



STATE HIGHER EDUCATIONAL AGENCIES
AND THE STATE RESEARCH UNIVERSITY: A
TIME WITHIN THE UNIVERSITY TO
COLLABORATE ON PUBLIC POLICY AND
BUSINESS ENTERPRISE OF COMMUNITY
GROWTH

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££££ Other faculty and students played an earlier role in the development of concepts and ideas in this article. They provided different insights in bringing the university's intellectual power and prowess to bear on communities away from campus. They also demonstrated that a concept of collaboration leading to community growth and its integration of economic development simply begins with faculty, staff, and students working together within the university. They are treated as contributing authors for their contributions and hopefully future ownership and assistance to this research project. The contributing authors are as follows: Yolanda Burwell, Senior Fellow, North Carolina Rural Center, Raleigh, North Carolina and Former Associate Professor, School of Social Work, College of Human Ecology, East Carolina University, Greenville, North Carolina. B.S., North Carolina Agricultural and Technical State University, 1972; M.S.W., Washington University, 1974; Ph.D., Cornell University, 1982; Kenneth Bass, Professor, Management, Department of Management, College of Business, East Carolina University, Greenville, North Carolina. B.S., Louisiana Tech University, 1977; M.B.A., Louisiana Tech University, 1981; Ph.D., Louisiana Tech University, 1991; Donald C. Guy, Professor Emeritus, Real Estate and Finance, Department of Finance, College of Business, East Carolina University, Greenville, North Carolina. B.S., University of Illinois at Urbana-Campaign, 1962; M.S., University Of Illinois, 1969; Ph.D., University of Illinois at Urbana Campaign, 1970; Lili Liu, Business Analyst, Bank of America and Former M.B.A. Student, Charlotte, North Carolina. B.S., International Finance, Nankai University, Tianjin, People Republic of China, 1996, M.S., Travel Industry Management, University of Hawaii, Honolulu, Hawaii, 2001; M.B.A., East Carolina University, Greenville, North Carolina, 2004.

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I. INTRODUCTION

The need for state higher educational agencies and state research universities to perform more than their traditional role requires them to consider taking on the additional role of urging and assisting a municipal, county, or state regional (community) government and businesses to concurrently enhance community growth and integrate and expand economic development. Community, state, and federal policy-makers and business managers can give greater support to this additional role by demanding state research universities and state higher educational agencies (agencies) promote and support broader and useful intellectual collaboration among departments, schools, and colleges (intellectual units). Greater collaboration is needed so that university resources may be harnessed in order to find and develop ends and grounds and create specific public and private means and projects to enhance community growth and expand and integrate economic development. Collaboration among intellectual units within the university must be effectively regulated and managed by these agencies.¹ The reasons are that intellectual collaboration supports community policymakers, business decisionmakers, and public and private managers by making contributions to enhance community

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¹ See Goldie Blumenstyk, Forum Highlights Ways to Tune Up Universities as Engines of Economic Development, *CHRON. HIGHER EDUC.* (Feb. 24, 2010), <http://chronicle.com/article/Forum-Highlights-Ways-to-Tune/64360/>. “James B. Milliken, president of the University of Nebraska system, said universities could also do a better job of helping the economies of their regions if they would collaborate more with one another and with the private sector.” *Id.* The authors do not disagree but an essential prerequisite to collaboration among universities is collaboration within them. We find that collaboration to drive a regional economy must occur within state research universities (universities) before it occurs among these universities. Collaboration among departments, schools, and colleges within any university is not a foregone or self-executing arrangement.

growth and to integrate and expand economic development.² Specifically, these contributions support and aid the design, coordination, and implementation of government policies and business decisions to enhance public policy and expand business enterprise. Intellectual collaboration must also be consistent with the university's intellectual and other missions and purposes. Perhaps, "[t]he day of the university as an ivory tower . . . is drawing to a close, and the dawn of one in which it becomes a driver of regional and city economies beckons."³ This

² See James H. Johnson, Jr., A Conceptual Model for Enhancing Community Competitiveness in the New Economy, 37 URB. AFF. REV. 763, 773-74 (2002) (identifying community assets and capital that communities need to remain competitive and grow in the global marketplace); Jesse L. White, Jr., Economic Development in North Carolina: Moving Toward Innovation, POPULAR GOV'T, Spring/Summer 2004, at 2, 5-7, available at <http://www.sog.unc.edu/pubs/electronicversions/pg/pgspsm04/article1.pdf> (defining economic development to include public policy and business enterprise of a community wanting to increase economic wealth and prosperity).

³ Barbara Ischinger & Jaana Puukka, Universities for Cities and Regions: Lessons from the OECD Reviews, CHANGE, May/June 2009, at 8, 12, available at <http://www.changemag.org/May-June%202009/full-cities-regions.html> (discussing the impact of the role of higher education on regional and city economic development in Europe and other regions, and recognizing the importance of collaboration among universities, regional leaders, and industries to regional development on a continent).

Other commentators, administrators, and officials have noted the need for universities to find new ways to take positions on and make contributions to regional and community economic development. See James Karlsen, When Regional Development Becomes an Institutional Responsibility for Universities: The Need for a Discussion about Knowledge Construction in Relation to Universities' Third Role, 19 AI & SOC'Y 500, 501 (Dec. 2005) (citing JOHN DAVIES, THE DIALOGUE OF UNIVERSITIES WITH THEIR STAKEHOLDERS: COMPARISONS BETWEEN DIFFERENT REGIONS OF EUROPE 14 (1998), <http://www.edis.sk/ekes/dialog1.pdf>), available at <http://www.springerlink.com/content/g984514t70610606> (recognizing the need for "mutually beneficial collaboration with other economic, social and cultural partners."). See also Cynthia Liston, Trent Williams & Stuart Rosenfeld, Reporting to Work: Postsecondary Institutions as Regional Economic Development Actors, POPULAR GOV'T, Spring/Summer 2004, at 23, 30 (discussing roles and opportunities for universities and colleges in economic development policy-making and programs that create new business enterprises and niche markets); White, *supra* note 2, at 12 (recognizing the need for collaboration at the university in community growth and economic development away from the university).

closing may be unnecessarily premature, but the economic driver is on point where collaboration within the university can expand the university's traditional mission and focuses this expanded mission on the public policy and business enterprise, driving both community growth and economic development.

As they are economic drivers working with a community, these universities and agencies must jointly create and manage collaboration among intellectual units by repositioning old and requesting new assets. These universities and agencies must manage and allocate these assets to marshal, deliver, and use old and new mission-oriented (or scholarly or intellectual) resources and services to urge and assist a community needing to address community growth and economic development. These agencies must adopt a genuine state higher educational policy emphasis on, and thereafter strongly urge and guide universities to support and assist one or more communities needing enhanced community growth and integrated economic development. As distinct schemes of management and order, these agencies must share with universities a conceptual framework and applied strategy permitting each university to create and manage a unique collaborative arrangement. This framework and strategy permit each collaborative arrangement to make precise positions and to make specific contributions to address business enterprise and public policy needs and concerns enhancing community growth and integrating economic development.

This article explores the need for and utility of a collaborative arrangement among intellectual units solely to enhance community growth and integrate and expand economic development under the leadership, management, and guidance of a state higher educational agency and research university. Part I above has described the need for, use of, and benefits of collaborative arrangement within the university to enhance

In Europe, Mr. Karlsen finds that the third role of universities is regional development. Karlsen, *supra* at 501. The old roles of producing educated graduates and investing in the community are not specific enough to effect regional development. See *id.* The third or new role requires the university to support "innovation and value-creation research," and participate in knowledge transfer. *Id.* at 502, 508. The third role requires universities to participate with regional actors and stakeholders to produce tacit knowledge that is needed to produce new products and services and create building-capacity. *Id.* at 504.

community growth and expand economic development by addressing public policy and business enterprise needs and concerns. Part II explains how these agencies and universities can create and manage a collaborative arrangement to support and assist the design, coordination, and implementation of community and business means and ends, such as community objectives and programs. Such means further specific community ends, such as plans and strategies, to enhance public policy and expand business enterprise of enhanced community growth and integrated economic development. Part III explains the functions and advantages of a collaborative arrangement of intellectual units and describes functions and limitations requiring only suitable and related means and ends of public policy and business enterprise activities by communities and private organizations. Part IV describes the relationship between public policy and business enterprise and explains fundamental needs and essential participants of a collaborative arrangement enhancing community growth and integrating economic development of a community beyond the university campus. Part V explains the public policy, business enterprise, and resource needs and concerns affecting a collaborative arrangement among intellectual units and their faculty, staff, and students (unit participants). Part VI discusses the need to manage and coordinate single-purpose community projects and explains the impact of a collaborative arrangement on government policy-making and administration and business decision-making and management to design, coordinate, and implement the ends and means of community growth and integrated economic development. Part VII outlines the need for a conceptual framework and applied strategy imposing by agencies and universities to impose structure and order a collaborative arrangement enhancing community growth and integrating economic development. Part VIII concludes that agencies and research universities must consider collaboration among various intellectual units and their unit participants who can directly support and assist the design, coordination, and implementation of a mixture of and connection between public policy and business enterprise enhancing community growth and integrating economic development. Part VIII also points out that more research is needed to design and implement a collaborative arrangement changing the direction and path of

communities marred by little or no community growth and economic development.

II. RETHINKING HOW TO ADDRESS COMPLEX AND INTERDEPENDENT COMMUNITY NEEDS

Rethinking starts with collaboration and its management by agencies and universities. Rethinking requires intellectual units and their unit participants to demonstrate more sensitivity and to work together to enhance community growth and integrate economic development of rural or urban communities located far away from the university. These agencies and universities must manage intellectual units to form a collaborative arrangement gathering and utilizing knowledge, skills, and tools of several unit participants to enhance public policy goals while concurrently expanding the business enterprise of a community.

A. FACING COMPLEX AND MUTUAL COMMUNITY NEEDS AND CONCERNS

A single collaborative arrangement addresses interdependent business enterprise and public needs of community growth and integrated economic development of a single community. These agencies and their universities would rely on a collaborative arrangement to support and assist community policy-makers, business decision-makers, and public and private managers creating both the means and ends of mutual community growth and economic development. These participants would take positions on and make contributions to design, coordinate, and implement public and private goals, objectives, and plans (responses). These responses set forth grounds and direction of changes in community growth and to integrate economic development. To execute these responses, these participants would also take positions and make contributions to design, coordinate, and implement public and private decisions, programs, and strategies (actions). These actions create and execute works, projects, and activities directly changing the pattern and rate of community growth and integrating business and public policy of economic development. A collaborative arrangement uses business, not-for-profit, and government responses and actions

to enhance community growth and expand economic development. These responses and actions can be numerous and diverse, and their natures, magnitude and scope create legislative and administrative needs to integrate public policy and business enterprise of economic development.⁴ A collaborative arrangement offers means to integrate capacity-building and business expansion by placing coordination in the design and implementation of numerous responses and actions to establish integrated economic development. Therefore, a collaborative arrangement provides support and assistance to design and implement and coordinate means and ends of capacity-building and business expansion enhancing community growth and expanding and integrating economic development.

B. RECOGNIZING THE MAJOR LIMITATIONS OF A SINGLE PURPOSE AGENCY

Community policy-makers, business decision-makers, and public and private managers may not be able to receive various kinds of advice, guidance, and assistance for complex and interdependent business enterprise and public policy needs from only one state agency. Normally, state agencies are single-purpose administrative units and may not be able to foster broad external or internal collaborative efforts under a narrow public purpose mandating one kind of assistance, support, or funds for every community. Specifically, state agencies manage

⁴ See White, *supra* note 2, at 9 (citing DORIS BETTS, *HALFWAY HOME AND A LONG WAY TO GO: THE REPORT OF THE 1986 COMMISSION ON THE FUTURE OF THE SOUTH* (1986)). According to White, the 1986 report proposes “integrating education, training, technology, higher education, leadership development, civic capacity, global competitiveness, and entrepreneurship into a new matrix of economic development.” *Id.* at 9. See also Dick Lavine, *An Integrated Economic Development Budget: Putting Apples and Oranges in the Same Basket*, *TEX. BUS. REV.*, Feb. 11, 2001, at 1, 1-5, available at <http://www.ic2.utexas.edu/bbr/back-issues/2001-texas-business-review/february-2001-texas-business-review/download.html> (finding that Texas economic development policy supports numerous state economic development programs of state agencies, educational institutions, departments, and division and that policy-makers have yet to integrate these programs of state economic development policy by using an integrated economic development budget or other means).

public policy or capacity-building, such as workforce development programs.⁵ Capacity-building programs initiate, support, and sustain aspects of business growth,⁶ entrepreneurship,⁷ and development⁸ that are the traditional three kinds of business expansion approaches to advance economic development.⁹ Some state agencies also manage state

⁵ See Johnson, *supra* note 2, at 764, 771-72 (listing human capital among the six essential capacities needed by communities to grow).

