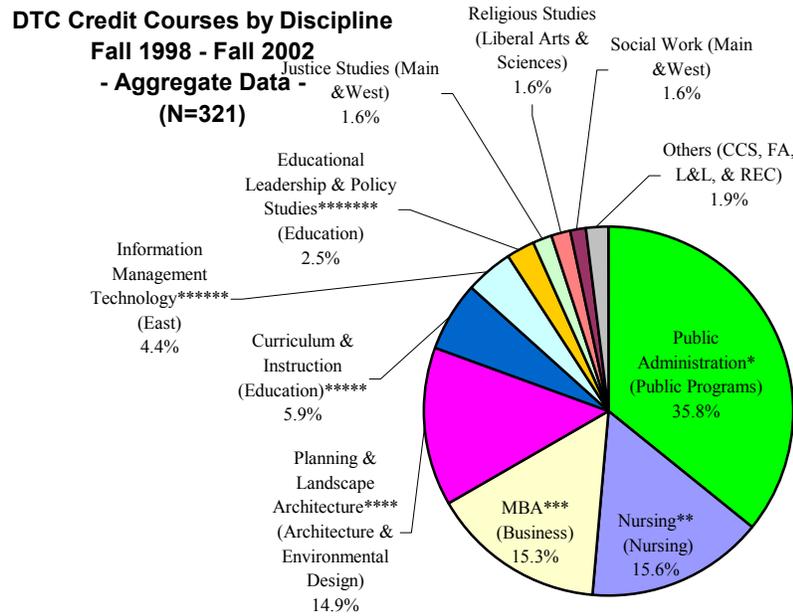


Figure 1

Notes:

* The School of Public Affairs has offered public administration courses at the DTC since its inception. Except for PAF 502 (Computer Applications/Public Research II), all other required courses of the MPA program can be completed at the DTC. Also, doctoral courses (required and electives) often have been scheduled at the DTC.

** Nursing offerings increased substantially through the years, peaking in fall 1998. Nursing uses the DTC as a supplemental site when space is short on the ASU Main Campus.

*** The two-year Evening MBA program started at the DTC in fall 1998. The program admits an annual cohort of students that follow a lock-step sequence. All required courses are scheduled at the DTC. Students complete "required" electives at the Main Campus. No elective courses have been taught at the DTC yet. This is a fee program. Courses are offered on a trimester program.

**** Planning and Landscape Architecture has offered upper division undergraduate courses for the specialization of Housing and Urban Design at the DTC. Some of the courses are coordinated in conjunction with the Joint Urban Design Program.

***** Curriculum and Instruction increased its offerings substantially in fall 2002.

***** Information Management Technology from ASU East started offering Fire Service Management courses at the DTC in spring 2000.

***** Educational Leadership and Policy Studies started a two-year, biannual admission doctoral cohort-driven program called the Delta Doctorate at the DTC in spring 1999. Classes relocate with each cohort.

Figure 2

TERM DEFINITIONS

Tenure-Track Faculty Tenure-track faculty includes all those individuals already tenured or eligible for tenure according to the terms of their appointments. Generally all full professors, most associate professors and a few assistant professors are tenured.

Non-Tenure-Track Faculty Non-tenure-track faculty includes a number of classifications such as faculty associates, academic professionals and special titled instructors whether or not on continuing appointment.

Faculty Teaching at the DTC by Rank and Tenure Status Fall 1998 - Fall 2002 - Aggregate Data - (N=131)

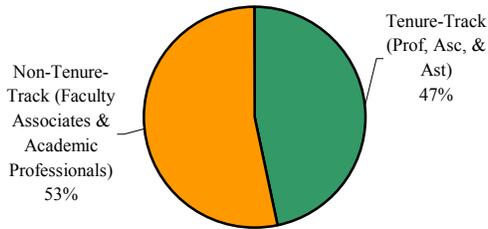
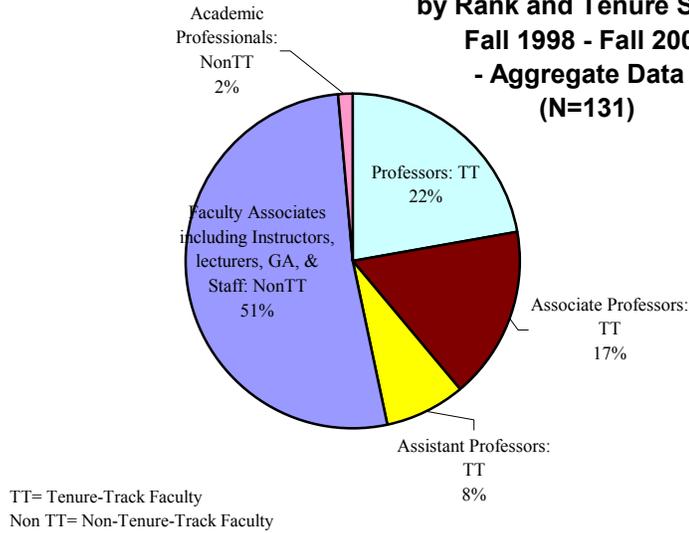
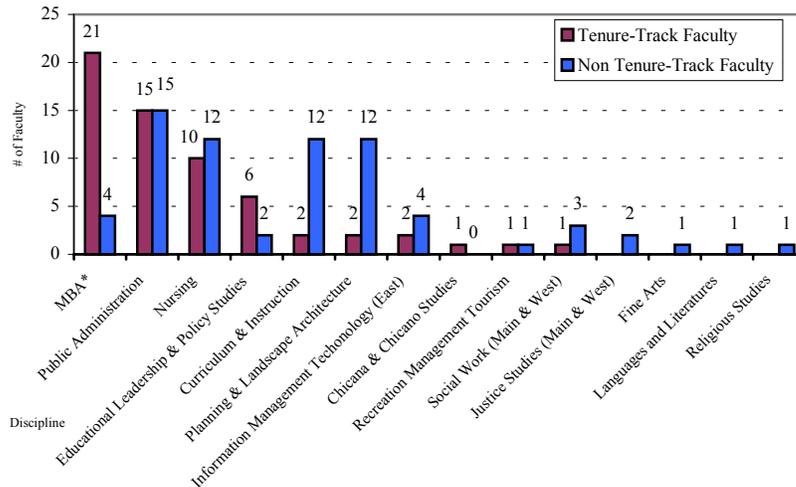


Figure 3

Tenure-Track and Non-Tenure-Track Faculty Teaching at the DTC by Discipline Fall 1998 - Fall 2002 - Aggregate Data (N=131) -



*The MBA program at the DTC is a trimester program.

