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ABSTRACT

An educational policy systems module is presented which is concerned with: (1) the formulation of educational policy in the United States, (2) the changing role of state and federal government in the formulation of educational policy, (3) the organizations and influence groups that are concerned with policy in higher education and their impact, (4) the processes by which policies are developed at the institutional level, and (5) the examinations of various policy issues for American higher education.  
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## EDUCATIONAL POLICY SYSTEMS

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National Ed.D. Program for  
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## INTRODUCTION

American higher education has changed dramatically over its history. Perhaps the most important change occurred in the late Nineteenth Century when the emphasis shifted from liberal education to professional education and the functions of research and service to society were added.

Through the Twentieth Century professional-occupational education and research have come to dominate higher education. The technological society which emerged from World War II required voluminous research and substantial increased in highly skilled personnel. Higher education responded with added emphasis on research activities and by providing access to growing numbers of students. The multi-purpose community college developed to satisfy the demand for post high school educational opportunities for all. A burgeoning enrollment in colleges was matched by an insatiable need for highly trained personnel and higher education began a twenty year honeymoon with the American people --- a period of unprecedented growth in financial support.

Today higher education finds itself in a revolution stimulated by needs of a dramatically changing society. The activities of students in the late 1960's and the resulting activities of legislatures in restricting funds for higher education clearly indicate the beginning of a period of historical change in the function and operation of higher education.

The Carnegie Commission on Higher Education states:

"Conflicts over purposes exist in higher education in the United States today. These conflicts affect both internal conduct of institutions and external relations between institutions and society. A period of reexamination of purposes somewhat comparable to - but less intense than - that of a century ago is at hand."

Citizens groups, foundations, membership organizations, special interest groups and government agencies are active in attempting to formulate new policies for higher education. There are divergent views as to what these new policies should be, but it is clear that there are serious attempts to set policy for American higher education at national and state levels as it has never been done in the United States. In this challenging time it is essential that all who work in higher education become familiar with the issues concerning higher education policy and the processes and participants in its development.

The Education Policy Systems module is concerned with:

1. The formulation of educational policy in the United States.
2. The changing role of State Government and Federal Government in the formulation of educational policy.
3. The organizations and influence groups that are concerned with policy in higher education and their impact.
4. The processes by which policies are developed at the institutional level.
5. The examinations of the following policy issues for American higher education:
  - a. Autonomy and systems.
  - b. Accountability.
  - c. Who pays and who should pay.
  - d. The new students and the new services they require.
  - e. The community college as an agency for socialization or social reconstruction.

- f. The competing objectives of occupational-professional education and liberal education.
- g. Faculty organization.
- h. The form of learning programs.
- i. Open education and standards.

These themes and issues have been organized into three major units and one primer unit. The primer unit deals with the way in which policy is made and with man as a political being. This unit is assigned as an independent study unit that should be covered by the student as background for the three major units in the module.

UNIT I concerns the changing role of State and Federal Government and their increasing participation in higher education policy. Also in Unit I three issues are considered --- systems and autonomy, accountability, and who should pay for higher education services.

UNIT II concerns organizations and influence groups dealing with educational policy and their increasing role and activities. The three issues to be considered with this unit are the new students and new services they require, the community colleges as an agency for socialization or social reconstruction, and the competing objectives of occupational-professional education and liberal education.

UNIT III concerns the establishment of policy in the institution. The three issues to be considered with this unit are: faculty organization, open education and standards, and the form of learning programs.

## GOALS FOR THE EDUCATION POLICY SYSTEMS MODULE

The Education Policy Systems module has been designed to examine the setting in which American higher education finds itself, the significant policy issues for the last quarter of the Twentieth Century, and the processes of policy formation in American higher education. The module should provide understandings that are fundamental to decision making in the community college.

### GOAL #1

The student will study the processes of policy making in political organizations in the United States. He will be able to apply his understanding of these processes to community colleges as political organizations.