⁶ See White, *supra* note 2, at 7. White suggests and authors agree that business growth is community, regional and state policies and programs “strengthening and expanding existing businesses and industries.” See *id.* Business growth policies and programs are supported by universities, colleges, schools, departments (intellectual units) and their faculty, staff, and students (unit participants) to assist and support regional, community and state economic development. See *id.* at 12 (recognizing the impact of secondary education on economic development). Specifically, the college of business can provide technical assistance and professional advice to assist and support business growth efforts of government agencies, not-for-profit organizations, and business organizations. See Tricia Bisoux, Building Community, BIZED, March/April 2005, at 30, 32, available at <http://www.aacsb.edu/publications/Archives/MarApr05/p30-35.pdf>; James H. Johnson, Jr., Enhancing the Competitiveness of North Carolina Communities, POPULAR GOV’T, Winter 2002, at 6, 16.

⁷ See White, *supra* note 2, at 7. White states and the authors concur that business entrepreneurship includes regional, community and state policies and programs “promoting entrepreneurship, or creation of new, home-grown businesses.” *Id.* Universities have been supporting and assisting communities and cities to attract entrepreneurs willing to create business ideas and find capital to start manufacturing, retail, and other operations. See *id.* at 12 (finding the state research universities establish technology transfer programs and research industry partnerships). Specifically, the authors conclude that the college of business could provide technical assistance and professional advice on creating and starting businesses to financiers, individuals, governments, and organizations.

⁸ See White, *supra* note 2, at 7. White suggests and we accept that state and community policies and programs “recruiting plants or other facilities of companies domiciled outside state” would be business development. *Id.* Universities units support communities and organizations wanting to recruit and attract manufacturing, retail, and other industries. See *id.* at 12. Specifically, the authors conclude that the college of business could provide business assistance and advice on site selection, marketing, and other matters to a private organization and economic development office.

⁹ White, *supra* note 2, at 7 (listing “three traditional ways to create jobs, companies, and wealth”).

business expansion approaches, and their use of the business development approach often provides funds to attract business organizations willing to create jobs within these communities.¹⁰ Other state agencies manage business expansion and capacity-building programs, such as small business incentives and a single university service, to support small business planning and operations, including research and its transfer to production operations.¹¹ These state agencies charged with a specific business expansion mission may not have the authority to permit meaningful participation by other agencies in its capacity-building or business expansion programs, and may implement a legislative scheme that is unlikely to foster collaboration among state agencies or their divisions.

Normally, government agencies are delegated limited authority and possess limited resources and services. The authors conclude that state higher educational agencies (agencies) share the same qualities as other agencies but can still urge and support collaboration among intellectual units within the university to address business expansion and capacity-building needs. Moreover, collaboration also includes universities, governments, and industries working together to address complex and interdependent public policy and business enterprise needs and concerns of community growth and integrated economic development.¹² These educational agencies possess capabilities and authority to promote collaboration normally not possible in other government agencies.

¹⁰ See e.g., N.C. GEN. STAT. ANN. § 143B-437.52 (West, Westlaw through 2010 Reg. Sess.) (establishing the Job Development Investment Grant Program that provides funds to eligible businesses); N.C. GEN. STAT. ANN. §§ 143B-437.70 to -437.74 (West, Westlaw through 2010 Reg. Sess.) (establishing the One North Carolina Fund that provides funds to eligible businesses located in North Carolina counties or municipalities).

¹¹ See N.C. GEN. STAT. Ann. § 143B-437.80(a) (West, Westlaw through 2010 Reg. Sess.) (establishing grants for North Carolina businesses to offset costs in “applying to the United States Small Business Administration for Small Business Innovative Research (SBIR) grants or Small Business Technology Transfer Research (STTR) grants.”).

¹² See Ischinger & Puukka, *supra* note 3 (recognizing that universities, regional leaders, and businesses can collaborate to advance regional development on a continent).

C. AN AGENCY CAPABLE OF OVERCOMING TWO MAJOR LIMITATIONS

State higher educational agencies can support both community growth and integrate economic development by regulating and leading universities to manage a collaboration of intellectual units and unit participants marshaling broad knowledge, analytical methods, and quantitative tools (intellectual resources) that can affect a community's growth and economic development. These agencies and universities can achieve more with a collaborative arrangement by delivering community-specific public policy guidance, professional advice, and technical assistance (intellectual services) to enhance capacity-building and business expansion. A collaborative arrangement marshals resources and delivers services permitting intellectual units to take positions on and make contributions to community policy-making, business decision-making, and public and private management. This arrangement uses these positions and contributions to urge and support community-specific responses and actions which must be designed, coordinated, and implemented by community policy-makers, decision-makers, public administrators, and private managers to enhance community capacity-building and business expansion. These agencies perform management and exercise leadership of state research universities, and these universities and their intellectual units possess enormous intellectual resources that, if adequately planned and funded, can be used to create and deliver intellectual services to institutions, business organizations, and governments.

These agencies need universities to assist and support economic development and community growth by relying on and using a collaborative arrangement of unit participants of several intellectual units to address complex and interdependent public policy and business enterprise.¹³ Unlike purely interdisciplinary education, research, and service, a collaborative arrangement does not require faculty members to abandon a discipline-specific research agenda or straddle themselves between two disciplines offering a limited but useful

¹³ See White, *supra* note 2, at 12 (discussing greater collaboration among colleges, schools, and departments in community growth and economic development in their regions).

contribution. In addition, a collaboration arrangement allows a university that contains a variety of academic fields and disciplines to bring together and manage a group of intellectual units and their unit participants who have research, education and service agendas capable of providing assistance and aid to community policy-makers, business decision-makers, and public and private managers. However, these agencies and universities must manage and provide internal directives and management programs encouraging or promoting two or more intellectual units and their unit participants to concurrently address causal links, common needs, and shared concerns connecting business expansion and capacity-building of a community.¹⁴ Simply put, these agencies must explore collaboration among unit participants of two or more intellectual units to advance public policy and business enterprise of community growth and integrated economic development of less fortunate communities.

III. FUNCTIONS AND CONTRIBUTIONS OF COLLEGES, SCHOOLS, AND DEPARTMENTS

The normal functions of intellectual units and their unit participants are to create, disseminate, and use many kinds of capacity-building and business expansion knowledge, analytical methods, and qualitative tools (intellectual resources). Normally, these intellectual units and unit participants marshal intellectual resources and use these resources to deliver professional advice, technical assistance, and policy guidance (intellectual services). These resources and services support and aid community policy-makers, business decision-makers, and public and private managers to design, coordinate and implement business expansion and capacity-building responses and actions. Thus, the authors see the need for more structure and order within a collaborate arrangement, notwithstanding the past role or status of universities. A collaborative arrangement needs structure and order to take rational

¹⁴ For a discussion of the competitive assets needed for community capacity building, see Johnson, *supra* note 2. Professor Johnson identifies six sources of competitive assets or capital needed by communities wanting or needing to compete in the knowledge-based industry of the global economy. *Id.* at 764.

positions on and make rational contributions to community policy-making, public administration, and business management likely to change the community's public policy and business enterprise.

Collaboration must create a balance and relationship between capacity-building and business expansion. It must create balance by putting forth the most appropriate mixture of actions and responses of capacity-building and business expansion to establish the ratio business expansion to capacity-building and the ratio among kinds of business expansion approaches. Next, it must establish a relationship by developing the most proportionate connection between business expansion and public capacity-building by creating a direct link between responses and actions, such as objectives and programs, within each and between both business expansion and capacity building. Therefore, a collaborative arrangement must be appropriately organized and focused in order to maximize capacity-building and business expansion of community growth and integrated economic development.

A. ULTIMATE FUNCTIONS OF AND LIMITATIONS ON A COLLABORATIVE ARRANGEMENT

The authors impose functions and limitations on a collaborative arrangement to guide and limit the impact of intellectual services on public policy of communities and regions and on business enterprise of business and not-for-profit organizations. Intellectual services aid the design, coordination, and implementation of capacity-building and business expansion actions and responses to change community growth and economic development. These responses and actions may include a community strategic plan and small business and recreation programs, respectively. The design, coordination, and implementation of suitable responses and actions are performed by public and private decision-makers and managers who would use intellectual services to affect the policy choices and rate of change of communities and organizations. On the one hand, community policy-makers and business decision-makers would use a collaborative arrangement to design and coordinate business expansion and capacity-building responses and actions, such as objectives and programs. On the other hand, public administrators and private managers would use a

collaborative arrangement to coordinate and implement suitable capacity-building and business expansion responses and actions. Policy-makers, decision-makers, and managers use intellectual services to change the community by relying on a collaborative arrangement to support and aid enhancing business expansion and expanding capacity building. The business expansion and capacity-building functions are limited by the design, coordination, and implementation of public and private responses and actions forming the most suitable balance and direct relationship between community growth and economic development of a community.

A suitable balance achieves an appropriate mixture by examining, weighing and selecting an equitable and sustainable balance among business expansion approaches and thereafter between business expansion and capacity-building to enhance community growth and expand and integrate economic development. An appropriate mixture imposes two limitations on a collaborative arrangement. First, it establishes the balance among economic development approaches to insure that policy choices and resource allocation among business expansion approaches are consistent with community resources and business environment. Specifically, communities with limited resources and facilities and underperforming secondary schools may not be ready for a large manufacturing facility. Second, it establishes resource capacity allocation of capacity-building consistent with community resources and business expansion approach. Simply, communities must build capacities to meet local needs and encourage or support business expansion. Community policy-making and business decision-making include the design and coordination of public and private responses and actions, such as community strategic plans and small business development programs, to balance community growth and economic development. Public and private management includes the coordination and implementation of these actions to further these responses of an appropriate mixture of business expansion and capacity-building. An appropriate mixture means that intellectual units must take positions and make contributions to balance community growth and economic development by structuring business expansion and identifying capacity-building to ensure equitable and sustainable community growth and integrated economic development.

A proportionate or direct connection relates and connects business expansion and capacity-building actions and responses to build direct means-end relationships between community growth and integrated economic development. A proportionate relationship advances a consistent pattern of community growth and integrated economic development by relating objectives (and other responses) to decisions (and other actions). Proportionality simply means that large business expansion require a similar capacity-building. Proportionality exists between business expansion responses and actions and between capacity-building responses and actions. Moreover, proportionality exists between business expansion and capacity. The programs and other actions must implement the objectives, plans and other responses, and business expansion and capacity-building must include responses and actions addressing and alleviating their mutual needs. For example, business expansion and capacity-building policy-making must relate small business growth objectives to small business capital and workforce programs. The coordination of mutual or interdependent business expansion and capacity-building responses and actions relates community growth needs to mutually beneficial economic development needs. Connecting responses and actions of business expansion and capacity-building (e.g., community business expansion objectives and workforce development programs) establishes relationship between community growth and economic development and integrates business and capacity needs of economic development. A proportional relationship means that intellectual units must not take positions on and make contributions to business expansion and capacity-building actions not directly related to specific business expansion and capacity-building responses.

B. BENEFITS AND ADVANTAGES OF COLLABORATION TO THE UNIVERSITY

The creation and management of a collaborative arrangement among intellectual units and their unit participants can create unique advantages and benefits to increase community growth and integrate economic development. Collaboration assigns each intellectual unit a distinct position and different contribution to effect business expansion and

capacity-building. A collaborative arrangement requires unit participants to marshal community-specific intellectual resources and deliver even more community-specific intellectual services. Marshaling resources and delivering services empower each unit and its participants to precisely support community policy-makers and private decision-makers. Marshaling and delivering also allow these units and participants to precisely assist public and private managers to design, coordinate, and implement community-specific actions and responses. Thus, a collaborative arrangement aids managers, policy-makers, and decision-makers to address business enterprise and public policy concerns by urging and aiding the design, coordination, and implementation of capacity-building and business expansion responses and actions, such as a community strategic plan and small business growth program.

