DOCUMENT RESUME

ED 067 052 HE 003 362

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TITLE Voluntary Cooperation for Effective Resource Allocation in Higher Education.
INSTITUTION California Univ., Irvine.
PUB DATE [72]
NOTE 41p.

EDRS PRICE MF-$0.65 HC-$3.29
DESCRIPTORS *Consortia; Cooperative Planning; *Cooperative Programs; Educational Administration; *Educational Coordination; *Higher Education; *Interinstitutional Cooperation; Shared Services

ABSTRACT

Interinstitutional cooperation ranks among the most vigorous movements in American higher education, and the consortium has been promoted as a means for improving the marginal existence of colleges and for better utilizing the resources of larger institutions. This paper sets the stage for examining the effectiveness of voluntary interinstitutional cooperation first by discussing the domain of institutional relationships and relating the consortium to this larger framework; second, by pointing to some key issues that are raised when the question of interinstitutional cooperation is viewed in the light of 6 functions of higher education; third, by listing 9 purposes that colleges and universities give for joining resources in some common program; and fourth, by examining a select group of outputs that might be usefully employed to evaluate the effectiveness of cooperative efforts. (Author/HS)

CHAPTER 19

VOLUNTARY COOPERATION FOR EFFECTIVE RESOURCE ALLOCATION IN HIGHER EDUCATION

INTRODUCTION

If growth in absolute terms is indicative of the vitality of a movement, the interinstitutional cooperation ranks among the most vigorous movements in American higher education. Within this bustling domain of institutional coali ions, one particular type, commonly referred to as the consortium, has been promoted as a means for improving the marginal existence of colleges and for better utilizing the resources of larger institutions. This paper sets the stage for examining the effectiveness of voluntary interinstitutional cooperation first by discussing the domain of institutional relationships and relating the consortium to this larger framework; second, by pointing to some key issues which are raised when the question of interinstitutional cooperation is viewed in the light of six functions of higher education; third, by listing nine purposes which colleges and universities give for joining resources in some common program; and fourth, by examining a select group of outputs which might be usefully employed to evaluate the effectiveness of cooperative efforts.

THE INTERORGANIZATIONAL SPECTRUM

American higher education is typically characterized as a diverse, decentralized structure composed of autonomous private colleges and

universities and their public counterparts juxtaposed to some extent in competition with one another. In the absence of a strong national educational bureaucracy and a well-defined vertical flow of authority and decision-making processes, individual educational units have sought the more informal structures of alliance and confederation.[1]

These alliances are not limited to regional interinstitutional agreements, of course. They are found in the form of national associations with both institutional and individual memberships; they are found in the form of interstate compacts such as the Western Interstate Commission for Higher Education; they are found in the form of interinstitutional compacts such as The Associated Colleges of the Midwest or The Kansas City Regional Council for Higher Education which reach across state boundaries; they are found in the form of cluster colleges which locate in close proximity to one another for purposes of mutual benefit. And this list is by no means exhaustive of imaginative relationships which presently serve the cause of higher education.

While many of the interinstitutional organizations or systems are tied together through statutory acts, many more are voluntary in nature, the product of either an informal, in some cases unwritten, agreement of institutional leaders or a contractual arrangement which affords the individual institution an escape-hatch clause should the alliance at anytime prove more costly than beneficial. The statutory or public systems are more likely to tend toward the bureaucratic type of organization, whereas the voluntary confederations in which the parties are bound

together for a limited number of activities requires different processes for developing authority, setting standards of work, assigning personnel, providing for a flow of new ideas, and solving problems.[2]

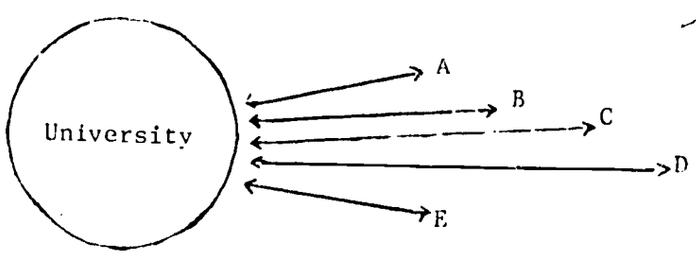
DEFINITIONS, PATTERNS AND PURPOSES OF VOLUNTARY INTERINSTITUTIONAL COOPERATION

The Higher Education Consortium

In an exploratory study of the extent of cooperation among institutions of higher education in the United States (1965-1966) Raymond Moore first employed the term "consortium" in speaking of cooperation between institutions. He gave his definition of a consortium--"an agreement whereby two or more institutions--at least one of which is an institution of higher education--agree to pursue between, or among, them a program for strengthening academic programs, improving administration, or providing for other special needs." In his tally of the number of cooperative ventures which fit this definition, Moore specifically excluded educational associations, regional laboratories, clinical affiliations of medical and paramedical curriculums, and student-teaching arrangements between colleges and schools.[3] The reason for this exclusion was not given.

Although it may be inferred from Moore's report that a considerable amount of cooperation reported either directly or indirectly was informal and quite casually regarded by its participating members, the extent of reported cooperation is still noteworthy. In a universe of 1,509 institutions which granted at least the Bachelor's degree, Moore found 1,017 cooperative programs. Of this number 66.2 percent were bilateral, involving only two institutions; 33.8 percent or 344 programs involved three or more

institutions. The number of bilateral programs is large because of the practice of the large universities establishing informal bilateral agreements in specialized academic areas with neighboring institutions as a means of supporting graduate programs. Such agreements tend to remain bilateral instead of leading to a cooperative arrangement involving a sharing of resources among all participating institutions.



A Common Pattern of University-College Bilateral Relationship

Example 1

Each branch in the example above is reported as a separate consortium of two member institutions (bilateral) in Moore's study. A distinction among types of bilateral (single, fraternal, federated) cooperation is made by Moore in a paper read for the Wisconsin Conference on Interinstitutional Cooperation in Higher Education (March 3-4, 1967). The single bilateral consortium involves one college and a university, the fraternal involves several colleges separately cooperating with a university, and the federated involves a mid-ground between multiple bilateral agreements, as in Example 1, and a true multi-lateral cooperative pattern.[4]

While Moore's work in mapping the boundaries of the interinstitutional cooperation helped to draw attention to the vast amount of activity about which too little information is available, it was just the first important step in the huge task of bringing some order to the field of educational alliances.