Tenure-Track Faculty at the DTC by Discipline
Fall 1998 - Fall 2002
- Aggregate Data -
(N=61)

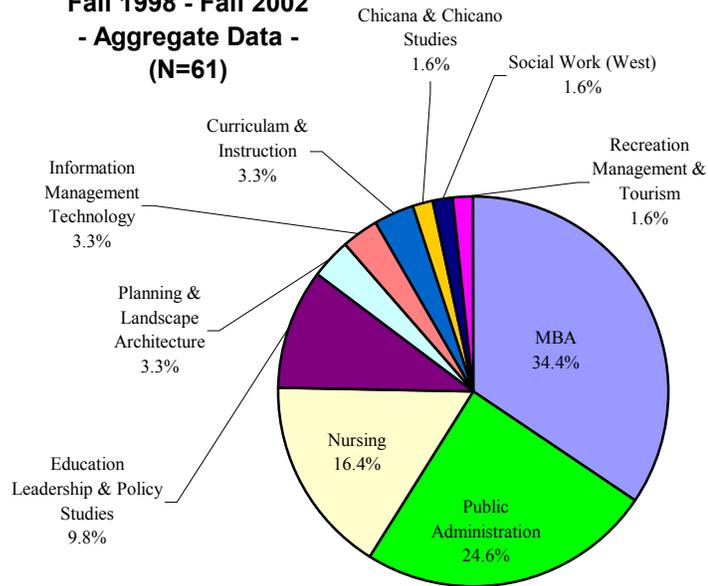


Figure 4

Non-Tenure-Track Faculty at the DTC by Discipline
Fall 1998 - Fall 2002
- Aggregate Data -
(N=70)

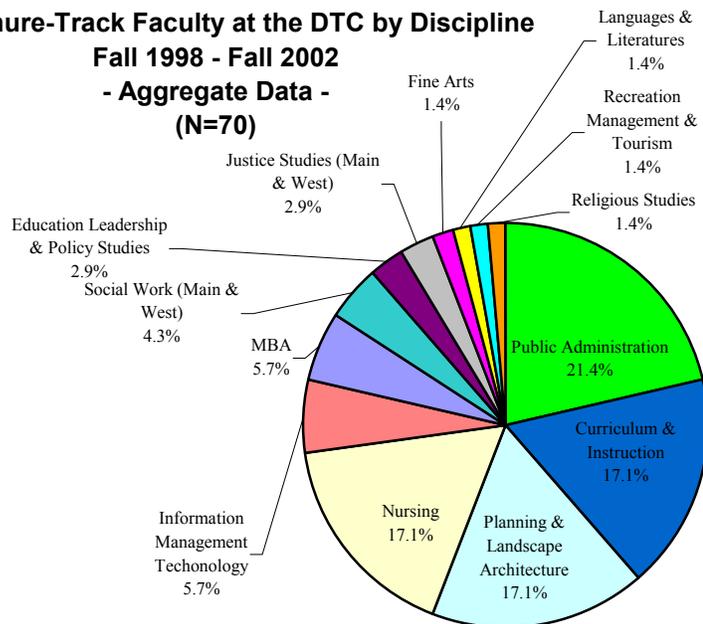


Figure 5

Figure 6

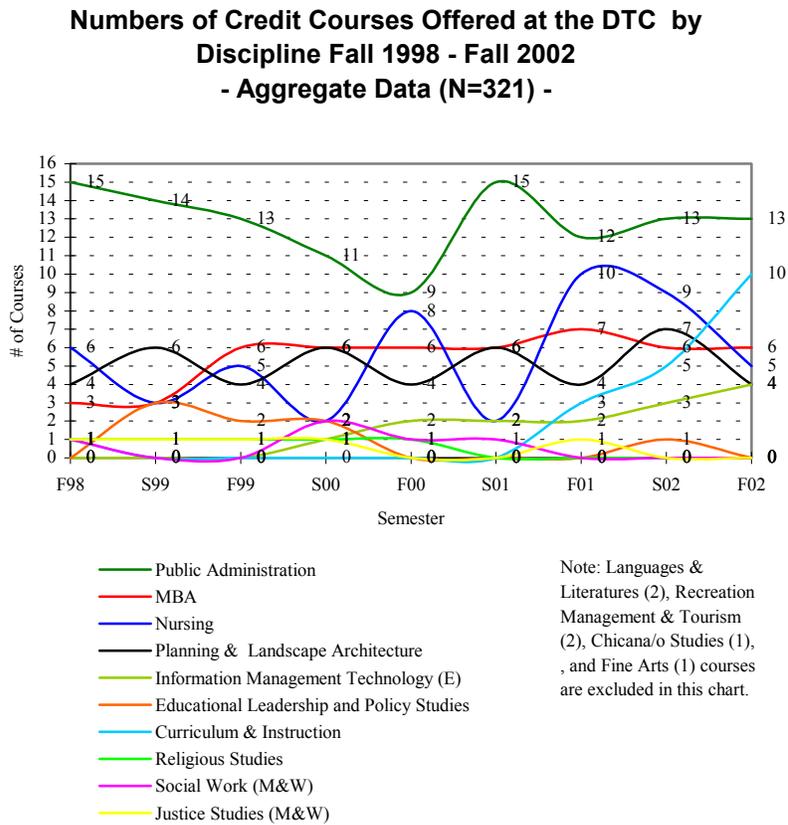
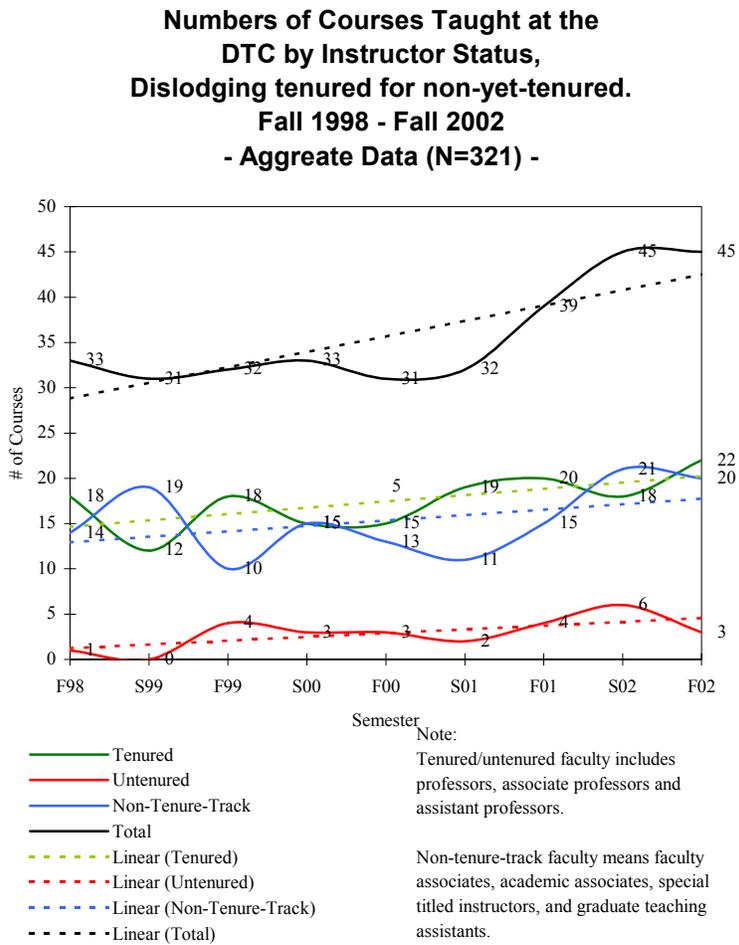


Figure 7



FACULTY AND ADMINISTRATOR FOCUS GROUPS

Evaluating the University Mission

The faculty focus groups began by discussing the relationship between the university's mission and the actions taken by departments and faculty. All of the groups agreed that the metropolitan mission of ASU had been repeatedly articulated, but that it needed to be applied, in practical and concrete ways. There appeared to be agreement that the urban commitment rhetoric did not always translate into tools that could facilitate action.

The focus group participants seemed to agree that for the urban and metropolitan mission at a Research I university to become real, it would be essential for the central administration to issue, in the words of one participant, "clear marching orders" to departments and units. Only the enthusiastic support by the upper layers of the academic structure, it was said, would translate the mission into action. The thinking was that more concerted and coordinated efforts were necessary to institute any meaningful change. In spite of the very strong tradition of decentralization and unit autonomy of most universities, including ASU, most participants agreed that when it came to change and innovation—and concrete action on the needs of the urban areas was seen as such—a central voice was required to clearly spell out the direction to be taken.