A collaborative arrangement consists of intellectual units and unit participants taking advisory positions and making meaningful contributions to urge and aid the making and execution of public and private responses and actions enhancing public policy and expanding the business enterprise of a community. Intellectual units and unit participants take positions on and make contributions to the design, coordination, and implementation of capacity-building and business expansion actions and responses. Many positions on and contributions to public policy and business enterprise of a community will not be new for some universities.¹⁵ The scope or magnitude of the intended economic, social and other impacts of these positions and contributions on community or regional

¹⁵ See Karin Fischer, *Colleges Consider Their Roles in Economic Development*, CHRON. HIGHER EDUC., Feb. 29, 2008, at A16, available at <http://chronicle.com/article/colleges-consider-their-rol/33584> [hereinafter Fischer, *Colleges*] (recognizing that universities should find other ways to participate in economic development); Karin Fischer, *The University As Economic Savior*, CHRON. HIGHER EDUC., July 14, 2006, at A18, available at <http://chronicle.com/article/The-University-As-Economic/7492/> [hereinafter Fischer, *University*] (other universities are creating partnerships to support cities and communities surrounding the university campus). See also Mark Drabenstott, *Rethinking Federal Policy for Regional Economic Development*, ECON. REV., First Quarter 2006, at 115, 136-137, available at <http://www.kansascityfed.org/Publicat/ECONREV/PDF/1q06drab.pdf> (recognizing that universities must focus on place rather than providing graduates for a place).

public policy and business enterprise will be new and different and for those intended impacts, closer scrutiny and management of a collaborative arrangement are required by agencies and universities. These positions and contributions extend new support and assistance to community growth and integrated economic development in communities away from the campus, such as an impoverished region of a state.¹⁶ These positions and contributions permit a collaborative arrangement to urge and support policy-makers, decision-makers, and managers who must recognize and respond or react to community needs and concerns. The collaborative arrangement never accepts risk and liability that are imposed on the sole economic driver improving public policy and business enterprise of a community. Thus, a collaborative arrangement must be subject to agency and university restrictions on advisory positions and actual contributions to the design, coordination, and implementation of responses and actions of business expansion and capacity-building.

Collaboration requires a change within these universities and higher education agencies to influence and change community growth and integrated economic development. The focus of agencies must be on collaboration among intellectual units of one or more universities and how these agencies and universities can receive benefits and gain advantages from a collaborative arrangement. In the authors' intellectual experiences, intellectual units do not possess strong interdisciplinary or multidisciplinary tendencies leading to the kind of collaboration needed to significantly influence and change community growth and integrate economic development. These agencies and universities must do more if

¹⁶ Ischinger & Puukka, *supra* note 3, at 8-13 (discussing the impact of the role of higher education on regional and city economic development in Europe and other regions). One state higher educational agency administrator has recognized the need for collaboration to support regional growth and economic development. See Blumenstyk, *supra* note 1 (attributing a statement to James B. Milliken, President, University of Nebraska system). In regional growth and development, these agencies and universities must create collaborative arrangements that have synergistic effects on communities surrounding the target or base community efficiently and effectively managing its public and private assets, resources, and services. The location, resources, and services must be at a critical mass that would impact adjacent communities wanting to enhance community growth and integrate economic development.

they intend to urge and support one or more communities to substantially change their public policy and business enterprise. Simply, each community needs a unique mixture of and different relationships between business expansion and capacity-building to transition from little or no community growth and economic development to sustainable community growth and integrated economic development. This mixture and connection are unique to each community and demand a different design, coordination, and implementation of community-specific responses that are followed by community-specific actions, such as community strategic planning and business development programs. This mixture and connection between actions and responses can be limited by the lack of public resources, unrealistic community expectations, and overwhelming public needs of many communities. Yet a well managed collaborative arrangement can address the uniqueness of a community but push the community's growth and development beyond its boundaries to create a county or regional impact. A collaborative arrangement enhancing community growth and integrating economic development of a specific or target urban or rural community may have synergistic economic and other effects on surrounding communities. The total impact of the collaborative would be to improve business expansion and capacity-building of one or more surrounding communities. The target community needs a geographic location that permits a critical mass of public and private assets, resources, and services to flow to and impact adjacent or nearby communities. These nearby or adjacent communities must want to enhance community growth and integrate economic development. Thus, these community effects and restraints heighten the need for collaboration among intellectual units that can take different positions on and make different contributions to enhance community growth and integrate and expand economic development.

C. CREATING STRUCTURE AND ORDER WITHIN THE COLLABORATION OF UNITS

A collaborative arrangement relies on cooperative information networks, systematic advisory functions, and supportive management practices to guide, manage and control its impact on the community's public policy and business

enterprise. This guidance, management and control require a collaborative arrangement to form and operate under a conceptual framework and applied strategy, respectively. Foremost, the conceptual framework establishes control or authority over the nature, management, and substance of positions and contributions that can be taken by intellectual units participating in a collaborative arrangement. This framework also includes authority over a collaborative arrangement that includes private organizations and public agencies. The framework obligates each arrangement to determine and establish a balance and relationship between business expansion and capacity-building for a specific community. Next, an applied strategy executes creation and assignment of order and priority to intellectual units and their positions in, and contributions to, a collaborative arrangement. The applied strategy determines what and when intellectual units participate and decide how intellectual units contribute to enhance community growth and integrate economic development. This strategy decides the specific design, coordination, and implementation of actions and responses establishing an appropriate mixture of and proportionate connection between business expansion and capacity-building. This framework and strategy establishes collaborative networks, functions, and practices that permit a collaborative arrangement to create a suitable balance and direct relationship between business-expansion and capacity-building.

These agencies and universities also need a conceptual framework and applied strategy to justify, control, and manage a collaborative arrangement enhancing public policy and business enterprise. The framework and strategy overlay economic development and community growth to allow a collaborative arrangement to address mutual business and public needs and integrate community and economic development needs. A collaborative arrangement must include the integration of business enterprise and public policy by coordinating capacity-building and business-expansion. Communities supporting business growth program that lead to an increase in jobs may need new housing and other social resources to support low-

income workers or leave these workers' situation unchanged.¹⁷ In addition, a collaborative arrangement must identify interdependent capacity-building and business-expansion needs and concerns to coordinate community growth and economic development actions, such as programs to attract young professionals and provide suitable recreation for younger workers.¹⁸ Third, a collaboration arrangement must also further coordination by connecting community boards and business organizations in order to address complex business expansion and capacity-building needs. Part VII below explains in greater detail the conceptual and operational needs for control and order over a collaborative arrangement formed and operated solely to change the pattern, rate, and effects of community growth and economic development.

This change in pattern, rate, and effects represents new risk and liability to public policy and more uncertainty and risk to business enterprise enhancing community growth and integrating and expanding economic development. In light of new risk, uncertainty, and liability, a conceptual framework and applied strategy are needed to control, guide, and manage a collaborative arrangement. Intellectual units must take positions and make contributions that expose communities and business organizations to more risk and uncertainty by changing existing community growth and economic development. The lack of a conceptual framework and applied strategy does not require intellectual units to internalize and address business and

¹⁷ See Johnson, *supra* note 6, at 6, 12-13 (recognizing that some citizens may not benefit from economic development when industry and government do not prepare them to work in new economy).

¹⁸ See Lavine, *supra* note 4, at 1-5 (recognizing the need to integrate numerous state policies, such as education, criminal justice, economic development and others); White, *supra* note 2, at 9 (recognizing the need for the integration of social, economic, and commercial programs). The obvious benefits of integrated economic development are equitable and sustainable solutions to social welfare growth, economic expansion, commercial infrastructural (capacity-building) concerns, and mutual business growth, development, or entrepreneurship (business expansion). Integrated economic development expands business expansion by coordinating mutual capacity-building or public policy and business expansion or enterprise to avoid a disproportionate relationship between economic development and community growth, such as increasing lowly paid jobs and not addressing social needs of lowly paid workers.

public risk, uncertainty, and liability underlying units' positions and contributions. The authors are mindful that a collaborative arrangement urges and supports community-specific capacity-building and business expansion solely to alter existing community growth and economic development.

IV. ROLE IN, REGULATION OF, AND PARTICIPATION IN COLLABORATION

These agencies and universities normally support community growth and economic development by establishing an administrative division to assist and advise not-for profit and for-profit organizations, community governments, and government agencies. University divisions include economic development offices, technology transfer programs, economic research institutes, and business outreach centers to further areas of community growth and economic development.¹⁹ Some offices and centers may only provide support and assistance to one or more businesses, government offices, and other organizations near the university campus.²⁰ These university divisions are past and present efforts by an institution, office, or

¹⁹ See Bisoux, *supra* note 6, at 30, 32; Johnson, *supra* note 6, at 16. Ms. Bisoux finds that colleges of business can create centers for economic development (CED) to assist and aid small business owners and managers by providing organization-specific assistance on business functions, such as finance, marketing and others. See Bisoux, *supra* note 6, at 30, 32. She also finds that a few colleges of business provide institution (or organization) specific assistance and policy guidance to public policy-makers and managers on business growth and other economic development concerns. See *Id.*

²⁰ See Bisoux, *supra* note 6, at 30, 32. "Still, in the rush to 'think globally,' many business schools have to 'act locally' through university centers that offer services, training, and information to area businesses and organizations." *Id.* at 30.

Professional and technical assistance is not always limited to the most immediate community near campus. Ms. Bisoux also finds that some economic development centers do support regions but they may be special economic development centers funded and supported by the United States Department of Commerce. *Id.* at 32. Professor Johnson notes that a particular university institute, school of business and state agency can provide managerial and technical assistance to North Carolina communities needing to develop and implement strategic plans. See Johnson, *supra* note 6, at 16.

intellectual unit to further or support community growth and economic development.²¹ These administrative divisions, single-purpose projects, and past impact of universities on economic and community development lead the authors to ask whether these university divisions can better serve the state and community through another arrangement. The authors call for intellectual units and unit participants to take a participatory and collaborative role to increase community-specific business expansion and capacity-building.²² Thus, we answer in the affirmative.

A. RECOGNIZING BUSINESS ENTERPRISE AND PUBLIC POLICY RELATIONSHIP

The key to answering our question is an understanding of the business enterprise and public policy relationships within a community, while recognizing that economic development must always be part of community growth. To be most effective, economic development must be integrated with community growth and its social, economic and other policies and programs

²¹ See, e.g., Johnson, *supra* note 6, at 7, 12-13; Stephan Weiler, *Racing Toward New Frontiers: Helping Regions Compete in the Global Marketplace*, MAIN STREET ECONOMIST, Mar. 2004, at 1; White, *supra* note 2, at 12. But see Blumenstyk, *supra* note 1 (noting that James B. Milliken, president of the University of Nebraska system, stated that universities need to collaborate with other universities and the private sector); Tim R. Smith, Mark Drabenstott & Lynn Gibson, *The Role of Universities In Economic Development*, ECON. REV., Nov. 1987, at 3 (“Universities play a valuable role in economic development, but that role is neither well defined nor easily understood.”). Traditionally, universities provide graduates to support economic development, but it is not a complete solution to community growth and economic development needs. See Drabenstott, *supra* note 15, at 136 (“Educated student are highly mobile. University programs that aim to help regions build new economic engines are much more focused on the place in question.”).

²² See Fischer, *Colleges*, *supra* note 15, at A16 (recognizing the need for universities to find ways to participate in economic development); Richard Florida, *Regions and Universities Together Can Foster a Creative Economy*, CHRON. HIGHER EDUC., Sept. 16, 2006, at B6, available at <http://chronicle.com/article/RegionsUniversities-To/21102/> (recognizing that regions and communities must be tolerant of diverse groups of talented students and encourage talented students to remain after graduation to improve the economic conditions of the community or region); White, *supra* note 2, at 2. See also Lavine, *supra* note 4, at 1-5.

by coordinating social programs and agency budgets.²³ Integrating economic development involves recognizing, establishing, and selecting mutual business expansion and capacity-building responses and actions, such as business growth objectives and business growth and workforce development programs. Business expansion and capacity-building enhance public policy and expand business enterprise by inducing, performing, and causing changes in the pattern, rate, and effects of addressing and correcting community growth and economic development needs and concerns. On one hand, business enterprise includes business expansion that consists of business growth, development, and entrepreneurial approaches.²⁴ To illustrate, business development may include development objectives or responses that are followed by appropriate and proportionate actions, such as attracting medium-size businesses and providing tax and other incentives to these businesses. The mixture or kinds of business expansion approaches are designed, coordinated, and implemented by community policy-making boards and private organizations. On the other hand, public policy includes community capacity-building for social growth, economic expansion, and commercial infrastructure.²⁵ To illustrate, education and health care are social welfare capacities, while workforce development and business capital are activities of economic expansion and commercial infrastructure capacities.²⁶ These capacities and their connection to business expansion approaches are designed, coordinated and implemented by rational responses and followed by rational actions of policy-making boards, public managers and private decision-makers and managers. The

²³ See Lavine, *supra* note 4, at 1-5; White, *supra* note 2, at 9.