### GOAL #2

The student will study influence and its uses and will be able to apply these principles to cases of daily decision making and policy setting at all levels of community college organization.

### GOAL #3

The student will develop a sound understanding of the changing role of both the Federal and State Governments in the establishment of policy for higher education.

### GOAL #4

The student will study the non-government organizations that affect higher education policy and will be able to describe the impact of these organizations.

GOAL #5

The student will select six issues of major significance to higher education for the last quarter of the Twentieth Century. He will be able to discuss the pros and cons of these issues and will have formulated a soundly based position concerning each.

GOAL #6

The student will be able to describe the setting of his own institution in terms of the constraints placed on that institution by various organizations participating in educational policy.

In light of these constraints, current societal needs, and future directions for higher education, he will be able to assess the appropriateness of the current policies on the institution where he is employed. He will be able to make constructive recommendations for policy for the institution and concerning his own area of responsibility.

## THE STUDY GUIDE

This guide concerning educational systems and the community college was organized specifically for the National Ed.D. Program For Community College Faculty of Nova University. The materials in the guide are organized into three major units. This arrangement is to coordinate the activities of the students, as directed in the guide, with the three visits of a National Lecturer during the course of the study of the Educational Policy Systems module. In addition to the three major units, a Primer Unit has been provided as a basic background concerning policy formation. The student should complete the Primer Unit as a self-directed activity.

Each of the three units covers a basic theme. In addition, three of nine significant policy issues for the last quarter of the Twentieth Century which are included in the module are to be found in each unit. The student is expected to develop a basic understanding of the three major themes and to be familiar with the pros and cons of each of the nine issues.

The work of the unit should have direct applicability for each student. It is recognized that the study of any one issue could occupy a student full time. The student should do the basic assignments for all issues, however, it is recommended that one issue (of greatest interest to the student) in each unit be studied in greater depth.

Each Nova University doctoral student works with a cluster of students with similar interests and there are three visits of a National Lecturer during the module. The guide is structured so that a student,

following the directions and assignments in the guide, can independently achieve the goals set forth for the Educational Policy Systems module. The National Lecturer will be expected to amplify and discuss the themes and issues.

The National Lecturer should cover the theme from UNIT I on his first visit and should address himself to at least one of the three issues that comprise that unit. The same pattern should be followed on the second and third visits. However, it is important for the student to recognize that the unit requires considerable self-directed learning activity, with the support from the other members of the cluster, the cluster coordinator, the Nova University administration, and the National Lecturer.

Each unit of the guide includes a statement of study emphasis for that unit, suggested activities for the cluster and the individual student; and reading assignments that have been divided into two sections: (1) readings which are considered to be basic for attaining the goals of the unit and (2) further references for those students who wish to pursue the theme or issue in greater depth.

The last section of the guide provides complete bibliographic reference for all publications that are mentioned. The student will need to use this reference section frequently as publications will only be cited by title in the text.

A number of books and articles will be referenced in each of the sections. In addition, there are three basic references for the module:

1. The Learning Society by Robert M. Hutchins.

This provocative book was published in 1968. It sets forth Mr. Hutchins' observations and positions with regard to the future of higher education. He stresses the importance of education for all on a continuing basis and analyzes many of the current practices and directions of higher education. This volume will be referenced on several occasions in the individual units.

2. Report on Higher Education (The Newman Report)

This report was prepared by a task force funded by Ford Foundation with intimate interaction with the U. S. Department of Health, Education and Welfare. The continuing work of this group has come to be referred to as the Newman Report (for chairman Frank Newman).

The report deals with the problems in higher education and directions for the future. It makes specific recommendations to the Federal Government. However, the Commission states "the report --- is as much addressed to state capitals, foundations, colleges and universities and families concerned about higher education as it is to those of us in Washington ---."

3. The Purposes and the Performance of Higher Education in the United States Approaching the Year 2000, The Carnegie Commission on Higher Education.