Some faculty believed that only external pressures brought about real change. One informant offered the following formula:

External pressure → *Top administration* → *Academics*

The role of the Board of Regents in a state like Arizona was questioned. Were they visionary figures or watchdogs? Their perceptions and behaviors had much to do with the urban mission at all levels.

In the case of Research I universities, it was felt that deviations from the traditional research and teaching commitments required a great deal of emphasis. In the case of ASU, President Lattie Coor had expressed commitment to a metropolitan agenda during the past ten years; mission statement discussions have included this language, but a great deal more would have been required to make that agenda a reality. The contradiction of various points in the administrative agenda—Research I status, generation of student credit hours, satisfaction of external constituencies—made it hard for colleges and departments to subscribe to a single first priority. The Research I priority appeared to take over and other priorities, in the opinion of the group, were generally sacrificed to it.

A focus group member provided a document that discussed the role of the chief executive officer in setting up a public urban agenda. The document (Mankin, 2001) discussed the many opportunities for promoting an urban/public agenda at the various stages of academic governance. The development of the mission statement, the strategic plan, reviews of administrative units, budget requests and allocations all offer vantage points for the development of a university president's

FACULTY FOCUS GROUPS ON EVALUATING THE UNIVERSITY MISSION

- I. Broadly discuss the university's urban and metropolitan mission, cognizant that definitions and commitments must carry with them resources to accomplish the mission.
- II. Establish a priority list, helping clarify the resource commitments to the tasks below.
 - A. The provision of accessible instruction to urban populations
 - Determine the programs that would be most desirable at the DTC.
 - Identify what is appropriate and achievable at the DTC.
 - B. Service to government
 - Include all levels of governments
 - Include instructional programs for government employees
 - Address the potential role of the DTC as a location for university lobbying activities
 - C. Service to the local business community
- III. Address the fiscal issues of the DTC
 - A. Reevaluate the current funding model and determine whether the DTC is primarily a profit center
 - B. Capitalize on the DTC for research specific to the urban area.
- IV. Highlight the importance and role of the DTC for accomplishing the metropolitan mission of the university.
- V. Address the issue of marginalization of offerings off campus.
- VI. Address the role and responsibilities of the public intellectual to help create a positive ethos for the urban functions.

**FACULTY FOCUS GROUPS
ON INCORPORATING THE
DTC INTO DEPARTMENT
AND UNIT MISSIONS**

- I. Articulate clearly the role of the DTC within the CEE.
- II. Clarify from current roles the priorities for the DTC.
 - A. Responding to the urban population via instructional efforts
 - B. An upscale environment in the center city that people can aspire to
 - C. A revenue-generating center
 - D. A place for the business constituency of downtown Phoenix
 - E. A presence in the center city for government purposes
- III. On the three campuses, departments must articulate appropriate missions to serve metropolitan Phoenix and act accordingly.
 - A. Some departments have altruistic elements in their mission.
 - B. Some departments need to rearticulate their purposes in light of new priorities
 - C. Some departments just need to be aware of the possibilities at the DTC.
- VI. Highlight the faculty role at the DTC
 - A. Address the issue of marginalization of off-campus locations
 - B. The DTC should be viewed as another anchor location in the multi-campus configuration. It should offer educational amenities such as library services, registration, etc.
 - C. Enhance the opportunities for teaching "on-load" at the DTC
 - D. Consider splitting faculty assignments between the home campus (academic unit location) and the DTC in an attempt to create semi-resident faculty.

agenda. If urban and metropolitan issues are to translate into action, they must clearly permeate clearly all these steps.

It was recognized that teaching at the DTC was not the only indicator of urban commitment. The advent and development of the West Campus had required a refocusing of the DTC. But its mission was still not absolutely clear and teaching at the Downtown Center, as a key element of the urban and metropolitan mission of ASU, had never been highlighted by central administration. The focus groups wondered about the true mission of the DTC, stressing that it was unclear whether the DTC was intended to be primarily a revenue-generating unit or an instructional center. Furthermore, for some, the lack of clarity between the apparent purposes of the Downtown Center (revenue generation or generation of student credit hours) added to the confusion. While it was acknowledged that the DTC was created by the Legislature to fulfill the urban needs, at least in part, it was also acknowledged that no special instructional resources were put into place for the DTC. This left the university to engineer ways of defining and focusing on urban needs. Thus, urban needs have been variously defined as the needs of the business constituency, the needs of government agencies, the needs of departments to create new markets but seldom as the broad instructional needs of downtown customers.

The mission and purpose of the College of Extended Education was queried. If the college was to actively take the university's intellectual capital beyond the main, east and west campuses, then participation of the tenure-track faculty was essential. The model of agricultural extension was mentioned but also the competitive system of universities in Arizona was referred to. What happens when other institutions "move into" an endeavor traditionally held by another university? Or what happens when another university moves into a geographic area, which had been traditionally held by another? Does this make the first university more responsive to the needs of constituents? Does it simply make it more entrepreneurial and conscious of the bottom line?

It appeared that because responding to the urban and metropolitan setting was more than a mere geographic response, it was essential that all members of the organization developed a clear orientation to urban constituents. This, the groups felt, would only happen if the institutional mission was clearly articulated and followed by unambiguous directions. The unique role of ASU in the Arizona system of higher education offered special opportunities. ASU is a very important player in metropolitan Phoenix and has the unique advantage of being part of a very small system of higher education. Although much has changed in the past decade, with some private universities locating in the area, ASU in the current system is still at an advantage. It was suggested that it has not yet capitalized fully on its urban and metropolitan opportunities and that it will take action by central administration to encourage all parts of the organization to do so.

The Relationship Between Department and University Missions and Teaching at the DTC

Departmental or unit missions, it was agreed, are often driven by national or disciplinary considerations. In Research I institutions, departments often view themselves as responding to national rather than local needs. This often makes them less responsive to the context that surrounds them. However, the focus groups agreed that when departments sense strong central directions, they tend to accommodate or revise their commitments. A lot also depends on the commitments of the departmental leadership and on the nature of the discipline. Some disciplines have altruistic or public service commitments and find it appropriate to relate to urban needs. Departments that are committed and reward a scholarship of engagement (Kellogg Commission, 1999) and community outreach will articulate missions that are congruent with an urban and metropolitan orientation.

Group members suggested that central administration, if willing, can assist units in revising their missions and become more engaged with urban society. The Modern Languages Department was discussed as an example of a department attempting to engage more with the urban population. Through a systematic re-evaluation of the unit's role, they revised their mission. A faculty participant stressed how the new mission had incorporated the urban dimension "all over its statements" and how this was likely to result in a different departmental ethos and increase their engagement. Other examples illustrated how departments that were strongly allied to the teaching aspects of the university's mission were often more responsive to urban needs. Yet, in all cases, faculty suggested that there is a need to translate unit missions to individual faculty by connecting the mission to measurable outcomes.

Other remarks included the problems of departments—particularly new departments—having to be active in identity building and that consequently they were often remiss about collaboration. Of course, collaboration was required with the College of Extended Education. Also, an identity-building agenda may make departments more reluctant to send their faculty, particularly new faculty, to different locales. Because expanding outside the main campus requires a sense of citizenship and collaboration, departments do not always put the urban needs or the DTC on their "radar screens." Discussants also suggested that, by and large, the DTC was not always in the consciousness of departments as they formulated their plans. Many participants believed that departments could be helped with keeping the urban needs and the DTC in the department's consciousness.