²⁴ See White, *supra* note 2, at 7 (listing recruiting outside manufacturers, entrepreneurship, and strengthening existing businesses as three traditional approaches to economic development). For an explanation of business expansion or economic development approaches, see *supra* notes 6- 8 and accompanying text.

²⁵ See Johnson, *supra* note 6, at 8-16 (discussing different types of community capital).

²⁶ See *supra* Part II(B) and accompanying notes (discussing state capacity-building and business expansion policies and programs).

nature of business expansion and capacity-building include community conditions, needs, and concerns that affect and may determine the responses and actions of business organizations and communities wanting to enhance community growth and integrate economic development.

Business enterprise and public policy are not entirely independent but share interdependent needs and concerns and must rely on proportionate responses and actions (ends and means) of community policy-making and business decision-making. Private decisions and community ordinances expand and attract new industries and create the need for reciprocal but proportionate community capacity-building.²⁷ Specifically, community social growth may need to respond or react to business development, a business expansion approach, by providing more community capacity-building. These capacities include a better-educated workforce, more health care services, more affordable housing, and more recreation facilities. Another capacity need is community economic expansion that would increase job opportunities and create more skilled workers. This relationship between capacity-building and business expansion is interdependent or mutual. This interdependency justifies the need for more than one intellectual unit to participate in the design of responses to enhance community growth and integrate economic development. For example, both the college of business and department of urban planning professors may contribute to community strategic management and planning. Thus, these universities and agencies need several intellectual units to take positions and make contributions creating both an appropriate mixture of and a proportionate connection between business expansion and capacity-building responses and actions.

B. STATE USE OF COLLABORATION WITHIN THE UNIVERSITY

The authors' experiences lead us to conclude that an effective collaborative arrangement presents these agencies an opportunity to broadly expand upon the ideas and work of land grant colleges. The purpose and history of land grant colleges

²⁷ See Johnson, *supra* note 6, at 16.

are support of rural and farm communities and economies²⁸ that today face new economic threat as the global economy attraction rural and urban businesses and industries.²⁹ The global economy's impact increases the necessity to address interdependent and complex capacity-building and business expansion policies and programs, such as business development and workforce development.³⁰ The global economy demands more than one intellectual unit to play a role and participate in the design, coordination and implementation of business expansion and capacity-building of a community. Consequently, these agencies need to support universities wanting to form one or more collaborative arrangements aiding the design, coordination, and implementation of public and private responses and actions of business expansion and capacity-building.

²⁸ See First Morrill Act, 7 U.S.C.A. §§ 301-309 (West, Westlaw through P.L. 111-264, excluding P.L. 111-203, 111-240, 111-257, and 111-259) (establishing land grant colleges to provide support to agricultural and rural communities within the states); Second Morrill Act (or Agricultural College Act of 1890), 7 U.S.C.A. §§ 321-326 (West, Westlaw through P.L. 111-264, excluding P.L. 111-203, 111-240, 111-257, and 111-259).

²⁹ Weiler, *supra* note 21, at 1 (“Each region is effectively in a race, not with other regions but with quickly evolving frontier of the global market itself.”).

³⁰ See Weiler, *supra* note 21, at 1-2. Communities, regions and organizations must compete in the global marketplace. See *id.* Mr. Weiler states that:

Globalization is an economic reality in the new millennium, and every region on the planet now must adapt to an ever-changing global marketplace. Globalization presents especially difficult challenges for rural areas through fiercer competition in their traditional commodity markets. Yet at the same time, globalization brings these areas fresh opportunities by widening potential markets for their products and services.

Id. at 1. State higher educational agencies must come to grips with the business development competition among municipalities and regions of world. See Phillip Kotler, Donald Haider & Irving Rein, *There's No Place Like Our Place!:* The Marketing of Cities, Regions and Nations, *FUTURIST*, Nov. 1, 1993, at 14, 16, available at 1993 WLNR 5131968 (finding that competition exists among cities throughout the world in the global economy).

These agencies need an innovative conduit to participate in improving the quality of life and economic prosperity of communities marred for generations in low growth, little prosperity, and too much poverty. These agencies must task and fund universities to take reasoned positions on and make practical contributions to community growth and integrated economic development of less fortunate communities. Obviously, mandating or encouraging a collaborative arrangement may not conflict with funding administrative divisions when intellectual units are willing to partner or work with these divisions. However, these administrative divisions, communities, and intellectual units must jointly determine and agree on the appropriate mixture of and proportionate connection between capacity-building and business expansion of a community. This division-unit cooperation requires these agencies to coordinate funding by developing interdependent or co-dependent intellectual services and administrative services. These divisions can support more than one industry, such as technology or tourism, when a collaborative arrangement makes different contributions to community growth and economic development of a larger regional community.

A collaborative arrangement can exceed the positions and contributions of interdisciplinary projects that may already be supported by these universities and agencies. Community growth and integrated economic development must measure success in terms of the impact of two or more intellectual units on the creation and impact of an appropriate mixture of and proportionate connection between capacity-building and business expansion. Specifically, an arrangement permits medical and business units to concurrently increase access to health care and workforce development, respectively, in one community. Both units create a healthy, qualified, workforce, and they would be successful in an interdisciplinary arrangement. This is not the success of a collaborative arrangement. Effective collaboration requires an appropriate mixture of and proportionate connection between capacity-building and business expansion actions, such as health care, workforce development, and small business growth. A collaborative arrangement would automatically consider all needed actions and responses of business expansion. It would add business growth or development to increase or make new jobs available to accommodate the new workforce. The need for

job creation demands that a third intellectual unit, university division, or not-for-profit organization be added to the collaborative arrangement to find or create opportunities for work or jobs through business expansion. Simply put, a collaborative arrangement points out the need for these agencies to realize that one or even two units or one division cannot address and find an appropriate mixture of and proportionate connection between business expansion and capacity-building establishing equitable and sustainable community growth and integrated economic development.

C. ESSENTIAL PARTICIPANTS IN THE COLLABORATION OF INTELLECTUAL UNITS

From the authors' perspective, these agencies must recognize that faculty, students, and staff (unit participants) of intellectual units are the capacity or capital of the university and not its administrative divisions. Unit participants create and disseminate knowledge and other intellectual resources to urge and aid the design, coordination, and implementation of capacity-building and business expansion responses and actions. It is unit participants that take positions on and make contributions to enhance public policy and expand business enterprise, namely as capacity-building and business expansion, respectively. Their positions must achieve fairness and efficiency in concurrently building public capacity and expanding private enterprise. Their contributions must respect and accept community responses and actions but reject those responses and actions not capable of establishing and maintaining an appropriate mixture of or proportionate connection between business expansion and capacity-building. Unit participants may, at times, need to walk away from some communities. Thus, the authors conclude that these agencies need unit participants to urge and assist community policy-makers and business decision-makers considering or addressing conditions, needs, and concerns of public policy and business enterprise.

Unit participants bring ideas to create, and thereafter support, the needs for and subsequent actions and responses of community policy-making, business decision-making, and public and private management. These agencies need unit participants to marshal intellectual resources and thereafter use

these resources to create and deliver intellectual services, such as business development and health care advice, to community leaders and managers of business and public decision-making. Specifically, these services urge and support community policy-makers and business decision-makers designing and coordinating community responses and actions, such as a strategic plan and community business growth program. In addition, intellectual services also assist and aid private and public managers coordinating and implementing their actions and responses of business expansion and capacity-building, such as increasing business entrepreneurship and creating access to business capital. These agencies need unit participants to marshal and use intellectual resources and thereafter create, deliver and use community-specific intellectual services urging and supporting public and private decision-makers and assisting and aiding public and private managers.

V. PUBLIC POLICY, BUSINESS ENTERPRISE AND MUTUAL COLLABORATION

These agencies and universities must ensure that each collaborative arrangement identifies obstacles and challenges which may interfere with enhanced capacity-building and increased business expansion of community growth and integrated economic development. A competitive global economy and changing domestic demographics are challenges to and restraints on, respectively, enhancing business enterprise and public policy of communities.³¹ These global and domestic changes demand a response if local communities and business organizations are to compete in the domestic and global economies.³² Universities may already sponsor or provide

³¹ See Johnson, *supra* note 6, at 7-8 (describing how North Carolina and other communities must develop human, polity and other capital to build healthy and competitive communities).

³² See Weiler, *supra* note 21, at 1-2. See also Commerce Finance Center: One North Carolina Fund, N.C. DEP'T OF COMMERCE, <http://web.archive.org/web/20070223142809/http://www.nccommerce.com/finance/incentives/onenc/> (accessed by searching for North Carolina Dept. of Com. website in Internet Archive index) (last visited Mar. 20, 2011) (requiring communities to consider, among other factors, whether the business expansion

organization-specific assistance and advice for a few small businesses, government offices, or not-for-profit organizations in these communities.³³ This assistance and advice are worthwhile and should continue under a collaborative arrangement. The authors firmly agree that this assistance and advice are too narrow and totally insufficient to initiate or sustain community growth and integrated economic development of current business environments and community concerns. Thus, a collaborative arrangement must urge and aid communities to assess conditions and environments, find and address needs and concerns, and identify restraints and barriers on capacity-building and business expansion.

A. PUBLIC POLICY OR BUILDING-CAPACITY OF COMMUNITY GROWTH

The public policy of community growth includes capacity-building to address or correct commercial infrastructural, social welfare, and economic expansion concerns and to respond to mutual business expansion needs. Capacity-building supports integrated economic development by advancing both business enterprise and public policy. Economic development naturally favors integration where “[e]conomic development’ is the intersection of public policy and private commerce for the purpose of creating jobs, businesses, prosperity, and wealth.”³⁴ Economic development increases business expansion activities but needs mutual capacity-building activities that require a specific design, coordination, and implementation of some community responses and actions.³⁵ Capacity-building

“[p]roject . . . [is] competitive with another state or country” when applying for an award from the One North Carolina Fund).

³³ See generally Bisoux, *supra* note 6 (explaining that many colleges of business throughout the nation are providing organization-specific assistance programs in support of community economic development).

³⁴ White, *supra* note 2, at 5.

³⁵ See Drabenstott, *supra* note 15, at 117; White, *supra* note 2, at 5-6. In examining the government’s role in economic development, Mr. Drabenstott states that:

responses and actions can support mutual business expansion by creating an appropriate balance and proportionate relationship between capacities (e.g., job training, health care, and affordable housing) and a business expansion approach (e.g., small business growth).³⁶ Conversely, the lack of one or more capacity activities, such as housing or better education, can present a significant barrier to business expansion and challenge the coordination of business expansion and capacity-building to integrate economic development.

Communities must determine the need for and utility of capacity-building to integrate economic development by coordinating business expansion and capacity-building activities and their execution by community and business responses and actions. Communities need to enhance capacity-building for community growth but may need more specific capacity-building to support one business expansion approach, such as business development to compete in the global economy.³⁷ Moreover, enhancing capacity-building includes performing social and other environmental assessments and conducting

One of the key players in the economic development process is government. Government serves as “referee,” establishing the “rules of the game” through legal, business, and regulatory frameworks. It also makes pivotal investments the private sector would not make (economists call these “public goods”). These investments take many forms but generally serve to enhance a region’s workforce, infrastructure, technology, or ability to innovate (IEDC). In the United States, all levels of government — federal, state, and local—are involved in shaping economic development.

Drabenstott, *supra* note 15, at 117. See also PETER ORSZAG & MICHAEL DEICH, *GROWTH, OPPORTUNITY, AND PROSPERITY IN A GLOBALIZING ECONOMY* 11 (2006), available at http://www.brookings.edu/papers/2006/07/macro_economics_orszag.aspx (recognizing a role for government in economic growth in responding to global trade and outsourcing).

³⁶ See Johnson, *supra* note 6, at 7-9; White, *supra* note 2, at 5-8 (recognizing how state and federal social welfare, transportation and education programs affect economic development).