The publications of this Commission continue to be influential in higher education policy. This volume assesses the performance of higher education in its traditional goals and makes recommendations concerning new goals and directions.

It is also recommended that the students peruse issues of The Chronicle of Higher Education during the period that they are studying this module. This weekly newspaper style publication reports activities concerning higher education. It is a particularly good source of information on actions and reactions to the work of foundations, government agencies, and various councils and commissions.

## PRIMER UNIT

### POLICY AND POLITICS

Policies are formulated in all institutions within a political context. All decisions are made in the context of individual interests and interest groups, and their attitudes and relative influence. This is true for decisions made at the department level as well as for nationwide policy decisions.

A departmental policy decision concerning the basic freshman English course, for instance, will be affected by the administration of the college and its position with regard to "standards", the accrediting associations that the institution works with, and the individuals in the English department and their relative influence. The decision would be affected if the department chairman had just published an article advocating a particular position; if a successful self-directed learning program in mathematics skills had been introduced the previous year; if the enrollment in English were decreasing; if the Chairman of the Board of Trustees were complaining about graduates who could not write; or if any number of other circumstances exist. The point is that policy decisions at any level are made within the framework of certain external constraints and in a political context involving individual and group interests, attitudes, and influence of the constituents.

The federal form of government in the United States is perhaps the most complex ever developed by man. Decisions are made by various elected bodies and the administrative organizations that form the structured (formal) government. However, the decisions in the formal government

organization are affected by the influence and attitudes of many individuals and groups and hopefully by the attitudes of the general public. Community colleges are political organizations --- as such their policy decisions are involved with both formal governments and informal power structures.

Higher education policy involves local, state, and national constituencies, local, State and Federal Government, and various influence groups interested in higher education policy. In order to study higher education policy systems, it is necessary to have a basic understanding concerning the politics of policy decisions. This Primer Unit is intended to provide the student with the understanding he will need as a basis for study of the basic units of this module.

#### STUDY EMPHASIS

The reading that is suggested is designed to provide an understanding of the way decisions are made in political organizations. The case studies should be read as a reference for understanding the interactions of individuals and groups that are involved in community college policy formation.

As a result of this unit the student should:

1. Understand the processes by which policy is developed in political organizations.

2. Appreciate that the community college is a political organization and show that the principles applicable to other political units are also applicable to community colleges.

3. Understand the political processes by which policy decisions are made at the department and college level.

## ACTIVITIES

### A. READING

1. A Primer of Political Analysis, Donald A. Strickland,  
Larry L. Wade and Ray Johnston. pp. 1-64

This volume provides a basic discussion of man and authority and the functioning of man in a political setting. The remaining three chapters are recommended for those who wish to go into greater depth.

2. Select one of the following two books and read the pages suggested in each. Each is a study of a city and the way in which decisions were made in that city. They were both written in 1961. The Banfield book deals with Chicago and the Dahl book deals with New Haven. These volumes should provide a good understanding of the processes by which policy is made in political organizations. Both are very applicable to higher education, especially as community colleges provide more services directly related to societal needs.

Political Influence, Edward C. Banfield. pp. 3 - 12

Any one of Chapter 2 through 7 and pp. 235-285. For those wishing to go into greater depth the remainder of the volume from pp. 286 is recommended.

Who Governs: Democracy and Power in an American City?, by Robert A. Dahl. pp. 1-8, pp. 89-103, any one of Chapter 8 through 11 and pp. 270-275. For those wishing to go into greater depth all of Book 2, 3 and 6 are recommended.

### B. FURTHER REFERENCES

Problems In Social and Political Thought, Whitaker T. Deinger

A Systems Analysis of Political Life, David Easton

A Governmental Process: Political Interests and Public Opinion,

David B. Truman

C. SUGGESTED INDIVIDUAL ACTIVITIES

1. A proposal has been made that your college adopt a credit-for-learning policy for all courses. Criteria would be established for each course and students would be granted credit when they demonstrate that they have met those criteria. In this system no grades will be given other than a pass when the student has demonstrated competence.