Other important questions were raised in this context. The groups noted that many of the most successful programs delivered at the DTC were those oriented to upper-level professionals. The question was asked as to the university's and units' responsibilities to all layers of the socioeconomic strata. It was also noted that much of what was done as part of the urban mission attempted to capture particular markets in the urban area rather than creating programs that might be attractive to urban populations. The need to examine the real nature of the urban educational needs was highlighted.

FACULTY FOCUS GROUPS ON INCENTIVES FOR DELIVERING ON THE URBAN AND METROPOLITAN MISSION

- I. Reexamine the mission of departments, particularly those that can become involved in the scholarship of engagement.
- II. Look at the departmental distribution of incentives
 - A. Tenure and promotion criteria at the departments
 - B. Salary incentives
 - C. Distribution of incentives offered by Extended Education
- III. Look into criteria used for the distribution of incentives (tenure and promotion and salary increases.)
 - A. Relationship between mission and reward criteria—if the mission is revised, so should be the rewards.
 - B. Rewards for applied research
 - C. Definition of scholarship
- IV. Enhance incentives other than tenure and promotion
 - A. Increase faculty support resources at the DTC (availability of space, copying, private place for meetings, library access, media resource access, etc.).
 - B. Use travel monies, graduate assistants, etc., as additional incentives for teaching at the DTC.
- V. Establish or energize an advisory committee of users of the DTC who focus on the urban and metropolitan mission.
 - A. Focus on the urban mission of ASU. It was recognized that this may have some problems but the groups believed that it would lend credibility and support to those faculty who want to realign their tasks.
 - B. Look at the mismatch between community expectations and the university reward system. If external pressures produce change, then the DTC advisory committee could be effective. This committee can also serve to educate the public on the role of faculty within their disciplines.

Faculty Incentives, Disincentives and Contradictions for Delivering on the Urban and Metropolitan Mission

The nature of the incentives and disincentives that occupied the discussion in the focus groups was varied and cut across more topics than just tenure and promotion. This was probably a reflection of the nature of the participants because many of them were “seasoned” professionals. Participants seemed to agree with the literature that it is difficult to achieve tenure and promotion through teaching at off-campus sites. The focus groups agreed that research is probably the driving force in tenure decisions and that may inhibit delivering on the urban mission. The scholarship of engagement was discussed and many hoped the Boyer (1990) and Lynton (1995) models might become more of a driving force. It was stated that any form of additional engagement would have to be supported by a realignment of incentives and supported outwardly by the provost's office. Unless the highest academic officer conveyed the urgency of engagement, it was unlikely that faculty would take it on.

The lack of specific rewards within the salary incentives for those who are willing to teach off campus was also a concern. Examples were given of untenured faculty who volunteered for off-campus teaching assignments but were not rewarded for their efforts. The consensus was that seldom do faculty get tenure just for good teaching. One participant stated that teaching off campus was ignored by the departments unless teaching in general was poor and negative decisions were to be made.

Departmental fiscal incentives offered by the College of Extended Education were discussed. There were various opinions on this matter. Some believed that because incentives to departments were ad hoc, they were not clearly understood by faculty and, thus, they were not incentives at all. Many suggested that standardizing the incentives, which currently varies by unit, would be beneficial. Others felt that it was best for faculty to assimilate an ethos of collective commitment to a particular way of doing things. One former chair believed that if serving the needs of the urban and metropolitan constituencies became a clear part of the department's traditions, then individual faculty members would believe that it was a valuable role for them.

In relation to teaching at the DTC, the models of “on-load” or “off-load” were discussed. Money was viewed as an incentive; thus, programs that teach at the DTC off-load have no problem finding faculty. On the other hand, many that teach on-load, do it because of a commitment to the urban mission. One size does not fit all was the basic message.

Specific comments addressed what were current incentives and disincentives for teaching at the DTC. On the positive side, all faculty seemed to agree that resources (including money, travel, graduate assistants, good parking, etc.) were important incentives not to be disregarded. Also, smaller classes, supportive staff and a quality environment were viewed as incentives. Disincentives that were discussed included the lack of library and media resources located at the DTC. The issue of marginalization of off-campus offerings as a perceptual problem also needs to be addressed.

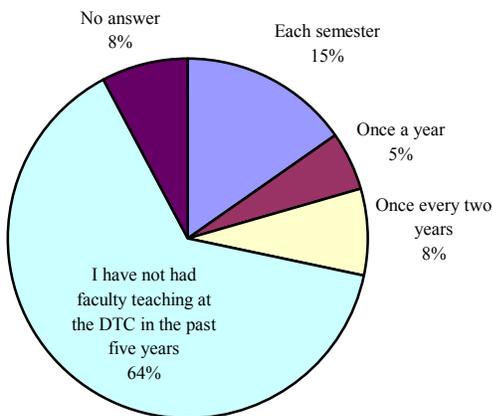
DEPARTMENT CHAIR AND UNIT DIRECTOR SURVEY RESULTS

Teaching Activities at the DTC

Sixty-four percent of the respondents indicated their department never committed faculty to the DTC. Only twenty-six percent of the respondents indicated their department had committed faculty to teach or conduct research at the DTC at least every two years (Figure 8). The respondents who reported they had committed faculty to the DTC indicated that their department relied on a balance of tenure and non-tenure-track faculty, which supports the findings from the database. These findings in the survey support some of the comments made in the focus groups including the fact that the DTC is not always on the faculty’s “radar screen.” The findings in the survey also are consistent with the findings in the DTC database, which also indicated that departments rely on a balance of tenure- and non-tenure-track faculty (Figure 2, Figure 9).

Q: How often, to the best of your knowledge, have you had faculty teaching or conducting research at the DTC in the past five years? (select one) (R: 39)

Figure 8



SURVEY SAMPLE

Sample: 107 department chairs and directors

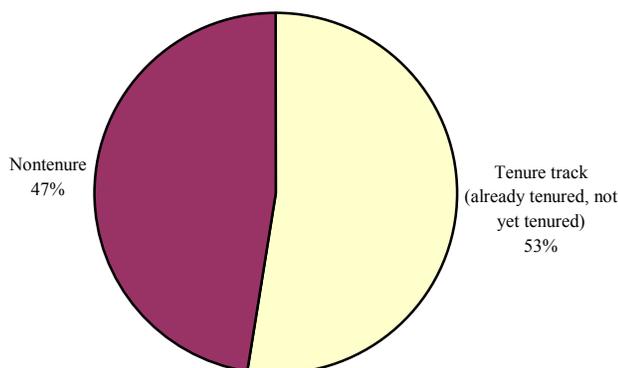
Respondents: 43 department chairs and unit directors

Operational Sample: 39 department chairs and unit directors (respondents who indicated their department employed tenure or non-tenure faculty)

R: Used in the figures to reference the number of people who responded to a specific question

Q: If you had faculty teaching at the DTC within the past five years, what was, to the best of your knowledge, their status? (R: 19)

Figure 9



Reviewing the Departments' Missions

The majority of survey respondents indicated they had incorporated some of the characteristics of ASU's urban and metropolitan mission on the department's or college's mission (Figure 10). Respondents also indicated that their departments or colleges had incorporated some form of extended education into their missions, but only a few had incorporated the DTC (Figure 11).