³⁷ Weiler, *supra* note 21, at 2-3 (discussing the measurement of competitive capacity in preparing to compete in global markets).

comprehensive planning³⁸ and strategic management planning.³⁹ Communities need strategic assessments and a

³⁸ See e.g., AM. PLANNING ASS'N, PLANNING COMMUNITIES FOR THE 21ST CENTURY, 1-2 (1999), available at <http://www.ourplanningworks.com/growthmanagementarticles/APA.SmartGrowth.pdf> (discussing state and local comprehensive planning initiatives in 1999). The contents of comprehensive plans may include land use, transportation, critical and sensitive areas, economic development, community design, housing, recreation, public participation, land use, human services, redevelopment, public policy, local coordination, and plan implementation. *Id.* at 12. In 1999, the American Planning Association (APA) found that:

The vast majority of states make local comprehensive planning optional, meaning that the statutes merely authorize local governments to plan, or conditionally mandatory, meaning that the statutes require a local government to develop a plan only if it chooses first to create a planning commission. A minority of states, mostly on the East and West coasts, mandate planning with no conditions attached to the mandate. The states that have no or conditional mandates are generally in America's heartland—the same states that have the most dated statutes.

Id. at 1-2. Some proponents of local or community planning found that comprehensive planning is a necessary part of economic development. *Id.* at 20. In its 1999 report, the APA stated that: “Finally, if better growth management and planning lead to a better quality of life for citizens, as proponents of planning in many states argue, better planning may be deemed a necessary part of a successful economic development program.” *Id.*

³⁹ See e.g., Anita R. Brown-Graham & Susan Austin, Using Community Vision and Capacity to Direct Economic Change, POPULAR GOV'T, Spring/Summer 2004, 14, at 14-15, available at <http://www.sog.unc.edu/pubs/electronicversions/pg/pgspsm04/article2.pdf> (finding that communities need to conduct strategic community planning); Paul A. Winter, A Contemporary Perspective on Adapting Modern Planning and Decision-Making Technologies to Economic Development, ECON. DEV. REV., Spring 1990, at 30, 30 (“This article introduces an integrated economic development planning model and planning process that were developed over a three-year period by the Institute for Decision Making at the University of Northern Iowa”). Communities use strategic planning to initiate or sustain economic development and capacity-building for community growth and development. See Brown-Graham, *supra* at 15. In business organizations, strategic management planning shares similar processes, elements, and benefits. Compare THOMAS L. WHEELER & J. DAVID HUNGER, STRATEGIC MANAGEMENT AND BUSINESS POLICY 4 (9th ed. 2004) (noting the organizational benefits of strategic management include enhancing or creating a strategic vision, focus on critical needs and assets, and understanding and responding to external environments), with Stephen R. Covey & Keith A. Gullledge, Principle-

strategic plan to formulate and establish economic development and community growth objectives, policies, and ordinance.⁴⁰ These assessments and planning are needed to establish a proportionate connection between and an appropriate mixture of responses and actions of capacity-building and business expansion. Capacity-building policy-making plays a substantial role in community growth and must concurrently support economic development to integrate mutual public capacity and business expansion activities, such as education and business growth.

These agencies must rely on universities to take positions on and make contributions to public policy-making and public management of capacity-building. University positions and contributions help identify solutions to social, political,

Centered Leadership, *J. FOR QUALITY & PARTICIPATION*, July/Aug. 1992, at 70, 76 (discussing the importance of having an organization mission statement to a business). Normally, strategic management planning includes four elements: environmental scanning, strategy formulation, strategy implementation, and evaluation and control. WHEELER & HUNGER, *supra*, at 9. Schools and colleges of business can assist and aid communities wanting or needing to conduct strategic planning, management, and policy-making for community growth and integrated economic development. See Johnson, *supra* note 6, at 16.

In 1996, the American Planning Association (APA) began a project on neighborhood collaboration that recognizes that traditional land use planning does not cover all of the community's needs, especially for children and their families. The APA identifies some common characteristics of a lack of collaboration with other partners in the community. The APA states that:

[T]he inability of some municipal planning offices to work collaboratively with other organizations doing community development and human service delivery work at the neighborhood scale; [and] an emphasis in many public planning departments on the physical realm of land use and capital improvements, to the exclusion of other often non-physical interests affecting quality of life (human services, education, crime prevention, and economic development).

Neighborhood Collaborative Planning, AM. PLANNING ASS'N, <http://web.archive.org/web/20071203094902/http://www.planning.org/casey/summary.html> (last visited Mar. 20, 2011).

⁴⁰ See AM. PLANNING ASS'N, *supra* note 38, at 1-4 (detailing the need for, and efforts to implement, planning reform); Brown-Graham, *supra* note 39, at 14-15 (finding the need to build physical, human resources, political and other community capacity and assess community assets and weaknesses).

economic, and commercial capacity needs and problems.⁴¹ Community capacity-building programs and other actions regulate and provide education, social services, land use, employee welfare, and other public needs.⁴² Capacity-building responses and actions also include public funds, public facilities, business capital, and workforce development.⁴³ Next, other federal and state capacity-building provides community planning, facilities, services, and other support and assistance to enhance community growth. Other capacities include physical infrastructure, public safety, community security, and public transportation.⁴⁴ Finally, capacity-building responds to the social, economic, and commercial needs of mutually beneficial business expansion activities, such as small business growth and knowledge-based industry development,⁴⁵ to integrate economic development. Thus, these agencies and universities need collaborative arrangements to urge and support capacity-

⁴¹ See Drabenstott, *supra* note 15, at 137 (“Public universities have enormous resources that can be help regions, but new incentives and institutional arrangements are needed to unleash these resources.”); David F. Shaffer & David J. Wright, *A New Paradigm for Economic Development: How Higher Education Institutions Are Working to Revitalize Their Regional and State Economies*, NELSON A. ROCKEFELLER INST. GOV’T, 3 (Mar. 2010), http://www.rockinst.org/pdf/education/2010-03-18-A_New_Paradigm.pdf (“Third, higher education institutions are playing a more vigorous role in community revitalization. Many are a significant factor in the life of their home communities, and take that responsibility seriously.”).

⁴² See *supra* Part I and accompanying notes (discussing how state agencies support both capacity-building and business expansion). Some capacity-building may be provided by for-profit and not-for-profit business enterprise, such as social entrepreneurs. See *infra* Part V(C) and accompanying notes; see *infra* note 56 and accompanying text (discussing the use of social entrepreneurship to provide community services and products).

⁴³ See White, *supra* note 2, at 5-6.

⁴⁴ See Lavine, *supra* note 4, at 1-5 (integrating higher education, criminal justice, economic development and other programs of the state budget); White, *supra* note 2, at 9 (citing the need to integrate “education, training, technology, higher education, leadership development, civic capacity, global competitiveness, and entrepreneurship into a new matrix”).

⁴⁵ See White, *supra* note 2, at 7; *supra* notes 4-6 and accompanying text (defining business growth, development and entrepreneurship as the business enterprise of economic development).

building of community growth and to coordinate capacity-building and business expansion of integrated economic development.

B. PRIVATE ENTERPRISE OR BUSINESS EXPANSION OF COMMUNITY GROWTH

These agencies and universities need a collaborative arrangement to address public and private development of and create influence on business expansion and mutual capacity-building as fundamental requirements of community growth and integrated economic development. A collaborative arrangement works with public policy-making and public management when community policy-makers and managers, respectively, establish public capacity-building and business expansion. This arrangement also works with private decision-making and management by not-for-profit and business managers to establish private business enterprise and capacity-building. A collaborative arrangement urges and supports policy-making and management of private and public business expansion or business enterprise.

Public business expansion takes place when community policy-makers and public managers design, coordinate, and implement public business expansion responses and actions. This design, coordination, and implementation include establishing plans and objectives (responses) and making ordinances and programs (actions) to revitalize old or create new economic development activities. Primarily, public managers will further established responses by coordinating and implementing community actions and mutual state and federal actions. Thus, business and community responses and actions expand business enterprise and enhance mutually beneficial public policy, such as attracting an industry and providing job training, respectively.⁴⁶

Public business expansion facilitates and stimulates private business enterprise or commerce of economic development to

⁴⁶ See Johnson, *supra* note 6, at 7 (“To thrive and prosper in the new economy, . . . municipalities . . . will have to adapt to the federal government’s recent policy shift toward letting free enterprise solve pressing urban and rural problems.”).

help communities compete in the domestic and global economies. Public business expansion actions and responses are reactions to and proposals for business opportunities, advantages and expectations, such as recruiting new businesses and seeking new markets for old products. These opportunities, advantages, and expectations may depend partially on state and federal actions that provide funds, assistance, incentives, and other resources.⁴⁷ A collaborative arrangement supports and assists public business expansion by urging and aiding capacity-building policy-making and management to integrate economic development. Community policy-making and management must find, identify, and address capital or capacity needs likely to restrain or restrict competitiveness underlying sustainable business expansion.⁴⁸ Unmet public capacity needs tend to delay, inhibit, or prevent economic development, and unmet mutual needs can prevent or undermine the creation of an appropriate mixture of and proportionate connection between business expansion and capacity-building responses and actions. Community policy-makers and managers must coordinate and closely monitor mutual business and capacity needs to integrate business enterprise and public policy of community growth and integrated economic development.

⁴⁷ See *supra* Part II(B) and accompanying notes (discussing state legislation designed to initiate and sustain economic development that includes creating jobs and attracting industries).

⁴⁸ See Johnson, *supra* note 2, at 773-74. Professor Johnson finds that a community needs six sources of competitive assets or capital to compete in the knowledge-based global economy. *Id.* at 764. The competitive assets or community capital are (1) polity, (2) physical, (3) financial, (4) human, (5) cultural, and (6) social." *Id.* Professor Johnson states that:

It is important to note that the absence of any one of the six types of capital discussed above can seriously encumber the ability of a community to compete in the new economy

. . . .

Thus, to ensure that the full complement of capital is present, a local community's polity capital assets have to be agile and flexible, not static or bureaucratic. To foster and enhance community competitiveness, the local government has to assume the role of managing partner.

Id. at 773-74.

Private business decision-makers and managers design, coordinate, and implement private responses and actions expanding community business enterprises, such as manufacturing more goods and marketing more services. Business organizations or industries make private investment, market and other decisions to initiate and sustain business expansion, though communities and the state may offer incentives for specific business entrepreneurial, development, or growth projects.⁴⁹ Business enterprise that is relied on to solve community problems and address community needs should support the community policies to balance and connect business expansion and capacity-building. Private enterprise or business expansion may depend on large, medium, and small for-profit and not-for-profit organizations to expand private enterprise. These organizations start, develop, and manage businesses solely to produce, distribute and sell goods and services for domestic and global markets. Private business expansion consists of private responses and actions, such as business plans and strategies, respectively, to expand business enterprise.

Private business decision-makers and managers must be sensitive to capacity needs and problems likely to delay, inhibit or prevent private business expansion responses and actions, such as expanding manufacturing facilities and executing a marketing strategy. This policy sensitivity identifies mutual business and public needs and concerns causing the need for and use of coordination to integrate business expansion and capacity-building. In fact, private business expansion also includes not-for-profit organizations providing social welfare and economic expansion services and goods that are not or cannot be provided entirely by government capacity-building programs and other actions.⁵⁰ These organizations further

⁴⁹ See Sherry L. Jarrell, Gary Shoesmith, & J. Neal Robbins, Law and Economics of Regulating Local Economic Development Incentives, 41 WAKE FOREST L. REV. 805, 806-09 (2006) (describing how corporations decide to expand, relocate and start new manufacturing and other operations and often demand incentive packages from state and local governments, citing Dell's startup of new computer manufacturing operations in North Carolina as an example).

⁵⁰ See J. Gregory Dees, The Meaning of "Social Entrepreneurship" 4 (May 30, 2001) (unpublished manuscript), available at http://www.caseatduke.org/documents/dees_sedef.pdf. Professor Dees states that:

social missions and add social value to communities by providing affordable social welfare and other services, such as housing and childcare. These organizations conduct business operations in traditional and fringe business markets, and these organizations are referred to as social entrepreneurs.⁵¹ A collaborative arrangement provides intellectual services to urge and aid for-profit and not-for-profit decision-makers and managers making institutional and organizational responses and implementing these responses through business decisions and other actions, such as preparing a strategic plan⁵² and expanding a local manufacturing operation,⁵³ respectively.

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- Social entrepreneurs play the role of change agents in the social sector, by:
 - Adopting a mission to create and sustain social value (not just private value),
 - Recognizing and relentlessly pursuing new opportunities to serve that mission,
 - Engaging in a process of continuous innovation, adaptation, and learning,
 - Acting boldly without being limited by resources currently in hand, and
 - Exhibiting heightened accountability to the constituencies served and for the outcomes created.