A significant contribution to this effort was made by Lewis D. Patterson (The Kansas City Regional Council for Higher Education) in his development of a set of criteria for "academic consortia." These criteria have become the basis for a directory of 55 consortia (1970) fitting this definition. These criteria indicate that each of the consortia listed is --

1. a voluntary formal organization (with)
2. three or more member institutions
3. multi-academic programs
4. specific programs administered by at least one full-time professional, and (is partially supported by)
5. required annual contribution or other tangible evidence of long-term commitment of member institutions.[5]

It is at once apparent that a consortium composed of several members cooperating on several academic programs creates considerably more administrative complexities than a bilateral consortium even though the latter may be involved with several programs.

Without denying the opportunities for increasing institutional effectiveness through the simpler bilateral arrangements, I will focus the

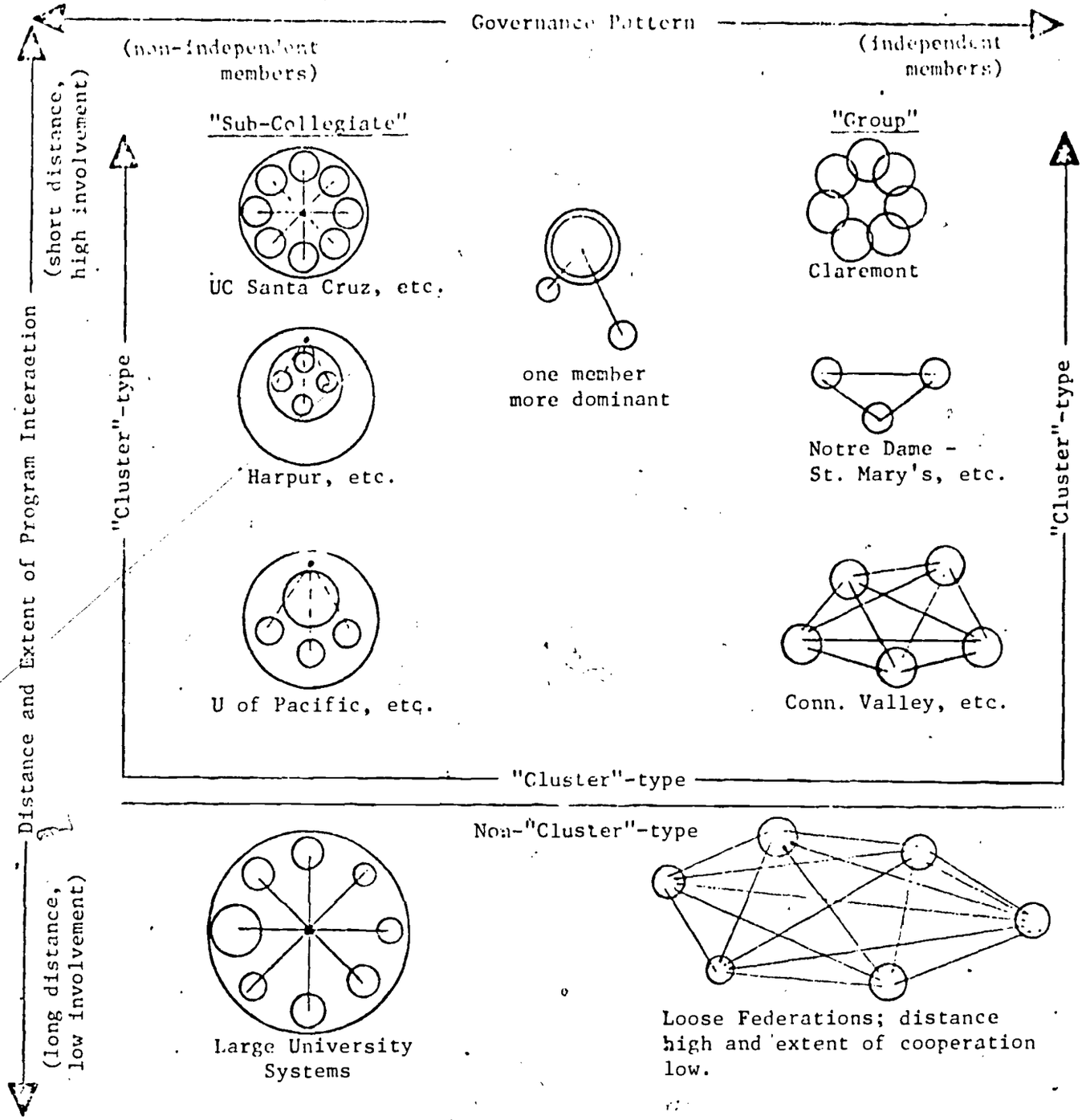
remainder of the discussion on matters more directly related to the consortium as defined by Patterson's five criteria. It is our belief that the more complex cooperatives have both the greater potential for creating substantial increases in the effectiveness of higher education generally and, because of their complexity, the greater need of study and evaluation. It may be assumed, then, throughout the following pages that all references to consortia or interinstitutional cooperation should be taken to mean the complex type.

Patterns of Consortia

Both the physical patterns and purposes of voluntary interinstitutional cooperation have received the attention of students of the consortium movement over the past several years. Most of the work produced by these writers deals with these subjects only on the descriptive level, leaving for future researchers the unanswered questions of how the patterns and purposes are successfully interrelated.

The best known of the physical arrangements for interinstitutional cooperation is the closely-situated Oxford arrangement currently spoken of as the "cluster college."[6] In its ideal form the cluster college consists of a small group of autonomous colleges located in close proximity to one another so that the costly facilities such as libraries, auditoriums, and highly specialized scientific equipment can be shared among the faculties and students of all institutions. Such physical proximity generally occurs either from the establishing of new institutions next to an already existing one (The Claremont Colleges) or within an already

A DIAGRAMMATIC REPRESENTATION OF COOPERATIVE ENDEAVORS AMONG INSTITUTIONS-"PROPOSING THE RELATIONSHIP OF CLUSTER EFFORTS TO OTHER TYPES*



Example 2

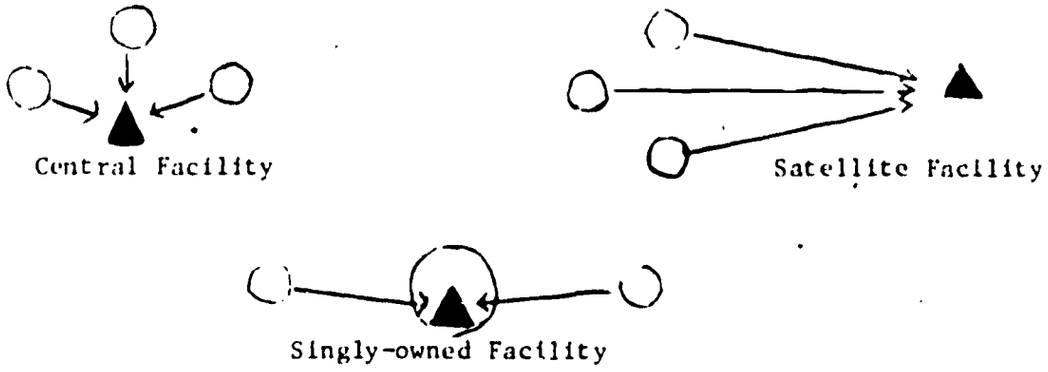
*This diagrammatic representation was taken in toto from H.R. Kells' chart found in a bound volume of working papers collected for the Claremont Conference on the Cluster College Concept, March 30-31, 1967. See footnote 7.

existing university (University of the Pacific), or from the planning of a complex campus of semi-autonomous colleges (University of California, Santa Cruz).