Figure 10

Q: ASU President Coor addressed some of the characteristics of the metropolitan university as they refer to ASU (2000). Mark all the characteristics that apply from President Coor's statements that are incorporated into your department's mission. (R:39)

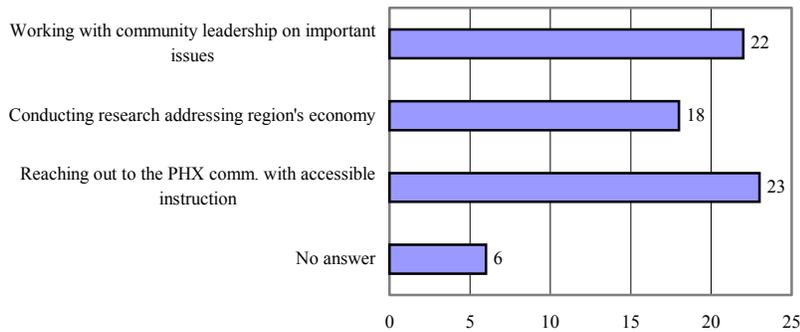
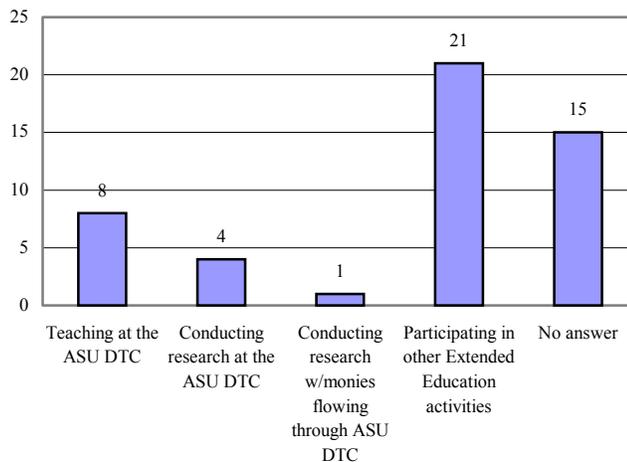


Figure 11

Q: Does your department's mission incorporate any of the following items? (mark all that apply) (R: 39)



OTHER EXTENDED EDUCATION ACTIVITIES

- Televised courses (4)
- Internet courses (6)
- Evening courses (2)
- Summer seminars
- Distance learning classes
- English classes
- Hosting international advisory board meeting
- Mode not specifically stated
- Lecture series in various community venues
- Broadcast courses at company sites and West
- We co-conduct and co-sponsor workshops and courses with DLT
- Two extended education courses
- Promoting languages and cultures in the community
- Educational outreach in general
- Connection with professional community
- Courses taught at the DTC

Faculty Incentives

The DTC offers a variety of features that create faculty incentives for teaching or conducting research at the DTC. The features include the quality of the facility, the support of the staff and convenient access to parking. A few financial rewards also were reported, including salary adjustments and reimbursement for mileage (Figure 12, Figure 13).

When asked if promotion and tenure incentives encouraged faculty to teach or conduct research at the DTC, many respondents indicated “no” or that they were unsure (Figure 13).

Q: Do you encourage your faculty to teach or conduct research at the DTC by offering recognition in any of the following ways? (mark all that apply) (R: 39)

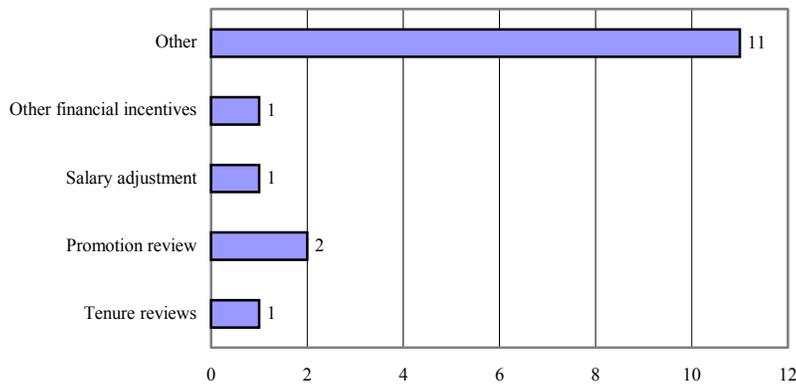


Figure 12

OTHER

- Annual performance reviews
- It is required.
- The program is part of this college and it is located at the DTC.
- No info about this
- Not sure
- N/A. None of our faculty are tenure-track.
- The general answer is no.
- None of the above.
- We don't. We neither encourage it or discourage it.
- There has been no context to do this.
- We reward outreach, but not with specific means.

Q: When encouraging faculty to teach at the DTC, do faculty mention any of the following as incentives? (mark all that apply) (R: 39)

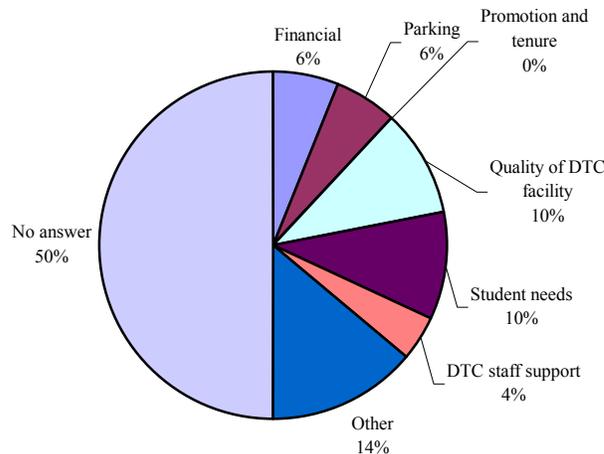


Figure 13

OTHER

- We encourage outreach and distance education in general, but not at one specific venue.
- Annual performance reviews.
- Geographical location of faculty personal residences makes the DTC of value.
- None. It is part of our culture.
- Offer mileage.
- This hasn't been done.
- We are required to do it.

Faculty Disincentives

Four themes emerged from the variety of disincentives reported by the respondents (Figure 14).

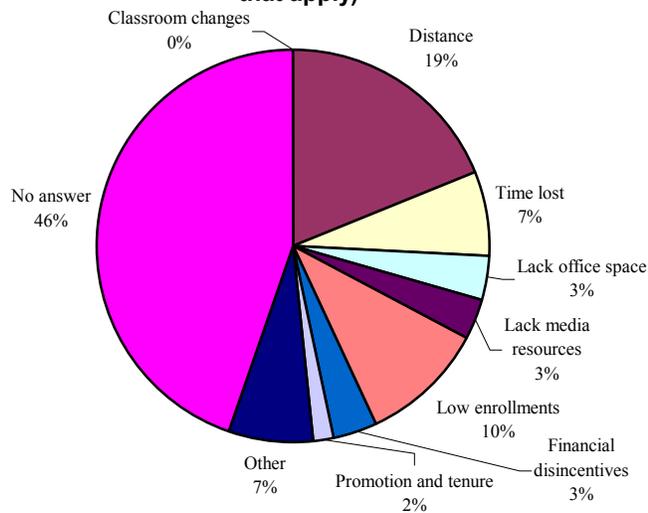
- 1) The inconvenience of traveling to the DTC was frequently viewed as a disincentive. Respondents reported that the distance to the DTC, time lost while traveling, and transporting class materials discouraged faculty.
- 2) Low enrollments were also reported as a disincentive. This challenges the focus group discussions, which revealed that small class size was often seen as an incentive for faculty. However, the different nature of the respondents may account for this. While faculty see small classes as an asset, administrators, including chairs, who are involved in the budgeting process do not.
- 3) The lack of resources at the DTC was reported as a disincentive that needs to be addressed. Respondents noted that there was an insufficient amount of office space, studio-style classrooms, storage, and media resources.
- 4) There is some indication of marginalization for teaching or conducting research off campus. Some respondents indicated that there were promotion, tenure and financial disincentives for teaching off campus. Additionally, one respondent wrote, “ Other resident department faculty (on the base campus) draw the assumption that DTC faculty are not working if they are not on ... campus every day.”