List ten groups or individuals in the formal structure (Federal Government, State Government, Board of Trustees, line officers in the college, etc.) who would have a concern with this proposal and what their concern might be. List five groups and individuals (not from the formal structure) on or off the campus who might concern themselves with this proposal and what their concern might be. In light of these involvements assess the potential for a favorable decision for the proposal.

## UNIT I - STATE AND FEDERAL GOVERNMENT

One of the most dramatic actions of the Federal Government in its participation in higher education policy was the enactment of the Morrill Land Grant Act of 1862. This provided considerable impetus to development of publicly supported colleges, and its impact is still felt today.

Another similar instance is provided by the World War II Bill which provided significant impetus to the "access revolution" that is in its late phases at the present time.

Over the years the Federal Government has increased its activity in higher education and has affected policy primarily by the use of categorical rather than general aid to institutions. However, in recent years the Federal impact on higher education policy has been greatly stepped up and new and more direct means of influencing policy are being initiated.

The principal lever for Federal policy implementation is the financial aid that colleges accept from the Federal Government. In 1972 this exceeded six billion dollars for the first time. In that same fiscal year nearly five million undergraduate students received support for attending institutions of higher education.

If an institution accepts the aid it must accept Federal rules and regulations. For instance, the Equal Employment Opportunity Commission enforces within institutions equal opportunity for employment as defined by the Federal Government. Unfavorable action by this group can end the eligibility of a college to receive Federal funds. Any college accepting Federal funds is subject to the actions of this Commission.

Another way the Federal Government effects local policy is in the form of reporting that is required by Federal agencies. The form in which reports are prepared and the way in which data are kept can have direct impact on funding not only at the Federal but at the local level and can affect program decisions by showing certain programs more or less favorably. The National Commission on the Financing of Post-Secondary Education (a Federal Government organization) is currently considering the questions of the form and substances of reports; but it is also developing recommendations for the formulation of national policy with regard to division of the responsibility for financing post-secondary education.

In recent years the Federal Government has introduced some very direct methods of influencing higher education policy. An illustration is the development of the Area Manpower Planning Boards. In order to receive Federal manpower funds, programs must be coordinated at the local level; and all institutions and constituencies concerned with manpower training must be represented on the Board. The Board, in turn, makes decisions as to which institution will receive Federal manpower funds. This involves two Federal priorities --- one is the coordination of the activities of educational institutions; and the second the promotion of vocational and career education.

Public Law 92-318 (passed in June, 1972 but not yet implemented because of lack of funding) clearly demonstrates the intention of the Federal Government to bring about statewide planning among post-secondary institutions. It states:

"Sec. 1202. (a) Any State which desires to receive assistance under section 1203 or title X shall establish a State Commission or designate an existing State agency or State Commission (to be known as the State Commission) which is broadly and equitably representative of the general public and public and private non-profit and proprietary institutions of postsecondary education in the State including community colleges (as defined in title X), junior colleges, postsecondary vocational schools, area vocational schools, technical institutes, four year institutions of higher education and branches thereof.

"(b) Such State Commission may establish committees or task forces, not necessarily consisting of Commission members, and utilize existing agencies or organizations, to make studies, conduct surveys, submit recommendations, or otherwise contribute the best available expertise from the institutions, interest groups, and segments of the society most concerned with a particular aspect of the Commission's work."

The interests of State Government in higher education policy has increased substantially over the last twenty years. It was primarily the State Legislatures that funded the development of the community colleges and the "access revolution" of the 1950's and 1960's. In the 1970's, State Governments have increased their interest in systems of higher education and the economies that might result from such developments. State Legislatures have taken greater interest in the establishment of policy, based on the assumption that they are the representatives of society and the colleges were developed to serve society.