Not all cluster arrangements are composed of separate, autonomous institutions, hence cluster colleges and consortia are not identical sets. The cluster concept emphasizes the geographic proximity of colleges; the consortium concept emphasizes the inter-relationship of independent institutions. An illustration of how cluster colleges may vary with respect to these two dimensions of relatedness, geographic proximity and independence, is given in a diagram (Example 2) which H. R. Kells developed for a conference on "The Cluster College Concept" funded by the Carnegie Corporation of New York and held at the Claremont Colleges in 1967.[7] In this illustration the consortia are found on the right side (independent members) and these include the loose federation of the non-cluster type.

The Kell diagram hypothesizes a positive correlation between geographic proximity and program interaction (see the verticle arrow on the extreme left of Example 2). While the correlation of these two factors must certainly be high in certain kinds of cooperative programs (e.g., cross-registration of students taking courses on more than one campus, sharing of library facilities), in other kinds of programs adjacent locations may offer no advantage and therefore have no effect upon the level of cooperation (e.g., joint studies abroad, cooperative computer facilities, etc.)

Often the voluntary, non-cluster consortium is composed of institutions which are spread over a wide distance from one another. The cooperative arrangement may or may not involve a special facility for the interinstitutional program. Where a cooperative facility is maintained the patterns shown in Example 3 are possible.

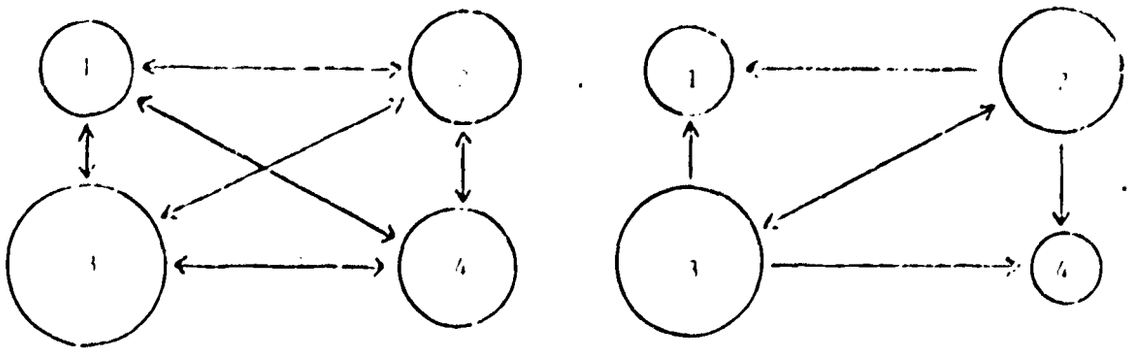


Example 3

Each arrangement serves a particular purpose best. The central facility is most successful when a large amount of traffic between the institutions and the shared facility is necessary. The satellite facility is appropriate in programs where the location of the students in a special environment not available on any of the campuses is necessary (e.g., an urban studies center, a foreign campus, or a Marine Sciences center). The singly-owned facility often occurs when an institution has an expensive, on-going program which it finds economically necessary to share with its not-so-favored neighboring institutions. While the sharing of both the benefits and costs generally results in more efficient use of such facilities, the higher availability to the institution which has

possession of the facility, the de facto control which this institution exerts over the use of the facility, and the loss of prestige which the faculty and students from the other institutions may feel in having to use the facility of a neighboring university may all combine to create a very unstable arrangement. While in the short run the arrangement may seem to be the only reasonable one when finances are considered, in the long run, such an arrangement is politically difficult to maintain because of inter-campus jealousies.

Whether or not a separate facility is involved in the cooperative agreement, such joint programs must involve a reasonably equal input of resources by all participating members. It is not unusual to find a wide range of size and affluence among the colleges and universities in consortia. It is unusual, however, to find a program of any duration in which the major portion of the burden has been borne by a single institution or a small subgroup of the membership. To illustrate, in Example 4 consortium A would have a greater probability of success than consortium B because the cooperative relationship between the institutions is mutually beneficial. The arrows in this diagram may represent either a flow of benefits to the receiving institution or a sharing of resources fr. the issuing point of the arrow. In either case, consortium B obviously presents a problem of disequilibrious cooperation since institutions 1 and 4 are only on the receiving end.



Example 4

THE CONSORTIA AND THEIR IMPACT UPON SIX FUNCTIONS OF HIGHER EDUCATION

Now from the level of voluntary interinstitutional cooperation, let us examine what difference such confederation makes in the implementation of six important functions of higher education, what the term "efficiency" means in a cooperative context, and how the evaluation of consortia might proceed. The questions which arise are as applicable to a consortium of two institutions as they are to a much larger grouping. The fact that the larger, complex, more formal consortium with a central staff usually has the greater visibility should not cause us to overlook the broad spectrum of relationships between colleges and universities which exist and the contributions of these relationships to the effective administration of higher education.

The Sorting Function

One of the functions of higher education is to channel students into or out of college, into or out of various professions; to determine to some extent the level of income students will enjoy; to determine to some extent who their business associates and friends will be. The question can be put--what effect does interinstitutional cooperation have upon this function? The evidence is not readily obtainable, but let us examine the possibilities at two points in the higher education process where sorting takes place: (1) at the point an applicant is admitted (or not admitted) to college, and (2) at the point the matriculated student decides upon an area of specialization.

Entrance standards at colleges and universities are sensitive institutional issues very closely tied to institutional objectives and self-image. These standards are generally not subject to negotiation in a consortium. The result is that whatever the sorting standards are that obtain at this level, they remain largely unaffected by cooperative programs. It is conceivable that through cooperation one might increase the effectiveness of these standards (but not change them) by providing more educational alternatives for the type of student desired and consequently attracting more of this type to the university.