This is clearly an “idealized” definition. Social sector leaders will exemplify these characteristics in different ways and to different degrees. The closer a person gets to satisfying all these conditions, the more that person fits the model of a social entrepreneur. Those who are more innovative in their work and who create more significant social improvements will naturally be seen as more entrepreneurial.

Id. at 4.

⁵¹ See *id.* Intellectual units must assist and aid social entrepreneurs and urge and support them in business expansion and capacity-building policy-making and private decision-making. See *id.*

⁵² Johnson, *supra* note 6, at 16 (recognizing that schools of business can participate, if requested, in strategic community planning).

⁵³ See Bisoux, *supra* note 6, at 32 (recognizing that schools of business are participating in policy-making programs).

C. RESTRICTIONS AND RESOURCE NEEDS OF CHANGING POLICY AND ENTERPRISE

These agencies must impose limits on a collaborative arrangement by requiring intellectual units to perform specific functions and accept obligations to limit liability, manage uncertainty, and assess risk of changing public policy and business enterprise environments. The agencies must impose functional or workable restrictions on marshaling intellectual resources and delivering and using intellectual services that do not interfere with academic freedom and do not degrade community resources, stability and quality of life. These restrictions apply to intellectual resources and services likely to undermine public policy and business enterprise that should not be changed by community growth and integrated economic development. There is a caveat! Unit participants can use public policy to refuse to enter a collaborative arrangement or withdraw if community responses and actions and induced or encouraged ordinances, programs, and other actions appear harmful to the community and its natural environment or citizens.

Each collaborative arrangement must operate under two limitations stated in Part III(A) above to enhance public policy and expand private enterprise. A collaborative arrangement establishing and maintaining an appropriate mixture of and proportionate connection between business expansion and capacity-building relies on each intellectual unit to perform two functions controlling or limiting the nature of its support and assistance to persons and entities of the community. First, each intellectual unit can only urge and support community policy-makers and business decision-makers to design and coordinate responses and actions of an appropriate mixture and proportionate connection. Second, each intellectual unit can only aid and assist public and private managers to coordinate and implement actions to further community plans and other responses of an appropriate mixture and proportionate connection. Still, these functions permit intellectual units to concurrently deliver two or more kinds of intellectual services to design, coordinate, and implement responses and actions of an appropriate mixture and proportionate connection. We argued above in Part III(A) that the formation of an appropriate mixture of and proportionate connection between business

expansion and capacity-building of community growth and integrated economic development creates an overarching functional limitation on a collaborative arrangement seeking primarily to improve and integrate public policy and business enterprise.⁵⁴

Although functional limitations impose broad restrictions on a collaborative arrangement, these agencies and university should impose operational obligations directly on positions and contributions that can be taken and made, respectively, to establish and maintain an appropriate mixture of and proportionate connection between business expansion and capacity-building responses and actions. These obligations ensure the formation of an effective and efficient collaborative arrangement and limit its impact to intended or planned community growth and integrated economic development. First, each intellectual unit may be obliged to restrict its positions and contributions to community needs and concerns related to its profession, field, or discipline of business expansion or capacity-building. Second, each intellectual unit may be obliged to support and work with every other unit and cooperate with government agencies and for-profit and not-for-profit organizations taking different positions on and making contributions to design, coordinate, or implement responses and thereafter legislative and other actions of business expansion and capacity-building. The authors are well aware of the departmentalization universities and efforts of departments, schools and colleges to achieve standing in jockeying for resources, faculty and facilities and saw the need to impose obligations on a collaborative arrangement minimize the ill effects of departmentalization. Thus, these obligations may permit a collaborative arrangement to establish and maintain intellectual independence and cooperation among intellectual units, such as a college of business and school of economics, but not dominance or superior standing.

These functions and obligations will support and guide intellectual units that may face unique community political, cultural, social, and other challenges in urging and supporting

⁵⁴ See *supra* Part III(A) (In Part IIIA, the authors argue for and set forth limitations on a collaborative arrangement where this arrangement influences the direction of public policy, business enterprise, and quality of life.).

the design and coordination of relative responses and actions. Thereafter, the coordination and implementation of one or more suitable actions to further relative responses, such as a small business advise center to further business growth strategic objectives and goals. A collaborative arrangement offers no fixed or standard solutions to a community's public policy and business enterprise needs and concerns where no two communities share identical characteristics, conditions, and environments.⁵⁵ A collaborative arrangement minimizes and addresses these challenges by coordinating business expansion and public policy, thus seeking to integrate suitable economic development and community growth. It uses coordination to impose continuity and consistency in both design and implementation of relative responses and actions to address both independent and mutual business expansion and capacity-building needs and concerns. In addition, these challenges include the need to work and communicate with community policy-makers, decision-makers, and managers who may not know or understand the benefits and advantages provided by a collaborative arrangement. Overcoming political, cultural, and other challenges may require intellectual units to establish cooperative and productive working relations with community officials, business leaders, and other stakeholders. Some stakeholders may often play different but uninformed roles in, take competing positions, or make conflicting contributions to community growth and integrated economic development.

These stakeholders must recognize that these agencies and universities consist of finite labor, financial, intellectual, and other management resources and must be managed effectively and efficiently to identify and provide requisite intellectual resources and services. The complexity and interdependency of capacity-building and business expansion conditions, needs,

⁵⁵ See *supra* Part II and accompanying notes (explaining the needs for universities to do more in regional development in United States and Europe). Collaboration can be most effective by selecting one community with the known potential to impact one or more communities and their growth and development. A collaborative arrangement could help form and maintain an appropriate mixture and proportionate connection based on a critical mass of public and private assets, resources, and services. This critical mass may be able to effect equitable, sustainable community growth and economic development of one or more surrounding communities.

and concerns that are shared by various community stakeholders will play a determinant role in the financial and administrative needs of a collaborative arrangement. These needs include agency and university funds and administrative services and support to gather or marshal intellectual resources and identify and deliver intellectual services. Yet, the amount of funds, kinds of faculty, and other administrative needs depend on the duration, amount, and kinds of intellectual services needed to identify and correct capacity-building and business expansion needs and concerns of a community's public environments and conditions.

The managerial needs of a collaborative arrangement begin with providing funds, faculty, and other state administrative resources to intellectual units to take positions on and make contributions to design and coordinate comprehensive or strategic community planning.⁵⁶ Theoretically, when community assessments and planning are complete, more operational funds, staff, and resources would be needed to support and urge the design and coordination of other responses and actions and thereafter, implement these actions to further responses of community policy-making and business decision-making. The collaborative arrangement could use state funds and other resources to support the marshaling, delivering, and using intellectual resources and service to take positions on and make contributions to community assessments and planning and other responses and actions supporting public and private business expansion and capacity-building activities, such as small business growth and better secondary school.

These communities must also share in providing funds and other resources to support a collaborative arrangement supporting and assisting government and organization decision-making and management to design, coordinate, and implement an appropriate and proportionate responses and actions. For example, the collaborative arrangement would support and assist making a community strategic plan and establishing a knowledge-based industry development program to further business expansion and capacity-building. Thus, intellectual units and their unit participants need financial and other state and community resources to take positions and make

⁵⁶ See Brown-Graham, *supra* note 39, at 14-15, 18.

contributions to community growth and integrated economic development through research, teaching and service missions of their intellectual units.

VI. DEMANDS ON INTELLECTUAL UNITS OF A COLLABORATIVE ARRANGEMENT

State higher educational agencies (agencies) must understand and recognize the challenges facing community policy-makers and business decision-makers who design, coordinate, and implement revised and new business expansion and capacity-building responses and actions. Community and business responses and actions, such as plans and decisions, respectively, incentivize, develop, and operationalize business expansion and capacity-building. Examples may include creating better secondary schools and expanding an existing manufacturing facility. These community challenges are the need to find and take different positions and make different contributions to expand business enterprise and build community capacity.⁵⁷ These challenges may not confront a single project or one-project-fits-all approach to community growth and integrated economic development of a community.

A. COLLABORATION TO COORDINATE SINGLE-PURPOSE PROJECT

These agencies need a collaborative arrangement to concurrently seek economic opportunities, business advantages, and social benefits rather than relying on single-purpose projects to provide one opportunity, advantage, or benefit for either community growth or economic development. Based on the authors' experiences, a single government, business, foundation, university division, or grant sponsor is often not a participant of a collaborative arrangement capable of urging and supporting the design, coordination, and implementation of

⁵⁷ See e.g., Johnson, *supra* note 6, at 7-8 (recognizing the communities must build human, polity, financial and other capital to be competitive); Weiler, *supra* note 21, at 2-3 (recognizing that communities and regions need to understand their competitive capacities, such as infrastructural, workforce, capital, technology and other capital).

business expansion and capacity-building of one community. One or more single-purpose projects may lack coordination with more suitable business expansion and capacity-building responses and actions to enhance community growth and integrate economic development.

Any single business expansion and capacity-building project needs to be an activity or area of a comprehensive or strategic community plan to enhance community growth and integrate and expand economic development. A project should be tested by, subject to, and informed by different positions and contributions put forth by various stakeholders formulating a strategic or comprehensive plan, if such a plan exists. If a single-purpose project does not consist of mutual, high priority business expansion and capacity-building responses and actions of a community plan, they may lack the coordination of critical business expansion and capacity-building needs necessary to integrate economic development.⁵⁸ In those instances, a single-

⁵⁸ See Brown-Graham, *supra* note 39, at 14 (recognizing that parties participating in economic development do not coordinate projects, activities or programs). Coordination is a management concept that “link[s] the activities of various departments of the organization.” RICKY W. GRIFFIN, *MANAGEMENT* 342 (6th ed. 1999) (citing Kevin Crowston, *A Coordination Theory Approach to Organizational Process Design*, 8 *ORG. SCI.* 157, 157-66 (1997)). In his textbook on management, Professor Griffin lists and discusses three kinds of interdependency: sequential, reciprocal and pooled. GRIFFIN, *supra*, at 342 (citing JAMES THOMPSON, *ORGANIZATIONS IN ACTION* (1967) (further citation omitted)). Business units with pooled interdependence “operate with little interaction . . . the output of the units is pooled at the organizational level.” GRIFFIN, *supra*, at 342. We conclude that local governments may demonstrate pooled interdependence when social services, public facilities, and other municipal programs and departments operate with separate budgets and performance standards. Next, “sequential interdependence, [means that] the output of one unit becomes the input for another in a sequential fashion.” *Id.* We conclude that sequential interdependence could apply if community educational and job training programs produced workers for business expansion. Finally, reciprocal interdependence exists “when activities flow both ways between units.” *Id.* We conclude that local governments, business organizations, and not-for-profit organizations would demonstrate reciprocal interdependence or total lack thereof. They need to collaborate on capacity-building and business expansion to enhance economic development and integrate economic development. Collaboration would enhance the flow or movement of benefits and opportunities by limiting tax or regulatory burdens or maintaining public infrastructure. We conclude that managing reciprocal interdependence requires effective collaboration that can make business and government more effective to produce goods, services, and assistance. Finally,

purpose project may undermine or have no appreciable effects on equitable, sustainable community growth and economic development. Consequently, some single-purpose projects may lead to an inappropriate mixture of and disproportionate relationship between capacity-building and business expansion, thus undermining other responses and actions to enhance community growth and integrate economic development.

B. COLLABORATION TO URGE AND SUPPORT PUBLIC AND PRIVATE DECISION-MAKING

Government agencies, university divisions, grant sponsors, and other organizations dependent upon multiple uncoordinated single-purpose projects do not foster the integration of business expansion and capacity-building of community growth and economic development. Simply, they are not requiring enough coordination of the design and implementation of responses and actions, such as business development objectives and workforce development and affordable housing programs, respectively. When coordination goes unrecognized for a lack of attention to mutual community growth and economic development needs, one or more single-purpose projects could easily exacerbate an already improper mixture of or disproportionate relationship between business expansion and capacity-building. The design and implementation of single-purpose projects may not require each community to determine and establish an appropriate mixture of capacity-building and business expansion to further community growth. Moreover, this design and implementation may not necessarily require a proportionate connection between business expansion objectives and programs, such as wanting to attract a large business and not providing new infrastructure to foster economic development.⁵⁹ Under those circumstances, the

Professor Griffin also notes that managerial hierarchy, liaison roles, task forces, rule and procedures and integration of units establish structural coordination within business organizations. *Id.* at 343-44.