The concern of State Legislatures with systems has included interest in programming planning budgeting systems, cost analysis, and greater and greater emphasis on accountability for higher education. The interest in systems has gone so far as to include multi-state arrangements. The Southern Regional Education Board has recommended the Academic Common Market. Certain programs would be made available to the students of any

of the participating states at regular in-state fees. An accounting at the close of each year would be made among the states to assess appropriate costs.

This movement at the state level towards systems and away from college autonomy is undeniable and becoming increasingly evident.

### STUDY EMPHASIS

The emphasis in this unit is on the increasing efforts of Federal and State Governments to establish higher education policy. The readings and activities are designed to help you learn about these trends and to relate them to your institution.

As a result of study of this unit, you should be able to describe the new initiatives of the Federal Government in determining policies for higher education.

You also should be conversant with the activities of the legislature of your state with regard to systems, accountability, and goal setting in higher education.

### ACTIVITIES

#### A. READING

1. Equal Opportunity For All: An Agenda for National Action
  - a. "The Need For State and Local Support", James L. Wattenbarger. pp. 81 - 96
  - b. "The Need For Federal Support", Charles Lee pp. 97-106
  - c. "The Necessity Of Coordinating State and Federal Support", Richard M. Millard. pp. 107 - 124

d. "A National Agenda For Community Junior College",  
Clyde E. Blocker. pp. 125 - 140

2. Higher Education From Autonomy To Systems, James A. Perkins,  
editor.

a. pp. 15 - 63

b. "Higher Education and the Federal Government", Wilbur J.  
Cohen. pp. 87 - 95

3. University Higher Education, Earl J. McGrath

a. "State Systems of Higher Education", Thomas McConnell  
pp. 19 - 39

B. FURTHER REFERENCES

1. "Block Grants For Higher Education", Raymond C. Gibson

2. State Officials and Higher Education: A Survey of the  
Opinions and Expectations of Policy Makers in Nine States,  
The Carnegie Commission on Higher Education

a. State Patterns, pp. 1-29

b. Influence and Pressures, pp. 39 - 49

3. The Uses of the University, Clark Kerr. pp. 46 - 84

C. SUGGESTED CLUSTER ACTIVITIES

1. Invite an active state legislator to discuss the role of the  
legislature in determining goals for higher education, and his interest  
in higher education systems development for your state.

2. Invite the chairman of the Area Manpower Planning Board in  
your area to discuss the activities of that organization and its impact  
on the distribution of funds to various organizations.

3. Invite the State Director of Community Colleges (or another appropriate state officer) to discuss the 1202 Commissions.

D. SUGGESTED INDIVIDUAL ACTIVITIES

1. Describe the potential impact of the 1202 Commissions on your institution.

2. Review recent activities of the State Legislature and ascertain one example of an action related to the establishment of systems for community colleges.

3. Through your readings, find two examples of each of the following:

a. The implementation of Federal policy in colleges through agencies other than the Department of Health, Education and Welfare.

b. The use of categorical grants to bring about the implementation of Federal policy at the local institutional level.

c. The impact of development of statistical systems on policy at the local institutional level.

## ISSUE I - FROM AUTONOMY TO SYSTEMS

Institutions of higher education once claimed that all decisions concerning policy should be determined exclusively by the faculty. In recent years, there has been increasing pressure for institutions to relate their services more directly to the society around them. With other factions as well, this has brought policy decisions from outside the institution. Even on matters of local institutional policy, colleges increasingly accept participation by many interests from outside the college itself.

The increasing costs of operating institutions of higher education has led to pressure for more accountability and for the development of systems of education. Legislatures tend to view all educational institutions in the State, private and public, as comprising a single system. They want to examine alternatives for providing educational services and to choose that which appears most efficient. This important development will have far reaching impact on higher education.

### STUDY EMPHASIS

You should concern yourself with the rationale for the development of systems and the most likely advocates of such developments. Give close attention to the advantages and disadvantages of systems of higher education. This should include urban, regional, state, and national systems. Consider the relationship of your institution to any systems and the impact of further development.