During the course of the college career, the sorting function directs college students toward specialized careers by making available a limited number of options (courses of study) from which they may choose. In this case, a student who attends a consortium institution has an appreciably

increased set of options from which to choose, if the consortium allows liberal course exchanging among its campuses. Here the options could make the difference in a marginal student's staying to complete the degree program or dropping out. No studies have been located on this problem yet, but the hypothesis could make a worthwhile research topic.

Another interesting and relevant question is raised if one considers the sorting function to apply not only to economic sorting but also to racial sorting. In this regard the impact of inter-institutional cooperation in the South between predominantly white and predominantly Negro institutions is of considerable importance. One of the many which could be cited is the cooperative course co-sponsored by Bethune-Cookman College and Stetson University which is described by President Paul Geren of Stetson University in the following statement:

> The idea of the joint seminar is to multiply the resources and the sense of community which universities can bring to the study of social conflict. We are in the combination of a city and a town, Daytona Beach and DeLand; two educational institutions, Bethune-Cookman College and Stetson University--both desegregated, Bethune primarily Negro and Stetson predominantly white. We have civic members from both communities--municipal officials, school board members, professional persons, housewives. We include persons whose academic disciplines are sociology, economics, political science, education, law and the humanities. We have an array of social conflicts in mind: inter-racial, law enforcement, housing, juvenile problems, schools. The combination we are striving for is the view in depth from many perspectives. We hope to understand social conflict, including its complexity, difficulty, pervasiveness, and to develop some practical ideas for healing.[8]

Institutional cooperation and the sorting function intersect at yet another point where the separate education of the sexes is still practiced. The sorting criterion is based on sex rather than scholastic ability, family status, or race. The contribution of cooperation in a consortium presently composed of two women's colleges, one men's college and a coeducational university (with a fifth new coeducational college being planned) was put this way.

> If the single-sex colleges choose not to become coeducational, five-college cooperation may enable them to develop distinctive patterns, so that they can both retain the advantages of their present system and achieve some advantages of coeducation.[9]

To the present time, with the exception of the case studies of Southern institutions quoted above, no research data have been uncovered which might illuminate this area of higher education. The effects of institutional cooperation in increasing options available to students may be inferred from data recording the amount of course exchanges taking place in various consortia, but the effect upon the sorting function is still in the realm of speculation.

The Occupational Training Function

Alliances between institutions for improving the occupational and professional programs through planning and sharing information are not new. This is essentially the purpose of most professional associations and at this level of operation they are effective in bringing about prescribed changes as a result of the peer pressure and accrediting processes. But this level is more nearly what has been defined as

supra-institutional in that it involves a membership of nearly 100 percent of the leading institutions in any single occupational or professional area.

The potential benefits of cooperation among similar professional schools or departments which are oriented toward occupational training are virtually the same as those for the liberal arts-oriented campuses. There are, in fact, greater efficiencies to be achieved in the use of financial resources because of the greater expenses associated with many kinds of occupational training, professional or otherwise.

There is some indication that inter-institutional cooperation may in the near future, involve both institutions of higher education and industry, business, or governmental organizations in much more carefully planned relationships than in the past. The improvement of the occupational function of the college or university in the interface of training with practice would be considerable. A recommendation by the Engineering Advisory Council, 1964-65 of the University of California, could result in consortium programs of consequence to engineers.

> Industry-University Collaboration. The schools of engineering, in conjunction with the Council of Engineering Deans and the Engineering Advisory Council, should take prompt and vigorous steps to achieve mutual advantages of close collaboration, in both regular and continuing education, with the many willing and able California industries and governmental agencies.[10]

This pattern could well be duplicated in other areas of the university curriculum. The engineers may yet duplicate the leadership role they

played when Professor Herman Schneider inaugurated cooperative education (work-study) at the University of Cincinnati in 1906.

The Research Function

As a result of recent criticism of the "flight from teaching" on the university campus and higher education's involvement with military research during an unpopular war, the research function of the university is currently the focal point of much unfriendly scrutiny. The massive appetite for resources which the search for and generation of new knowledge requires is recognized by both the supporters and detractors of research on campus. Several patterns of institutional cooperation have developed recently which promise to improve the efficiency and effectiveness of research efforts by combining and sharing resources, and by seeking joint funding from federal agencies. Two well-known examples are the consortium which operates Brookhaven Laboratory and the recently formed University Research Association which will operate the National Accelerator Laboratory; both of these were created to share the tremendously costly facilities necessary for research in high energy physics.

The Consortium Research Development Project (CORD)

Through the Bureau of Research of the U.S. Office of Education funds are made available to consortia of colleges for strengthening the educational and institutional research capabilities of their faculties and administrators. Fifteen groups of institutions across the nation receive or have received CORD support for projects similar to that reported by the College Center of the Finger Lakes (CCFL) in which the objectives were:

1. To organize through a coordinating Research Committee a mechanism to stimulate and promote educational research at the member colleges.

2. To develop and support a program of seminars, workshops and demonstrations devoted to communicating to faculty and administrators of the nine colleges and the basic and more advanced methodology of educational research and research administration.

3. To encourage qualified faculty and administrators to develop educational research projects and to assist them in obtaining support for these projects.

4. To initiate common educational research projects in the nine colleges designed to clarify the role of the private liberal arts college in an era of expanding public higher education.

The report on faculty research in the nine member institutions of CCFL listed 287 research projects completed or in progress among their 900 faculty members.[11]

"The Argonne Semester" of the Associated Colleges of the Midwest

Among the 21 cooperative programs sponsored by the 12 liberal arts colleges of the Associated Colleges of the Midwest is the research-oriented "Argonne Semester." This period of study at the Argonne National Laboratory "makes it possible for undergraduates to work with scientists who are doing research on current problems, using the most modern scientific instruments."[12] Faculty members from the biology, chemistry and physics departments of the ACM colleges share in the resources of the Argonne Laboratory. The normal residency for a visiting student at the laboratory is six months (occasionally eight months may be arranged for); for the faculty member, 15 months.

What the cooperative "Argonne Semester" program offers in research opportunities for students and faculty of ACM can be paralleled to some extent in the social sciences through the expanded use of the various urban studies centers as social laboratories. The extent to which such use is

being made of the growing number of cooperative centers will soon be disclosed by a study of urban research consortia currently underway by J.G. Paltridge of the Center for Research and Development in Higher Education at Berkeley.

The Inter-University Consortium for Political Research.