Figure 14

Q: In encouraging faculty to teach at the DTC, do faculty mention any of the following as disincentives? (mark all that apply)

OTHER

- Having to transport classroom materials
- Lack of studio-style classrooms with storage for student work
- Other resident department faculty draw the assumption that DTC faculty are not working if they are not on the East campus everyday.
- Security concerns about walking to cars at night downtown



CONCLUSIONS

We began this research by identifying three primary foci or themes around which the organization of the study would evolve. They were mission clarity, aspirations of the administration and the faculty and incentives and disincentives for delivering on the urban mission. The statements that follow are clustered around those themes.

In July 2002, ASU welcomed a new president with a very broad, ambitious and practical agenda. ASU is now rethinking its purpose and direction. The DTC is in an ideal position to guide ASU's agenda of "use-inspired research," "intellectual fusion" and "social embeddedness" (Crow, 2002). While the bulk of this research had been concluded prior to the arrival of the new president, Michael Crow, we have attempted to take into account his thinking in defining new directions, particularly in terms of action principles emerging from the conclusions.

RECOMMENDATIONS

Mission Clarity

Recommendation 1

Rationale: It became apparent from the focus group discussions and the survey that clarity of mission accompanied by clear and unambiguous "marching orders" are crucial in determining the direction of the university and its departments. Through the study, participants reflected that the administration of President Coor had successfully articulated an urban and metropolitan mission. However, the faculty and unit administrators desired clearer operational directions and tools to translate into action the commitments expressed in the mission.

President Crow has articulated a central mandate of social embeddedness. Servicing the needs of the local community should encompass "the disadvantaged and not just the wealthy corporations." (Crow, 2002) As new changes are put into effect, and as departments are encouraged to update their missions in light of new mandates, the administration will have to convey clearly targeted messages and support those messages accordingly. Directions that are seen as contradictory (such as accommodating both student population growth and substantial research expansion with the same resources) will have to be reconciled for departments and faculty to move toward action. The same need for clarity applies to the mission of the DTC. The duality of purpose (revenue- or non-revenue generating) was a central concern of faculty and unit administrators throughout this study. The relevance of the DTC's urban mission was also part of the reflection. However, in light of the new social embeddedness mandate, delivering relevant programs at the DTC should be beyond question.

Action Principle: *If social embeddedness is the mandate, the DTC must figure as an integral part of the university's urban mission. The DTC should not be only a site appended to the university but an "anchor campus" where there is a viable faculty, delivering on the instructional and research aspects of the mission.*

Recommendation 2

Rationale: Many metropolitan universities are perceived to have partially relinquished their commitment to deliver traditional instruction in urban and metropolitan centers as a result of the spread of e-learning. However, the most recent thinking in the literature seems to indicate that large metropolitan universities should not limit their investments to e-based instruction. There appears to be still a substantial market for traditionally delivered instruction, in face-to-face interaction with instructors.

Action Principle: *It is important for universities with large urban and metropolitan missions to continue to create access to urban populations by attending to face-to-face forms of instruction while also facilitating or integrating e-learning.*

Research Status and Aspirations of the Administration and Faculty

Recommendation 3

Rationale: Unquestionably, at ASU, the issue of prestige in research still looms large when departments and faculty consider assignments at the DTC. The focus groups and the survey suggested that, in the academic setting, personal rewards are very much intertwined with prestige; prestige translates into tenure and promotion. The academic traditions and emphasis on “judgment by peers,” often based on frequency of publications, cannot be ignored.

Action Principle: *If the urban and metropolitan mission is to be enhanced through social embeddedness and if teaching at the DTC is to be an important component, then the administration needs to take an active role in changing the perception that faculty have regarding the urban and metropolitan mission. This is the time not only to clarify the mission and make social embeddedness more than rhetoric but also to reinvent the structures of the university and of the DTC to accommodate changes.*

Recommendation 4

Rationale: Urban and metropolitan research utilizing the fiscal structures at the DTC did not loom large in the equation. With but a few exceptions, most urban and metropolitan research was being conducted with monies flowing through the home departments of the investigators.

Action Principle: *A fiscal structure must be created to support faculty research if the DTC is to be viewed as a viable site for conducting research in or related to the urban area. Negotiations that diffuse home college and department opposition will be essential unless the CEE has a faculty of its own that reports to the dean. Any negotiation with the home colleges should recognize the potential of the DTC, as an urban location, to leverage grants that could not be obtained by colleges on the Main Campus, without a central city laboratory.*

Recommendation 5

Rationale: The DTC needs to appear on the radar screen of faculty and administrators. Many comments were heard through the research, which indicated that units do not often think of the DTC as an additional venue for instruction (unless there is a shortage of space). The new emphasis on growth of ASU may change this perspective.

The DTC should be kept in mind as an important site or “anchor campus” where growth can occur, while at the same time addressing the urban and metropolitan needs. Consideration should be given to the realignment of faculty to create a new model.

Action Principle: *A realignment could either establish an interdisciplinary and professional CEE/DTC faculty as part of the CEE or an interdepartmental faculty based at the DTC, whose interests focus on the urban and metropolitan mission. If the latter was the case, interest in the urban location can become a common thread as departments hire new faculty.*

Recommendation 6

Rationale: A concern expressed through the focus group discussions was the need to clarify whether the DTC was intended to be primarily a revenue-generating facility or an instructional facility with primarily a metropolitan mission. This was important to faculty because they perceived it permeated the way in which the DTC priorities were established and had practical implications for what, where, when and how instruction could occur. The current system of financing the DTC facilities is sometimes perceived as creating hindrances for the delivery of instruction. In order to enhance the urban and metropolitan mission, the way in which the DTC is supported might need to be reviewed.

Action Principle: *If the DTC is to be primarily a center that generates external funds, then delivering on the urban and metropolitan mission will probably be more limited, because certain aspects of the latter do not produce external revenue and require public (state) support. On the other hand, if the notion of social embeddedness becomes the priority for the university as a whole, support from state/university permanent sources would assure greater flexibility for the DTC to focus on the less affluent aspects of the metropolitan mission.*

Recommendation 7

Rationale: For the urban and metropolitan populations, whether those newly engaging in higher education or those at the graduate level who may live or work in downtown Phoenix, the DTC will open new opportunities. In some professions, there is no reluctance by faculty or departments to expand degree opportunities at the DTC.

Action Principle: *The city market offers substantial enticements for certain departments (e.g., fire management and early childhood education). Ways must be found to free those departments to offer full programs rather than just specific courses at the DTC.*

Incentives and Disincentives for Delivering on the Urban and Metropolitan Mission

Recommendation 8

Rationale: One of the central findings of this study is that there are many hindrances and disincentives for faculty to expand their teaching activities outside their home sites. In plain words, it is hard to get faculty from the campuses to the DTC, which is viewed as a satellite. Yet, the need for reaching out to the urban and metropolitan populations is still very clear. However, the current system of faculty incentives is not satisfactory to encourage the delivery of courses at the DTC. This was ascertained through the interviews and corroborated by the focus groups and the survey research.

Action Principle: *As the statements of mission at all levels (the university, the departments, the units and the DTC) become more targeted, the system of faculty rewards will need to be revisited and brought in line with new educational thinking and updated mission statements. To balance incentive deficiencies, it might be possible for central administration to put into effect a system of encouragements that would reward units and/or individual faculty to become more active in attaining the urban and metropolitan mission. The research showed that there was ambivalence about existing financial incentives to units because they were ad hoc. Current financial incentives to the units are viewed by faculty alternatively as positive and negative.*

Recommendation 9

Rational: Tenure and promotion were not the primary incentives for teaching at the DTC. It is hard to attract untenured, tenure-track faculty to the DTC. The discussions showed that teaching at the DTC can be an hindrance in the tenure process.