⁵⁹ See *supra* Part III and accompanying notes. Community-specific business and capacity needs may need to be cross-complied when communities find interdependent or mutual needs of business expansion and capacity building of community growth and economic development. Cross compliance imposes a condition that would coordinate mutual business expansion and

authors experiences lead use to conclude that one or more single-purpose projects often may not include or lead to sufficient actions and responses directly addressing enough business expansion and capacity-building needs and concerns to enhance community growth and integrate economic development.

Unlike one or more single-purpose activities or projects, a collaborative arrangement delivers and uses applied intellectual services so that faculty, staff and students (unit participants) can take factual positions on and make actual contributions to community policy-making and private decision-making of different approaches to business expansion and various kinds of capacity. A collaborative arrangement may be three or more intellectual units using the education,⁶⁰ research,⁶¹ and service⁶² of their respective disciplines, fields, and professions to marshal intellectual resources and deliver and use intellectual services. This arrangement marshals resources and delivers and uses intellectual services to enhance and integrate community growth

capacity-building needs. Cross compliance could force the concurrent implementation, for example, of mutual business development and economic capacity-building plans, objectives and goals (responses) actions and decision, strategies, and programs (actions). Community policy-makers and managers would only recruit large manufacturers if these policy-makers could provide better health care, affordable housing, better secondary education, and other services. These activities or kinds of capacity building are needed to attract and support more professional, skilled, and low-income workers. The uniqueness of each community means that a successful group or set of responses and actions designed and coordinated for one community is not always transferable to another community needing an entirely different mixture of and connection between business enterprise and public policy to address its unique conditions, needs and concerns.

⁶⁰ See Bisoux, *supra* note 6, at 30. Management and other business education provides knowledge, tools, and methods that would support and aid public policy-makers, business decision-makers, and private and public managers. See *id.* at 30, 32.

⁶¹ See *id.* Management and other business research studies business problems and related capacity-building needs and concerns that interfere with small business growth of communities and small businesses. See *id.*

⁶² See *id.* at 30, 32. The college of business service area includes community economic development programs that deliver management, financial, accounting and other advice and assistance to public and private managers. See *id.*

and economic development activities by urging and aiding the design, coordination, and implementation of community-specific business expansion and capacity-building responses and actions. Foremost, this arrangement finds and recognizes social, economic and other capacity-building needs and concerns likely to undermine community business expansion (or vice versa).⁶³ Next, this arrangement urges and aids community policy-makers and private decision-makers to design, coordinate, and implement community-specific business expansion and capacity-building responses and actions that are appropriate for and proportionate to community conditions, needs, and concerns. Yet, an appropriate mixture of and proportionate connection between business expansion and capacity-building may prove less effective and efficient when changes to social, economic and other conditions and environments cause community growth and economic development to decline or stagnate.

A collaborative arrangement evaluates and follows up on the implementation of actions or outcomes of community policy-making, business decision-making, and public and private management to further responses to capacity-building and business expansion needs, such as better secondary education and small business growth, respectively. A collaborative arrangement could continue to support and assist public and private decision-making and management to revise or adjust the design, coordination, and implementation of less effective and efficient community or public actions. Thus, a collaborative arrangement of intellectual units uses intellectual resources and services to design, coordinate, and implement and thereafter adjust and revise business expansion and capacity-building actions and responses to enhance community growth and integrated economic development.⁶⁴

⁶³ See generally Michael A. Hitt, *Management Theory and Research: Potential Contribution to Public Policy and Public Organizations*, 48 *ACAD. MGMT. J.* 963 (2005) (discussing impact of management or business on public policy-making and public management).

⁶⁴ See, e.g., Johnson, *supra* note 6, at 16. See also Thomas D'Aunno, *Management Scholars and Public Policy: A Bridge Too Far?*, 48 *ACAD. MGMT. J.* 949, 949-51 (2005) (discussing the relationship between business or management scholars and the need to impact public policy); Jane E. Dutton, *Bridging the Gap Between Management-Organizational Research and Public*

C. COLLABORATION TO ASSIST AND AID PUBLIC AND PRIVATE MANAGEMENT

Intellectual units could use their respective education, research and service to marshal theoretical and applied intellectual resources and only thereafter, deliver applied intellectual services as intellectual practices, methods, and processes to assist and aid public and private management. Intellectual units can also assist and aid these managers to coordinate and implement various actions to further responses of community policy-making, private decision-making, and public and private management. Specifically, intellectual units can assist Community A in preparing strategic and comprehensive plans to enhance social and other capacities and to concurrently expand business enterprise.⁶⁵ These units provide and use both community-specific and organization-specific intellectual services to support and aid public and private managers to coordinate and implement actions.

An intellectual unit's education, research, and service areas consist of intellectual resources that can form and provide immediate and continuous intellectual services to community and business management. A unit's education area can be an immediate source of knowledge to deliver findings and information as basic intellectual services, such as technical assistance and professional advice. For example, a collaborative arrangement can use business, economics, recreation, tourism, and other fields to take positions on and make contributions to a community's strategic planning process and a company's

Policy, 48 ACAD. MGMT. J. 956, 956-57 (2005) (discussing the relationship between management research and informed public policy-making); Hitt, *supra* note 63, at 965 (discussing the need for management scholars to participate in studying public policy and public management) James E. Holloway, A Primer on the Theory, Practice and Pedagogy Underpinning a School of Thought on Law and Business, 38 U. MICH. J.L. REFORM 587, 587-89 (2005) (discussing policy-less decision-making by corporations that also practice theory-less business decision-making to engage in business transactions governed by simple and complex public policy, common law and regulation); Karl E. Weick, The Pragmatics of "Really Mattering" on Policy Issues: William Ouchi as Exemplar, 48 ACAD. MGMT. J. 986, 986-88 (2005) (discussing how business or management might best impact public policy and management by public managers).

⁶⁵ See Bisoux, *supra* note 6, at 30, 32.

marketing strategy to sell goods. Public, business, and not-for-profit managers may need professional advice and other intellectual services to assist and aid them in coordinating and implementing public and business actions that must further specific responses, such as a community strategic plan and company marketing plan. Thus, intellectual units can utilize their resources and services to assist and aid public and private management to coordinate and implement business expansion and capacity-building, such as a small business growth program.

VII. FRAMEWORK AND STRATEGY FOR THE COLLABORATION OF INTELLECTUAL UNITS

The authors conclude that a collaborative arrangement needs a conceptual framework and applied strategy that allow agencies and universities to create and manage intellectual units and unit participants affecting public policy and business enterprise. Part VII explains the framework and its application. Higher education agencies and universities must work together to create a collaborative arrangement that directly participates in designing and coordinating responses and actions changing public policy and business enterprise of a community. The structure and management must be provided by a conceptual framework, and the operational order and priority must be provided by an applied strategy. The framework and strategy justify and execute, respectively, a collaborative arrangement among intellectual units and their impact on business enterprise and public capacity of community-growth and integrated economic development. This framework and strategy permit an agency and university to create and decide how a collaborative arrangement can urge and support public policy-makers and private decision-makers to design and coordinate responses and actions of business expansion and capacity-building. In addition, this framework and strategy permit an agency and universities to create and decide how the same collaborative arrangement can assist and aid public administrators and private managers to coordinate and implement newly establish responses and actions, such as business friendly business development ordinances and programs. Ultimately, the conceptual framework and applied strategy control and manage collaboration among intellectual units, local government, and

business organizations to enhance community growth and integrate economic development of a community.

A. MANAGEMENT AND STRUCTURE IN THE CREATION OF A COLLABORATIVE ARRANGEMENT

The conceptual framework provides management and structure to the collection and use of intellectual resources by intellectual units and their unit participants and other community participants. Intellectual resources are used to take positions and make contributions to enhance public policy and expand business enterprise. This management and structure govern and organize, respectively, intellectual units and their intellectual resources to create, provide, and use intellectual services to further community growth and integrated economic development.

This conceptual framework governs and manages positions taken and contributions made by intellectual units and unit participants to urge and support legislative policy-makers and business decision-makers and assist and aid public administrators and private managers. Specifically, the framework's management directs or governs how these positions and contributions urge and support the design, coordination, and implementation of capacity-building and business expansion responses and actions directly impacting and influencing the quality, state and nature of a community's public policy and business enterprise. This governance enforces the requirement of an appropriate mixture of and proportionate connection between community capacity-building and business expansion. Both governance and direction regulate performance and work of intellectual units and between a unit and a government agency or private organization. Governance includes establishing cooperation among intellectual units and their participants and establishes limitations, obligations and restrictions on the relationship between a collaborative arrangement and community policy-makers, decision-makers, and managers. Finally, the conceptual framework governs the nature of the positions and kinds of contributions intellectual units may take in the design, coordination, and implementation of an appropriate mixture of and proportionate connection between capacity-building and business expansion.

The conceptual framework gives structure to a collaborative arrangement among intellectual units taking factual positions and making applied contributions to community policy-making, business decision-making, and public and private management of a community. The structure sets forth how intellectual units manage parochial, cultural and other conditions and manage social, economic and other needs to enhance public policy and expand business enterprise. The structure controls how intellectual units marshal and deliver different kinds of knowledge and other intellectual resources capable of playing an influential role in outcomes of legislative policy-making and business decision-making. Next, the structure controls how intellectual units create, provide, and use intellectual services to urge and support community policy-makers, decision-makers and managers to make regulations and business decisions likely to change or influence public policy and business enterprise. The structure controls how a collaborative arrangement uses intellectual units to provide intellectual resources to support and aid community policy-making and how intellectual units interact with community policy-makers, business decision-makers, and public and private managers using intellectual services to change community policy and business enterprise.

The conceptual framework establishes management and structure to govern and control a collaborative arrangement of intellectual units restrained by an appropriate mixture of and proportionate connection between business expansion and capacity-building. The framework obliges intellectual units to know and understand that ineffective intellectual services can undermine community public policy and business enterprise, thus doing harm to an already poor quality of life of some community residents. In addition, intellectual units are obliged to know and understand how intellectual services can lead to the design and implementation of responses and actions creating business risks, public uncertainty, and political uneasiness. The conceptual framework governs and controls a collaborative arrangement where these units and their participants gather intellectual resources and thereafter deliver and use intellectual services to provide only sustainable⁶⁶ and equitable⁶⁷ community growth and integrated economic development.

⁶⁶ Cf. Kevin S. Hanna, *Planning for Sustainability: Experiences in Two Contrasting Communities*, 71 J. AM. PLAN. ASS'N 27 (2005) (comparing the use

B. ORDER AND PRIORITY IN THE OPERATION OF A COLLABORATIVE ARRANGEMENT

The applied strategy assigns order and priority to the delivery and use of intellectual services. This order and priority allow intellectual units to use these services to take positions and make contributions to the design, coordination, and implementation of mutual, reciprocal and other actions and responses. This design and coordination should form an appropriate mixture of and proportionate connection between business expansion and capacity-building responses and actions. In addition, this design and coordination establish actions and responses of business expansion and capacity-building by the community and business. The applied strategy

of planning in developing sustainability in two Canadian coastal towns). Professor Hanna finds that sustainability is vague and not easily defined. *Id.* at 27-29. He describes sustainability as a coherence concept that appeals to diverse interests. *Id.* Moreover, he finds that sustainability is a reactive concept used to describe responses to threats to the environment and economy. *Id.* at 29. Finally, he finds that economic well-being, culture, and identity are factors that communities try to sustain, though some of the forces will change within the community. *Id.* Sustainability may include, at least, six public policy interests in a knowledge-based economy. See Johnson, *supra* note 2, at 764. These interests are capital assets that include “polity, physical, financial, human, cultural, and social.” *Id.*

⁶⁷ Cf. Johnson, *supra* note 2, at 771-73 (finding that communities need both sources of human and cultural capital to be competitive in the knowledge-based economy). States and communities need to invest in citizens by improving schools and universities and invest in improving the quality of life of all citizens. See *id.* at 771-72. Most explicitly, Professor Johnson finds that equity or fundamental fairness is critical in communities wanting be competitive in the knowledge-based economy by stating that:

Communities that value rather than tolerate their cultural capital assets create a climate in which all of the citizens, regardless of their race or ethnicity, gender, religion, sexual orientation, and so on, are fully able to maximize their potential to participate in the new economy and to benefit from the fruits of their labor.

Id. at 772 (citing Richard Florida & Gary Gates, *Technology and Tolerance: The Importance of Diversity to High-Technology Growth*, BROOKINGS INST. (June 2001), http://www.brookings.edu/~media/Files/rc/reports/2001/06_technology_florida/techtol.pdf).

assigns order and priority to positions and contributions of intellectual units to community-specific and organization-specific responses and actions. This order and priority determine what and how intellectual units can form, create, and utilize intellectual services and resources to design, coordinate and implement actions and responses forming an appropriate mixture of and proportionate connection between business expansion and capacity-building.