The Survey Research Center (Ann Arbor, Michigan) has developed a program of multiple bilateral cooperative arrangements with 133 colleges and universities throughout the nation and in a number of foreign countries for the purposes of facilitating the advanced training of social scientists in research methods and centralizing major bodies of data primarily in the area of political behavior. While the administrative organization of this particular consortium does not correspond to the complex multi-lateral organization reserved as the focus of this discussion, the cooperative data centralization program suggests several possible applications to fields of interest which the more complex consortia ought to examine (e.g., a cooperative institutional research data bank, regional demographic and historical files, regional enviromental data bank).

Such centralization of information encourages and facilitates research by reducing certain natural barriers the researcher generally encounters.

> A major goal in the operation of the repository is to relieve the individual researcher of all possible costs in carrying out his research. Since time is one of the scholar's most valuable commodities, the repository is organized and administered to minimize the lag between specification of data needs and access to the data. A corollary of the emphasis on institutional support for all Consortium activities calls for elimination of all capital investment and overhead charges to the individual user of the repository. An extension of the premise of institutional participation has led to the policy of levying marginal or incremental costs of data rerieval and processing for research needs only where very major analysis projects are involved. All costs of consultation and technical assistance and more costs of data preparation for dissertations and small monographs are borne by the operating budget and are, therefore, essentially free to individual Consortium participants. This policy will be implemented as long as it is financially practicable to do so.[13]

The Organization of Knowledge Function

One of the central functions of the higher education community is the gathering together and the organization of knowledge. This occurs in such diverse activities as the building of a library collection, the development of curricula, course outlines and lectures for instructional purposes as well as in such peripheral activities as the writing and publishing of textbooks and scholarly materials. These activities are carried out with varying degrees of vigor on campuses.

In the healthier campus environments, new sources of knowledge and new ways of transmitting knowledge are sought out with considerable energy. In short, the students, faculty, and administrators recognize the dynamic nature of this critical function and consciously support one another in their efforts to improve the teacher-learning process.

The contribution which interinstitutional cooperation brings to this function is an indirect one, but it is one which produces noticeable results on many campuses. The contribution is a substantial increase in the

number and strength of communication links formed between all levels of academic personnel on a campus and other educators or other segments of the world beyond the campus. These links, if they are relevant to the educational program as they are assumed to be in an academic consortium, can have a significant vitalizing effect upon the intellectual climate of the campus. It is likely of course that this effect will be more strongly felt on the small college campus, but the larger institutions are not without their parochialisms, the amelioration of which can be observed when cooperation with other institutions is seriously undertaken.

The Union for Experimenting Colleges and Universities (formerly the Union for Research and Experimentation in Higher Education), composed of eighteen member institutions from California to Vermont and from Wisconsin to Florida, represents the type of purposeful cooperation for experimenting with new educational ideas which organized consortia can support. The Union which maintains its central office at Antioch College was founded by ten institutions in 1964 for the purpose of encouraging and carrying out experiment and research as an integral part of the educational process of each member institution. The sponsoring of a newsletter on innovations in education (Notes), the coordinating of student exchanges in the off-campus programs which each of its members maintains, and the implementing of a three-year project (Project Changeover) designed to help sixty college faculty members develop and try out new methods of teaching--these are among the Union's many accomplishments which help to improve the educational processes of each member institution.

The General Education Function

The current trend toward more guided educational experiences away from the campus is one of the most important developments in higher education curriculum in recent years. The cross-fertilization of theory with practice facilitated by relevant experiences in the field is a major step for general education. Since students and faculty are required to deal with the world as they find it and field experience rarely correlates well with narrow academic disciplines, interdisciplinary problem-solving is more the rule than the exception. Usually, however, single colleges or universities are quite limited in the amount of off-campus work they can adequately sponsor. Cooperation can extend the range of opportunities any one institution can offer. This cooperation need not be based upon legal contract in order to be beneficial to all institutions involved.

To call again upon the Union for Experimenting Colleges and Universities for an illustration, the Union's Off-Campus Programs provide one noteworthy model of how colleges can support each other's efforts to broaden the range of available educational experiences. Many institutions advertise their study abroad programs and similar activities widely, inviting students from other campuses to take part, but the experience for the visiting students, as valuable as it may be, tends to become a tangential one, unassimilated into the rest of his college program. By sponsoring cooperatively for its students eleven different types of extramural educational programs ranging from an urban field-study center in Chicago to an independent study and travel in Western Europe and the

Scandinavian countries, the Union creates the possibility for each of the consortium institutions to keep in touch with each of these curricula and thus better to assist their students in making their off-campus work a meaningful part of their total college experience.

The on-campus benefits to general education of interinstitutional cooperation depend to some extent upon the distance of the campuses from one another. Course exchange privileges, for example, not only make available a wider selection of courses, but bring about a social exchange between students from different campuses. This is especially effective in broadening social contact when the campuses differ markedly in sociological make-up.

The Service Function to Community, State and Federal Government

The grouping of institutional resources provides more impact on a service field where educational or research services are provided for the community of state or federal government. Coordination to avoid redundancy of services and to provide complementary resources where duplication is not needed are obvious benefits of cooperative efforts.

With society's growing realization of the need for action with respect to the urban crisis and environmental pollution, the colleges and universities will be called upon more to provide the knowledge base and personnel for an effective attack on these problems.

Organizations such as the Consortium for Area Planning and Development in Wisconsin provide a model for studying how this might be carried out. Established in 1967 under the sponsorship of Wisconsin State University

at Stevens Point, the Consortium brought together 25 project leaders, local and state government officials, technical consultants and representatives of various institutions of higher education. In a seminar held in May 1968, three areas of concern for which Title I (Higher Education Act of 1965) funds might be secured were identified: (1) improvement of state and local governmental services, (2) urban problems with emphasis on the central city of Milwaukee, and (3) community and area resource development. The leadership of the consortium insists that the projects be learning experiences for all participants. "Therefore, major emphasis is being given to the development of academic resources for solving community problems through action programs."[14] Five objectives were identified for focusing the combined efforts of the group:

1. Improve coordination and cooperation of studies in area development.
2. Foster and improve inter-project and inter-community communication and dissemination.
3. Establish and maintain a clearinghouse and repository of information and other resources for area development programs.
4. Provide a foundation for a coordinated state-wide plan for area development.
5. Strengthen individual projects by avoiding unwarrented duplication of effort.[15]

WHAT IS "EFFICIENT" INTERINSTITUTIONAL COOPERATION?