Action Principle: *Under the current tenure and promotion system, the leadership to encourage junior tenure-track faculty to teach at the DTC must come from the senior faculty. The most active units at the DTC today are those for which teaching at the DTC is part of the unit's culture. The judgment of peers is very important for junior faculty seeking tenure and promotion.*

Recommendation 10

Rationale: Incentives noted for fulfilling the urban and metropolitan mission by teaching at the DTC were of a personal rather than an institutional nature. Faculty suggested that they came because they liked the facilities and staff, enjoyed the nature of the students in the urban center, had a commitment to respond to student needs or had a historical commitment to the metropolis (a salient case was public administration).

Action Principle: *In order to enhance the delivery on the urban and metropolitan mission by teaching at the DTC faculty suggested that the incentives need to become more institutional in nature (tenure and promotion criteria must be revisited, perceptions of teaching off-campus must be realigned, and so on). The current understanding of who is a faculty 'superstar' is narrow. In a community-embedded university, faculty should be rewarded across the boundaries of research, teaching and service. Teaching off campus must be viewed as an essential component of instruction.*

THE ROAD AHEAD

Two recent studies (Leveraging ... , Initiative for a Competitive Inner City and CEOs for Cities) have shown the extraordinary value that universities provide cities. While a few cities may have remained immune to the attractions of downtown universities, most are aware of the benefits of an educational presence in the inner city.

At a time when pressures of mergers and acquisitions make corporations increasingly footloose, colleges and universities have remained one of the few enduring urban institutions—institutions that can serve as economic anchors for the revitalization of our cities.
(Grogan, in Leveraging ... , 2000:n/p)

A number of recent articles in *The Arizona Republic* brought this topic to the attention of the Phoenix reading public, suggesting that universities that take relationships with cities seriously are ahead of their time. The examples of Columbia, Virginia Commonwealth, the University of Pennsylvania, and a few others, emerged frequently as universities that understand the opportunities that cities bring to students and faculty. The press cites mostly optimistic cases. Yet, sobering notes are often introduced, when authors deem those forward looking universities “ahead of the times.” Even the popular press recognizes that most American faculty still get rewarded if they publish in a narrow discipline. It is understood by the public at large that, unfortunately, cross-disciplinary innovation or lively outreach to communities does not rank high in the reward system.

ASU’s new president’s commitment to “use-inspired research,” “intellectual fusion” and “social embeddedness” will require fundamental changes in the ways faculty are rewarded. Without minimizing the importance of research, more of what is produced will need to be useful, multidisciplinary and related to the locale. But, to achieve these goals, whether in instruction, service or research, the structures to be created cannot emerge from “what it was” but rather move beyond the established interests and models to a daring “what it can be.” The time is now.

Finally, many of the topics reviewed in this study and the recommendations made for ASU transcend the geographic parameters of one university. Similar challenges exist throughout the nation. The administrators, faculty and researchers who embarked in this study trust that it might serve as a framework for analyzing other similar environments.

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APPENDIX A: LISTS OF FOCUS GROUP PARTICIPANTS, SUMMARIZERS AND FINAL DRAFT REVIEWERS

Focus Group Participants			
First Name	Last Name	Title	Department
Glenn	Irvin*	Professor	English
Mary	Killeen*	Associate Dean	College of Nursing
Thomas	Schildgen*	Chair/Professor	Information Management Technology
William	Verdini*	Associate Dean	College of Extended Education
Donna	Adams	Associate Professor	College of Nursing
Brent	Brown	Associate Professor	School of Public Affairs
Linell	Cady	Professor	Religious Studies
N. Joseph	Cayer	Professor	School of Public Affairs
Jeffrey	Chapman	Professor	School of Public Affairs
Billie	Enz**	Associate Director Professional Development	Curriculum and Instruction
Patricia	Feldman	Director	Academic and Professional Programs
Stephen	Happel	Professor	Economics
Charles	Kime	Assistant Professor	Information Management Technology
Pauline	Kommenich	Professor	College of Nursing
Barbara	Lafford	Associate Professor	Languages and Literatures
Richard	Lai	Professor	School of Planning and Landscape Architecture
Melissa	Lavitt	Chair	Social Work
Deborah	Losse	Professor	Languages and Literatures
Lawrence	Mankin	Professor	School of Public Affairs
Emilia	Martinez-Brawley	Professor	School of Social Work
John	McIntosh	Coordinator	Joint Urban Design Program
Eleanor	Perry	Chair	Graduate Studies, College of Education
Elaine	Surbeck**	Professor	Curriculum and Instruction
Martin	Vanacour	Faculty Associate	School of Public Affairs
Terrence	Wiley	Division Director	Educational Leadership and Policy Studies

* Focus Groups Summarizers

** Participated in final stages of project

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Linell	Cady	Professor	Religious Studies
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Barbara	Lafford	Associate Professor	Languages and Literatures
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Lawrence	Mankin	Professor	School of Public Affairs
Emilia	Martinez-Brawley	Professor	School of Social Work
Eleanor	Perry	Chair	Graduate Studies, College of Education
Thomas	Schildgen	Chair/Professor	Information Management Technology
Elaine	Surbeck	Professor	Curriculum and Instruction
William	Verdini	Associate Dean	College of Extended Education

APPENDIX B: FOCUS GROUP DOCUMENTS RECEIVED

Considerations Regarding the Arizona State University Urban Mission and the Downtown Center

Feb. 15 Group Meeting

The Arizona State University Downtown Center provides a source for critical public exposure beyond the three campuses and represents a prime location to downtown businesses. The Phoenix metropolitan area has experienced significant and sustained population and economic growth, and the ASU Downtown Center enhances accessibility to public higher education.

A personal observation would suggest that the ASU Downtown Center consider establishing and maintaining a User Advisory Board under the direction of Extended Education. Membership of the User Advisory Board would include human resource directors of local municipalities, business leaders, political leaders, ASU personnel and development officers from the Governor's office, as well as directors of different state agencies.

As discussed in the lunch forums, ASU needs to define and establish the role of professional service with respect to the institutional urban mission. It has never been more critical to make public and university efforts to improve the metropolitan quality of life.

As stated at the lunch forum, all ASU documentation (printed and Internet) needs to reflect a four-campus configuration to include Main, East, West and the Downtown Center. The ASU Downtown Center represents another anchor campus to the multicampus configuration that should offer educational amenities such as a registration site, virtual library access, cashier office, student services, in addition to on-site degree and certificate programs that have faculty assigned to DTC office space.

Efforts need to be made in splitting faculty assignments between the home campus (academic unit location) and the DTC in an attempt to create semi-resident faculty. The DTC should have selected faculty in semi-residence based on existing degree and certification programs offered. Further, Extended Education needs to utilize self-managed faculty teams that provide hybrid expertise and talent to meet the complex issues facing municipalities. An excellent example of this is the three-year BAS/BIS degree cohort that the Department of Information and Management Technology is providing in conjunction with the City of Mesa. Neither the IMT department, nor any other single academic unit can provide all degree completion requirements. The IMT department in conjunction with Extended Education also provides a BAS degree completion program for the City of Tucson in Fire Service Management. The lessons learned from working with these two municipalities can be applied to the City of Phoenix and other surrounding municipalities.

The ASU DTC should house a revolving BAS/BIS cohort program in municipal operations management and organizational studies, or other approved concentrations.