The applied strategy assigns order to outputs of intellectual units and working relationships among intellectual units, community policy-makers, and business decision-makers. First of all, the strategy assigns order to positions and contributions urging and assisting in the design, coordination, and implementation of business expansion and capacity-building responses and actions of a community. The position and contribution order determines what, when and how intellectual units will urge and support community policy-makers and business decision-makers who design and coordinate responses and actions, such as a community plan and a small business growth program, respectively. This order also determines what, when and how intellectual units will aid and assist public administrators, not-for-profit directors, and business managers who coordinate and implement programs, strategies, and other actions to further community-specific responses, such as community plans. Secondly, the applied strategy assigns order to intellectual units taking positions and making contributions to work and cooperate with other units, state agencies, and organizations participating in the design, coordination, and implementation of public and private responses and actions. This unit order determines what, when and how intellectual units work and cooperate with other units, agencies, and organizations. The unit order ensures that intellectual units take positions and make contributions establishing and thereafter maintaining only the most appropriate mixture of and proportionate connection between business expansion and capacity-building. The applied strategy assigns order to intellectual units of a collaborative arrangement and to the positions and contributions offered by these units to urge and support community-specific and organizational-specific business expansion and capacity-building responses and actions.

The strategy assigns priority to positions and contributions urging and supporting the design, coordination, and implementation of an appropriate mixture of and proportionate connection between responses and actions of business expansion and capacity-building. The highest priority is community and organizational planning. Comprehensive, strategic, or operational planning ensures the design and coordination of equitable and sustainable community growth and integrated economic development.⁶⁸ The planning priority requires intellectual units that provide and support planning assistance to take positions and make contributions first to comprehensive or strategic planning. These units must work and cooperate with other agencies and organizations to take positions and make contributions to community planning and related responses, such as goals and strategies. This planning priority relies on collaboration and cooperation among intellectual units and community policy-makers, decision-makers, and managers to assess conditions and environments and find community and organizational needs and concerns. Community and organizational planning puts forth responses and actions to establish an appropriate mixture of responses and actions addressing concerns and correcting barriers of known community conditions.

An operational priority requires intellectual units to implement and coordinate responses and actions addressing and correcting business expansion and capacity-building needs and concerns. The operational priority operationalizes an appropriate mixture and proportionate connection between capacity-building and business expansion. This mixture and connection consist of community-specific actions that are consistent with the community plan and other responses supported and urged by a collaborative arrangement working and cooperating with community policy-makers, decision-makers, and managers. These officials and other individuals must implement community-specific and organization-specific actions and responses to expand business enterprise and enhance public policy of community growth and integrated

⁶⁸ See Johnson, *supra* note 6, at 16 (“[M]unicipalities must develop and implement strategic plans that will allow them to take advantage of the emergence of information technology.”).

economic development. The applied strategy establishes priority for a strategic or comprehensive community plan and related responses, such as objectives and tasks. This operational priority establishes and executes an appropriate mixture of and proportional connection between business expansion and capacity-building. An operational priority ensures that each community faces and manages its unique conditions, needs, and concerns and allocates a reasonable amount of financial, personnel and other resources to change the pattern, rate, and effects of community growth and integrated economic development.

The applied strategy assigns order to positions and contributions but assigns the highest priority to community and organizational planning and operations to implement actions executing or encouraging business expansion and capacity-building. Other order and priority are established by units assigned to or participating in a collaborative arrangement. Community and organizational planning and operations must be enforceable obligations and priorities of intellectual units. Community planning begins and ends a collaborative arrangement. Community planning is the first stage to establish an appropriate mixture of and proportionate connection between business expansion and capacity-building because the community plan sets forth the community vision, objectives, goals, strategies, and tasks. Finally, an applied strategy determines how a collaborative arrangement can aid and assist communities and organizations to design, coordinate, and implement responses and actions to establish and execute an appropriate mixture of and proportionate connection between business expansion and capacity-building.

C. MANAGING AND USING COLLABORATIVE POSITIONS AND CONTRIBUTIONS

The conceptual framework justifies the use of a collaborative arrangement to marshal intellectual resources and deliver and use intellectual services to 1) urge and support community policy-makers and business decision-makers who primarily design and coordinate responses and actions and 2) to assist and aid public and private managers who primarily coordinate and implement actions to further these responses. The conceptual framework justifies a collaborative arrangement which expands

business enterprise and enhances public policy by forming an appropriate mixture of, and ensuring a proportionate connection between, capacity-building and business expansion. Moreover, the applied strategy executes the conceptual framework by using policy guidance, professional advice, and technical assistance (intellectual services) to design, coordinate, and implement community-specific and organization-specific actions and responses of business expansion and capacity-building. Policy-makers and decision-makers use intellectual services to design, coordinate, and implement public and private responses and actions. Public and private managers use intellectual services to design and thereafter, coordinate and implement these responses and actions to further business expansion and capacity building. A collaborative arrangement includes the delivery and use of intellectual services to urge and support policy-makers and assist and aid managers who design, coordinate, and implement actions and responses, such as affordable housing, child care, small business planning, and attracting new businesses. The applied strategy assigns orders and priority to intellectual units and their services building public capacity and expanding public enterprise enhancing community growth and integrating business and capacity needs of economic development.

Mr. Thomas L. Friedman puts forth concepts that apply to business organizations mostly of the global economy⁶⁹ but may

⁶⁹ See THOMAS L. FRIEDMAN, *THE WORLD IS FLAT: A BRIEF HISTORY OF THE TWENTY-FIRST CENTURY* 352-56 (1st ed. 2005). It is not safe to assume that university faculty want or need to make contributions to, or take positions on, community growth and economic development beyond the university campus or even near its campus. See Julianne Basinger, *A Promoter of Town-Gown Cooperation Finds Development May Be Her Undoing*, *CHRON. HIGHER EDUC.*, June 2, 2000, at A41, available at <http://chronicle.com/article/A-Promoter-of-Town-Grown-Coo/8314/> (faculty opposed community effort by the university president to revitalize the town surrounding the campus); Fischer, *University*, supra note 15, at A18. Ms. Fischer states that:

One barrier to colleges' becoming more of an economic engine are faculty members who resist taking on the role of community-development cheerleader, administrators say. Part of the problem is that, at most institutions, the tenure-and-promotion system doesn't reward entrepreneurship. That may be gradually changing. The Texas A&M University System announced in May that "patents or

even fit a university wanting to impact a rural or urban economy through the use of collaboration.⁷⁰ Each community must compete in an unforgiving global economy and may need decision-making support and management assistance to enhance public policy and expand business enterprise. Mr. Friedman describes clearly the benefits and advantages of collaboration if a collaborative arrangement could be created among intellectual units to support and assist a community where the state higher educational agency and one of its universities genuinely take positions and actually make contributions to expand business enterprise and enhance public policy of a less fortunate county, municipality, or region of a state.⁷¹ In *The World is Flat: A Brief History of the Twenty-First Century*, Mr. Friedman states that:

The best companies are the best collaborators. In the flat world, more and more business will be done through collaborations within and between companies, for a very simple reason: The next layers of value creation – whether in technology, marketing, biomedicine, or manufacturing – are

commercialization of research" would be considered on a par with teaching, research, and service in tenure review.

....

Not only are many faculty members not rewarded for economic development, but strong local relationships do little to enhance an institution's bottom line or its national reputation in such arenas as U.S. News & World Report rankings....

Fischer, University, *supra* note 15, at A18. Moreover, a successful collaborative arrangement requires a relationship or connection with other agencies and institutions in the community. Fischer also states that "[f]or the partnerships to work, all the parties — the university, elected officials, and business — need to have similar goals." *Id.*

⁷⁰ See Ischinger & Puukka, *supra* note 3, at 8 (discussing the impact of the role of higher education on regional and city economic development in Europe and other regions). But see Basinger, *supra* note 69, at A41 (noting that some university faculty find it to be fiscally imprudent for universities to participate in community growth and economic development).

⁷¹ FRIEDMAN, *supra* note 69, at 352-56.

becoming so complex that no single firm or department is going to be able to master them alone.⁷²

Our research universities should be among our best state universities, but it is not safe to assume that any one university is intellectually flat across its academic and administrative units and their disciplines, fields, and professions, and the university's administrative services. A collaborative arrangement may flatten the university by teaching faculty, staff, and students to collaborate with their contemporaries in other units, institutions, agencies, and organizations. Here, a collaborative arrangement operates based on differences among intellectual units and addresses the mutuality between business expansion and capacity-building needs and concerns of community growth and integrated economic development.

This conceptual framework and applied strategy use a collaborative arrangement to establish and adhere to an appropriate mixture of and establish a proportionate connection between business expansion and capacity-building of community growth and integrated economic development. The conceptual framework creates a mixture of and connection between actions and responses capable of ensuring equitable and sustainable community growth. This mixture and connection include the coordination or integration of mutual actions and responses of business expansion and capacity-building of economic development. Next, an applied strategy imposes order and priority within the collaborative arrangement. Specifically, order and priority must be placed on positions and contributions affecting the design, coordination, and implementation of community-specific and organization-specific actions and responses of business expansion and capacity-building. Consequently, a conceptual framework and applied strategy allow faculty, students, and staff to collaborate on the design, coordination, and implementation of actions and responses of community-specific capacity-building and business expansion of community growth and integrated economic development.

⁷² Id. at 352-53.

VIII. CONCLUSION

Higher educational agencies and universities must ensure that communities receive professional advice, technical assistance, and policy guidance (intellectual services) to build social growth, economic expansion, and commercial infrastructural capacities and expand business growth, development, and entrepreneurship (business expansion) to enhance community growth and integrate economic development. A collaborative arrangement among intellectual units urges and assists policy-makers, decision-makers, and managers to enhance capacity-building and business expansion. Specifically, this arrangement can urge and support the design and coordination of a community plan and programs and an organizational plan and decisions of business expansion and capacity-building. This arrangement can also assist and aid public and private managers who primarily coordinate and implement a community plan and programs and an organizational plan and decisions. Thus, a collaborative arrangement can aid and support public policy-makers, private decision-makers, and public and private managers to enhance public policy and expand business enterprise of community growth and integrated economic development.

These agencies and universities must impose order and structure on a collaborative arrangement taking positions and making contributions to execute community and business actions to enhance community growth and integrate economic development. A collaborative arrangement among intellectual units takes positions and makes contributions by marshaling intellectual resources and delivering intellectual services to community leaders, managers and laypersons. This arrangement works with officials, leaders, managers, and laypersons to bring about specific changes and give direction to community growth and economic development. In identifying and managing change, a collaborative arrangement urges and supports an appropriate mixture of and proportionate connection between community capacity and business enterprise. This mixture and connection are an immutable limitation on the role and participation of intellectual units that can influence community policy-makers, business decision-makers, and public and private managers to change the nature

and direction of a community's public policy and business enterprise.

A conceptual framework and applied strategy give structure and assign order, respectively, to a collaborative arrangement wanting and needing to expand business enterprise and public policy of community growth and integrated economic development. This framework governs and controls how intellectual units can assemble and use their intellectual resources and services to urge and assist public policy-makers, private decision-makers, and public and private managers. Next, the applied strategy assigns order to and imposes priority on the creation and utilization of intellectual services. This order and priority determine how intellectual units provide and use intellectual services to support and assist policy-makers, decision-makers, and managers. This framework and strategy guides and controls how intellectual units participate in the design, coordination, and implementation of an appropriate mixture of and proportionate connection between capacity-building and business expansion responses and actions of community growth and integrated economic development.

More research is needed to study and develop the nature of a conceptual framework and execution of an applied strategy to form and manage a collaborative arrangement. This research could study how agencies and universities form a collaborative arrangement that would be guided and managed by functions, obligations, and limitations on assistance and support provided to community policy-makers and managers and business decision-makers and managers. A viable arrangement permits universities to participate in changing public policy and business enterprise of community growth and integrated economic development. This research could also study how a collaborative arrangement marshals and uses intellectual resources and delivers and uses intellectual services to establish and further a specific mixture of and relationship between the means and ends (or actions and responses) of community growth and economic development. Next, this research could study how a collaborative arrangement can urge and support community policy-makers and private decision-makers and concurrently assist and aid public and private managers to design, coordinate, and implement an appropriate mixture of and proportionate relationship between capacity-building and

business expansion of rational community growth and integrated economic development.