We have seen in the preceding discussion some of the ways interinstitutional cooperation affects six broad functions of higher education. While it is difficult in many instances for educators to specify unambigously the

nature of the product they wish to see derived from these functions, it is possible to specify more clearly some intermediate objectives which can be instrumental in moving toward the broader goals of higher education. It is in this context of intermediate objectives that an assesment of consortium effectiveness can profitably be considered.

In spite of the diverse types of consortia which are found among institutions of higher education, a limited number of consortium objectives seems to cover the purposes for cooperation. These objectives may be called "service objectives" in that, for the most part, they exist to aid the member institutions in fulfilling their own objectives better (i.e., more efficiently or more effectively). The following list is the result of an analysis of the programs of more than 50 consortia and discussions held with a number of the directors.

CONSORTIUM OBJECTIVES

Institutions of higher education cooperate in order

1. To decrease unit costs of major services such as libraries, computer centers, management information systems, and financial accounting; thus resulting in three alternatives:
   a. Retain level of resource allocation and increase service level, or
   b. Retain prior level of service and decrease level of resource allocation.
   c. Do not cooperate if consortium services do not result in lower unit costs.[16]
2. To increase the desirable academic opportunities available to the students at a minimum cost to the student and institution and at a level of quality consistent with prescribed standards of the institution.

the amount of increase in the opportunities is bounded by the limited resources of the students and the cooperating institutions, except in such cases where the efficiency of cooperation attracts additional support from foundation or federal sources. The alternatives posed by this objection when a given program is recommended are:

a. Participate if

(1) The program is desirable and of high priority to students and the institution and

(2) The program cannot be provided by the institution at lower cost to students and institution (all costs considered) or

b. Do not participate because one or both conditions above are not met.

3. To "develop" the faculty as a campus resource by improving the institutional bargaining posture in the academic market-place through

a. Increased faculty benefits from cooperation (examples: credit union, pension plan, less expensive group insurance)

b. Increased variety of teaching opportunities and opportunities to teach favorite specialities, or

c. In-service inter-institutional seminars (some faculty are open to learning more) and departmental meetings.

The alternatives are too numerous to list here. The interfaculty seminars and informal communication can be limited by the distance between institutions, since the cost in time and transportation in confederations spread over more than 40-50 miles becomes a significan deterrent.

4. To increase the flow of funds to the institution through cooperative fund-raising and development seminars.

   More so than in any of the foregoing objectives, benefit forecasting is difficult. In this type of program the costs of participating for a period of time at least must be weighed against the difference in expected income from the program discounted according to the amount of uncertainty involved. The alternatives then are simply to participate or not to participate.

5. To lower unit costs and simultaneously raise the effectiveness of student recruitment, especially in selective programs such as minority recruitment.

   Cooperation results in higher visibility which aids in attracting the desired students. Centralized operations facilitate record keeping and coordination of efforts.

6. To improve institutional research efforts by

   a. Providing a continuous multi-institutional base for data gathering

   b. Lowering unit costs through centralizing data gathering activities

7. To enrich the cultural life of the campus through jointly sponsored lecture series, scientific and artistic exhibits.

8. To increase the quantity and quality of communication among consortium members and between these institutions and the broader educational community.

   Although this objective is inherently a part of cooperation in general and the foregoing objective in particular, it deserves to be listed separately because of its great importance and the emphasis that it has received from consortium administrators.

9. To provide maximum effectiveness in community and governmental service programs through coordination of resources.

THE OUTPUTS OF INTER-INSTITUTIONAL COOPERATION

The "service objectives" of consortia rather easily lend themselves to quantification. The following examples illustrate common identifiers of output flow with respect to the nine objectives just mentioned. These are all quantifiable and a number occur in the research literature on institutional cooperation.

Sharing Major Services

A Claremont Colleges study[17] is at present the only effort known in which the costs of various services at a consortium (Claremont Colleges) and at single institutions matched to the individual institutions of the consortium were compared. In this study seven areas are examined:

1. Library

2. Business Office

3. Health Service

4. Psychological Clinic and Counseling Center

5. Office of Institutional Research

6. Telephone Service

7. Maintenance and Repair

In two of the areas (Institutional Research and Telephone) the authors found that "virtually no information was available."

Service Outputs

Library: Volumes available per student

Books circulated per student

Hours library is open per year

Business Office: dollars handled

Health Services: doctor duty hours per student

Psychological Clinic: doctor duty hours per student

Maintenance and Repair: total square footage of college buildings maintained (figures were not available for the study but the authors believed this would have been the most useful indicator)

The conclusions which the authors of the Claremont Colleges study reached were largely the obvious ones. On the basis of the comparison of data from the colleges surveyed, they were able to support the argument that at least in the areas of library, business office, and health services the cooperation among cluster colleges is able to effect important cost benefits or economies as well as to increase the resources

available to the small cooperative institutions. The authors found that in libraries unit costs do not continue to decrease with size, but contrarily, they take a significant leap upward for individual colleges as they grow beyond 1,000. This rise in unit costs appears to result from the addition of special collections, but it appears from cost data for the Claremont Colleges library that cooperation has helped to ameliorate this particular phenomenon by maintaining a relatively low cost per student ratio while serving a combined student body of more than 3,300 students.

The remaining identifiers of significant service outputs are also employable, but substantial research on the effect cooperation between colleges might have on the costs associated with these outputs (listed below) has not yet been done.

Curriculum Enrichment

Exchange of courses: number of cross registrations

Off-campus programs: number of programs available to students

number of student participants

Faculty seminars: changes in curriculum traceable to seminars

Faculty Development

Benefits: Credit union

Group insurance

Pension plan

Research: Research projects, papers written (this might be a bit forced, but it is the intended objective of the CORD program. See page 19 - 16).

Cooperative Fund Raising, Public Relations

Funds: new sources of grants and gifts
net increase in dollars raised

Student Recruitment

Special recruitment: number enrolled of particular type of student sought

Institutional Research

Projects: number of projects involved in

Innovation: number of program changes ascribed to institutional research studies

Funds: number and amount of grants secured

Cultural Enrichment

Number of events jointly sponsored

Communication

Inter-institutional: number of student-student contacts
number of faculty-faculty contacts
number of administrator-administrator contacts

Regional and National: number of personal contacts made by students, faculty, and administrators as as a result of consortium membership.

Community Service Projects

This service area requires more specifications (e.g., what are the project objectives?) in order to develop particular outputs. The

efficiency of cooperation needs then to be examined in light of these special objectives-outputs.