ASU faculty have personal residences that are geographically spread throughout the Phoenix metropolitan area and, often, selected faculty would be willing to travel a shorter distance to a DTC office a couple of days a week than five days a week to their resident campus. If faculty see incentives to connect the academic unit goals to the ASU urban mission, there will be greater commitment by the faculty to maintaining a permanent presence at the DTC. Faculty incentives can include reduced teaching load for participation and maintenance of degree and certificate programs. Supplemental pay has worked with several faculty with regard to teaching an overload on and off campus. Tenure and promotion policies must incorporate the ASU urban mission in a way that prompts faculty participation and respect.

The new ASU president's office must reevaluate, with ABOR support, the role of the DTC and the need to alter Extended Education's current funding model. Applied sponsored research specific to the urban needs of the Phoenix metropolitan area must be identified by the DTC User Advisory Board and funding proposals submitted.

Finally, enough cannot be said with regard to the role a department chair or dean has in the incorporation of the urban mission into the academic units' disciplinary focus. The urban mission can represent a contextual environment for discipline-specific topics and applications.

Comments on Urban Mission Document

First, I would like to thank you for the opportunity to participate in the focus group on ASU's urban mission at the University Club on Feb. 15, 2002. It was a very productive conversation and I enjoyed the dialogue immensely.

The importance of ASU's urban mission cannot be overstated. In the current climate, the Legislature must understand the important role that ASU plays in the community at large. Theoretically, if they believed we are truly committed to community engagement, they would increase our funding. However, with the current economic crisis, this may not be the deciding factor in university allocations.

Although the College of Extended Education does an excellent job working with ASU departments and colleges to deliver quality education to the community, more commitment of teaching off campus is needed on the part of more university units. It goes without saying that at the time the Downtown Center was created (at the request of the legislators and regents), the university's system for rewarding faculty participation should have been realigned to entice professors to teach at that venue. **Frankly, until the Provost's office outwardly supports this type of realignment for the reward system, it is very unlikely that many professors will be willing to take on this responsibility. The realignment would have to take place at the department, college and university levels.**

One thing ASU could do to become more engaged in its urban mission and satisfy professional expectations at the same time would be to try to seek out state or federal grants that involve partnerships between ASU and nonprofit organizations to help improve the quality of life of people in the community at large.

In addition, another focus group on ASU's urban mission is needed, to which community leaders should be invited. That way, we can see more clearly the mismatch between the reward system at the university and the expectations of the community vis-à-vis the state university in the valley. As we gain information about what they expect from the university we could also educate them on what professors are required to do to keep abreast of developments in their field and to be considered productive scholars (e.g., publish, present papers, serve on committees). Unfortunately, the type of applied research that might be of use in the solving of community problems has never been given the same respect as the more theoretical research in academic circles.

Some Focus Group Thoughts

1. ASU regards itself as having an "Urban Mission." But there are multiple interpretations of this cliché. For example, an urban mission might well mean studying in a formal, discipline-specific manner a particular urban problem—a theoretical algorithm of traffic flows, a biological model of the existence of different species in an urban environment, etc. Or, it can mean a non-theory based but hands-on project such as having a group of ASU students building a house for Habitat for Humanity. Obviously, this is a wide spectrum. For a university the size of ASU, this might be feasible, but at least the mission ought to be carefully defined. The disincentive for this would be the more careful definition would lead to some ideas being consciously rejected and thus internal turf battles might ensue.
2. It should be reemphasized that making the DTC a profit center is a legitimate part of an urban mission. However, this is a very narrow part. Over-emphasis on this aspect of the mission can lead to counterproductive activities.
3. For faculty that do not have the internal desire to help the urban community, there are actually very few incentives, typically involving some sort of remuneration. This does not always have to be financial remuneration (i.e., a bonus for teaching, etc.) but could involve additional space, access to people who could hire consultants, or be an increase in resources to support RAs.
4. It may be that formal expectations of doing something "urban" should become a formal part of the requirements for tenure, promotion, or even salary increases. This requirement can only come from the president and probably should be a box to check upon completion.
5. I still think that there are opportunities for daytime classes, both credit and noncredit. But is there enough free space?
6. Note that there are other urban areas in metropolitan Phoenix. There are urban problems in Tempe, Scottsdale, etc. Dealing with these problems would not help fill the DTC but would still be legitimate functions of the university.

APPENDIX C: LIST OF DEPARTMENTS SURVEYED

ASUM Academic and Professional Programs	ASUM Marketing
ASUM Academic Senate	ASUM Mathematics
ASUM Accountancy and Information Management	ASUM Mechanical and Aerospace Engineering
ASUM Adult Health and Parent Child Nursing	ASUM Microbiology
ASUM Aerospace Studies	ASUM Military Science
ASUM African American Studies	ASUM Molecular and Cellular Biology
ASUM American English and Culture	ASUM Philosophy
ASUM American Indian Studies	ASUM Physics and Astronomy
ASUM Anthropology	ASUM Plant Biology
ASUM Architecture and Environmental Design Library	ASUM Political Science
ASUM Arizona Center for Medieval and Renaissance Studies	ASUM Psychology
ASUM Asian Pacific American Studies	ASUM Psychology in Education
ASUM Asian Studies	ASUM Recreation Management and Tourism
ASUM Bachelor of Interdisciplinary Studies	ASUM Religious Studies
ASUM Bioengineering	ASUM School of Architecture
ASUM Biology	ASUM School of Art
ASUM Center for Learning and Teaching Excellence	ASUM School of Design
ASUM Center for Solid State Electronics	ASUM School of Health Administration and Policy
ASUM Center for Urban Inquiry	ASUM School of Justice Studies
ASUM Chemical and Materials Engineering	ASUM School of Music
ASUM Chemistry and Biochemistry	ASUM School of Public Affairs
ASUM Chicana and Chicano Studies	ASUM School of Social Work
ASUM Civil and Environmental Engineering	ASUM Science and Engineering Materials
ASUM Community Health/Psychosocial Systems	ASUM Sociology
ASUM Computer Science and Engineering	ASUM Solid State Science
ASUM CRESMET	ASUM Speech and Hearing Science
ASUM Curriculum and Instruction	ASUM Supply Chain Management
ASUM Dance	ASUM Systems Science and Engineering
ASUM Del E. Webb School of Construction	ASUM Telecommunications Center
ASUM Distance Learning and Technology	ASUM Theatre
ASUM Economics	ASUM Walter Cronkite School of Journalism and Telecommunications
ASUM Educational Leadership and Policy Studies	ASUM Women's Studies
ASUM Electrical Engineering	
ASUM English	ASUW Accounting
ASUM Exercise Science and Physical Education	ASUW Administration of Justice
ASUM Family and Human Development	ASUW College of Education
ASUM Finance	ASUW Communication Studies
ASUM Geography	ASUW Graduate Studies
ASUM Geology	ASUW Interdisciplinary Studies
ASUM Gerontology	ASUW Recreation and Tourism Management
ASUM Hayden Library Archives and Manuscripts	ASUW Research Consulting Center
ASUM Herberger Center and Planning and Landscape Architecture	ASUW Partnership Community Development
ASUM Hispanic Research Center	ASUW School of Management
ASUM History	ASUW Secondary Education
ASUM Honors College	ASUW Social Work
ASUM Hugh Downs School of Human Communication	ASUW Special Education
ASUM Industrial Engineering	
ASUM Institute for Manufacturing Enterprise Systems	ASUE Aeronautical Management Technology
ASUM Institute for Studies in the Arts	ASUE American Indian Programs
ASUM International Programs	ASUE Electronic and Computer Engineering Technology
ASUM Jewish Studies	ASUE Information and Management Technology
ASUM Languages and Literatures	ASUE Mechanical and Manufacturing Engineering Technology
ASUM Lincoln Ethics Center	
ASUM Management	