These outputs just given are countable results from specific programs of cooperation. They may be used to answer such questions as, "Does cooperating give us the same service level for less investment of resources?" In some cases, quality is related to quantity but the correspondence is not on a one-for-one relationship. Qualitative evaluation of consortium programs like that of the programs of individual institutions requires information such as, "Are the right books available for the program?" rather than, "How many books are available?" The qualitative questions are much more difficult to answer.

As useful as the measurements suggested above might be, they cannot tell the whole story. In most cases they may serve as valuable indicators of program efficiency, but when plans are being made for a consortium or when programs are being evaluated, a number of factors relative to the nature of confederations as formal organizations comes into play, and these factors assume significant roles in the success or failure of the organization. In fact, it may be that one is at no time more aware of the imporatnce of the human organizational factors than when they, through being neglected, have brought about the failure of some grand design.

This in some measure was the case with an association of institutions of higher education in Arkansas known as the Arkansas Experiement in Teacher Education which, in spite of the statewide involvement of institutions of

higher education and $3 million in underwriting from the Fund for the Advancement of Education, failed to reach the primary goal intended by its founders. Only a few of the highlights from the conclusions of the Report of Evaluation of the Arkansas Experiment in Teacher Education are given in the following paragraphs, but these will serve to underline the critical nature of such confederative requisites as the consonance of individual members' goals with that of the confederation, the satisfaction of both corporate and individual objectives and a tolerant social climate in which to function.[18]

The Arkansas Experiment in Teacher Education

The Report states that the Arkansas Experiment in Teacher Education (AETE) was an attempt to improve the training of teachers throughout the state of Arkansas by helping colleges to improve their undergraduate programs and by concentrating the professional training of teachers in a single year following four years of liberal-arts education.

The beginnings of AETE seem to spring from conversations between the President of the University of Arkansas and officials of the Fund for the Advancement of Education, and from these discussions in 1951 a planning grant of $85,000 was awarded the University to explore the feasibility of instituting a five-year teacher training program. (The State had at that time various two, three, and four-year credential patterns and was suffering from a shortage of classroom teachers.) Subsequent press accounts of the announcement of this grant and its intended objective carried the prediction that the ultimate scope of the study might involve

all the colleges in the State and require ten years to implement completely. In addition, the expectation developed among interested parties that the Fund would support the intended "experiment" to the extent of $10 million.

Even before a viable organizational structure could be established, controversy developed over the objective of a five-year teacher education program, the dominant role which the university assumed in the planning phase, and the feeling that the Fund, having strongly and openly taken a stand in support of the five-year program, was "buying out" the colleges who were eager for the Fund's money but were not prepared to go along with the Fund's objective in the new teacher education program. The resistance at the campus level came largely from the Teacher Education departments who stood to lose their undergraduate curricular foothold (if not their job) if teacher education courses were postponed until the fifth or graduate year.

In this unfriendly environment cooperative planning of the project was begun by a group of representatives from the 15 participating institutions and other interested parties which became known as the "Committee of 36." The original intention of the Fund's representatives and of the administrators from the University was never realized. In the "Committee of 36" the fifth year idea was modified to a trial experimental program and the subsequent lack of enthusiasm by the faculty at many of the college campuses doomed the program from the very beginning.

In approaching the question of the success of the project, the authors considered both the effectiveness and the efficiency of the experiment. The authors defined organizational effectiveness as achieving organizational

purposes; they defined organizational efficiency as distributing "enough rewards to its members to ensure their continued efforts toward these goals."[19] By these definitions, Spalding and Krathwohl conclude, the AETE was neither very effective or very efficient. The specific reasons for this conclusion which have been drawn from throughout the Report and listed here disclose that numerous critical conditions necessary for the success of the consortium were lacking in this case. Some of these reasons are presented in the following paragraphs.

Conflicting Purposes in Overlapping Memberships

The AETE "Committee of 36" was developed amid conflicting purposes held by various members of the consortium and by the funding agency. The compromise agreement contained a statement of two basic related purposes: the upgrading of undergraduate General Education and the establishment of a five-year teacher education program on an experimental basis. The former the colleges could accept readily and act upon; the latter, a watered-down version of the Fund's and the University's originally intended purpose, gained less support. This experience illustrated among other things that when over-lapping membership in different organizations presents a conflict of interests, people may tend to acquiesce to both sides in the conflict, but act only on their preferred program goal.

Administrative Problems

There is strong evidence that the early period of planning was dominated by a single individual, that goals were imposed from the top down, and that when the consortium "Committee of 36" was finally established

it was too large to operate effectively as a single body. In addition, a a sizable bloc of members of the Committee were clearly opposed to the five-year teacher education program from the very beginning and remained so throughout the experiment.

Unfavorable Social Climate

The controversy surrounding the early announcement of the plans for a five-year teacher education program was quickly joined by the local press and by national professional education agencies; this created a climate of unfriendly dialecticism from the initial stages of the project.

Lack of Faculty Support

The five-year teacher education program lacked support of the undergraduate colleges faculties of teacher education because these faculties' programs were threatened with extinction if the professional education courses were all moved to the fifth year (therefore to graduate status and hence to graduate schools or University centers).

Dominant Member

At the beginning of the "experiment" the largest institution, the University of Arkansas, not only had initiated the project of the AETE, but let the impression exist that the University would ultimately administer the entire teacher education program for the State. Although this dominancy was somewhat diluted within the subsequent organization of the coordinating committee, the impact of the early role of the University appeared to persist.

Haphazard Program Planning

The student participation in the five year experimental teacher education program was grossly over-estimated. The projections, one president replied, were designed "to make the job appear big enough to get the money. Instead of first studying what the job was and seeing how much money it would cost to do it, they put down whatever number of students seemed to them to support the request which they wanted to make for money."[20]

Lack of Program Evaluation:

"The opportunities which AETE presented for careful study of the effectiveness of different methods of preparing teachers were never fully realized, largely because too many persons were so firmly convinced of the worth of one program or the other that they could not endorse collective evidence that might prove them wrong."[21]

The authors of the Report of Evaluation of the AETE conclude in their final chapter that:

> As far as the fifth-year goal is concerned, AETE was conceived in turmoil, born in compromise, and lived in relative indifference. If initial planning, prior to the grant of $85,000, had included all leaders who might have been affected by the proposal, highly charged emotions might not have been aroused. For knowledge of what is desired and opportunity to shape both ends and means often lead to harmonious action. But it is extremely doubtful that harmony and acceptance of the idea that all teachers should be prepared by a fifth-year program could ever have gone hand in hand. Assuming that this is possible also assumes that men will abandon cherished principles for a price, a practice which is universally condemned.[22]

The experience of the AETE has produced for consortium directors a vertible thesaurus of caveats. It has also demonstrated what every successful consortium director has already learned, that clearly stated consortium goals must have the prior acceptance of a large majority of the members at an early stage of the cooperative program before the planning and implementation of these plans can begin. The corollary of this, and perhaps the more difficult task, is that the consortium goal must complement the goals of the individual members; otherwise, even though the members may acquiesce to the adoption of a corporate goal that conflicts with individually held goals, they are unlikely to commit the necessary resources required of them for its success.

SUMMARY AND CONCLUSIONS

In the course of this paper we have looked at the purposes and patterns of voluntary cooperation in higher education with the thought in mind that it affords a strategy for more effectively and efficiently using the limited resources available to higher education. An effort has been made to list the many objectives towards which confederacies of colleges and universities in the United States have directed their combined resources and with this we have suggested outputs which might be examined as a means for determining the effectiveness and the efficiency of a consortium program. The experience of the AETE reminds us that those involved in a prospective program must necessarily be closely tied to the planning stages and that no amount of money is likely to change

basic value commitments. These factors and others which may be implied from this experience are primary considerations in establishing effective cooperation among education institutions.

Once the inter-organizational climate has been sufficiently stabilized and a consensus has been reached on goals which are harmonious with the goals of the individual members, then the plans and their implementation may proceed. It is difficult to conceive of success even at this point without some substantial feedback on the accomplishment of the operations which program evaluation provides. This expectation was voiced by Professor Edward F. Sheffield of the University of Toronto in a paper on Canadian Research in Higher Education:

> When an association concerned with higher education develops to the point where it has its own secretariat, some research activity may be expected. The Association of Univeristies and Colleges of Canada is one of the examples I know best. It acquired a secretariat in 1957 and a research officer in 1958. Thus for eleven years there has been a nucleus of research work.[23]

With the exception of the C. O. C. Consortium (of Chicago and the Big Ten universities) which has a secretariat, we have found this not to be the case in the consortia studied in the United States. Even in those cooperative ventures which have more than a few years of experience little effort has been turned to an analysis of effectiveness. One is tempted to suspect that the reason for this lack of evaluation may be quite similar to that which the authors of the AETE Report gave (see page 19 - 32), that a cooperative program, because of the delicate nature of cooperation between institutions, might better be left unexamined no matter

what its quality than risk, through the admission of failure of one program the forfeiture of all future cooperation.

Whatever the reason may be, there is at the present time a paucity of information on the effectiveness of the cooperative programs. This is true despite the substantial amount of resources devoted by institutions of higher education each year to continuing consortium programs. Although the increasing numbers of cooperative arrangements continue to enjoy a climate of faith in their reasons for existing, we are forced to admit that we really do not know with any degree of certainty how well the job is getting done. Despite the fact that we recognize that our tools of evaluation of educational programs are not infallible and that the objectives of the programs are too often unclearly stated, the real need at this point in the history of interinstitutional cooperation is for an administrative commitment to the hard task of program evaluation so that reliable information (as reliable as possible) on the effectiveness of their programs may be supplied to those who must furnish the resources for higher education.

N O T E S

[1]For a brief discussion of this phenomenon and the source of this present observation see Burton R. Clark, "Interorganizational Patterns in Education," Administrative Science Quarterly, Vol. 10, No. 2. (September, 1965), pp. 224-237.

[2]Ibid., pp. 234-237.

[3]Raymond S. Moore, Consortium in American Higher Education: 1965, Report of an Exploratory Study (Washington, D. C.: Office of Education, 1968), p. 4.

[4]Raymond S. Moore, "Cooperation in Higher Education," Interinstitutional Cooperation in Higher Education: Proceedings of the Conference on Interinstitutional Cooperation in Higher Education, ed. by Lawrence C. Howard, (Milwaukee, Wisconsin: Institute of Human Relations, University of Wisconsin, 1967), pp. 304-324.

[5]Lewis D. Patterson, ed., Directory of Academic Cooperation Arrangements in Higher Education (Kansas City, Mo.: Kansas City Regional Council for Higher Education, Nov. 1, 1970), p. 1.

[6]Jerry G. Gaff et. al, The Cluster College (San Francisco: Jossey-Bass Inc., Publishers, 1970).

[7]H. R. Kells, The Cluster College Concepts: A Conference Schedule and Reference Book of Contributed Materials (Claremont, California: Office of Institutional Research, The Claremont Colleges, 1967), p. 4.

[8]Richard E. Langford, "Bethune-Cookman College and Stetson University: A Cooperative Course," in Expanding Opportunities: Case Studies of Institutional Cooperation (Atlanta: Southern Regional Education Board, 1969), p.5.

[9]Report of the Five College Long Range Planning Committee, Five College Cooperation: Directions for the Future (Amherst: The University of Massachusetts Press, 1969), p. 7.

[10]The Engineering Advisory Council, An Engineering Master Plan Study for the University of California (Berkeley: University of California, 1965), p. 9.

[11]A Consortium Report: Faculty Research (Corning, New York: College Center of the Finger Lakes, 1969), pp. 5-16.

[12]Faculty Handbook (Chicago: Associated Colleges of the Midwest, 1960), p. 8.

[13]Inter-university Consortium for Political Research, Biennial Report 1966-1968 (Ann Arbor, I. C. P. R., 1969), pp. 3-4.

[14]Research in Education, Document Resume ED 029 594 (Washington, D. C.: Office of Education).

[15]Robert C. Clark and Karen Manthe, Wisconsin Area Planning and Development Consortium Project; Title I, Higher Education Act 1965, Seminar Proceedings No. 1. (Stevens Point, Wisconsin: Wisconsin Area Planning and Development Consortium Committee, Wisconsin State University, 1968), p. 2.

[16]It is important to emphasize that in contrast to many situations within statutory systems, noncooperation is invariably an option on a program-by-program basis in multi-program, voluntary consortia. Of course, in a single purpose consortium, the institution has the option of not joining.

[17]Clifford T. Stewart and John W. Harley, Financial Aspects of Inter-institutional Cooperation: Unit Costs in Cluster and Non-Cluster Colleges (Claremont, California: The Claremont Colleges, June, 1968).

[18]William B. Spalding and David R. Krathwohl, A Report of Evaluation of the Arkansas Experiment in Teacher Education, (Mimeographed.)

[19]Ibid., p. 178.

[20]Ibid., pp. 164, 166.

[21]Ibid., p. 156.

[22]Ibid., p. 177.

[23]From an unpublished paper of Professor Edward F. Sheffield; read to the Association of Quebec University Professors of Education at McGill University, Montreal, September 26, 1969.