## ACTIVITIES

### A. READING

1. Higher Education - From Autonomy To Systems, James A. Perkins.
  - a. "Drive For Coordination", edited by James A. Perkins  
pp. 3 - 12
2. The Learning Society, Robert M. Hutchins.  
pp. 51 - 63
3. Report On Higher Education. (The Newman Report)  
pp. 4 - 27  
pp. 71 - 74
4. The Purposes and the Performance of Higher Education in the United States Approaching the Year 2000, The Carnegie Commission on Higher Education.  
pp. 81 - 101

### B. FURTHER REFERENCES

1. Liberal Education, March, 1973.
  - a. "Autonomy, Authority, and Accountability"  
Alexander Heard. pp. 5 - 12
  - b. "Autonomy, Authority, and Accountability"  
Frank Newman. pp. 13 - 26

### C. SUGGESTED CLUSTER ACTIVITIES

1. Invite a major administrator of your college to discuss the impact of the developing system of higher education on the institution.

D. SUGGESTED INDIVIDUAL ACTIVITIES

1. Describe the setting of your own institution in terms of the systems of which it is a part. List each of these systems and describe its relationship to your own institution.

2. Take a position with regard to the following statement:

"Because of increased efficiency and the need to reach national societal goals a single national system of higher education should be developed with interlocking state subsections. Each institution should have its purposes clearly spelled out as a part of this national system and should make its decisions within the framework of its assigned area of responsibility."

## ISSUE 2 - ACCOUNTABILITY

The late 1960's took a heavy toll on the creditability of American institutions of higher education. Following an extended period of unprecedented increase in support, questions of appropriateness of role and quality of performance began to be raised. This has stimulated considerable interest in accountability by State Legislatures.

Institutions of higher education are now being required to clearly indicate their goals, and the benefits of these goals for society. Funding decisions will be made in light of competing goals (environment, health services, quality of urban life) and the relative value to society. Educational funds will be distributed only after examination of alternatives involving various educational institutions --- these will often include private and proprietary, as well as public institutions.

It is most important for those in higher education to have greater understanding of the issues of accountability, especially those concerning the appropriateness of the measures of the products of higher education.

### STUDY EMPHASIS

Your study should center on two major areas:

1. The emerging emphasis on accountability and the effect on the locus of power concerning higher education policy.
2. The appropriateness of the quantitative measures currently being suggested for educational program evaluation.

### ACTIVITIES

#### A. READING

1. The Learning Society, Robert M. Hutchins  
pp. 85 - 104, 122 - 136
2. The Purposes and Performance of Higher Education in the United States Approaching the Year 2000, The Carnegie Commission on Higher Education.  
pp. 23 - 26, 53 - 57
3. Report On Higher Education, The Newman Commission.  
pp. 28 - 32

B. SUGGESTED CLUSTER ACTIVITIES

1. Invite the president or business officer of your institution to speak to the Cluster concerning the changing requirements for Accountability for your institution. Be sure to have reactions to all levels --- Federal, State, Board of Trustees and other groups to which the institution must be accountable.

2. Work together to formulate a reaction to the following proposition:

"There should be a de-emphasis on accountability as it tends to stifle creativity and individual development that has been so important to American higher education. It purports to measure results that are not measurable in quantitative terms."

C. SUGGESTED INDIVIDUAL ACTIVITIES

1. Examine the work of your area or department and determine two ways that it could be more accountable.
2. Analyze the impact on your institution of a system of accountability that uses credits earned, and students granted degrees as the **sole** measures of output.

### ISSUE 3 - WHO SHOULD PAY?

There is no doubt that the Federal Government and many members of society are changing their view with regard to who should pay for higher education. The support for individual students that was gained beginning with the GI Bill has increased during the 1960's. Support was made available for needy students, minority students and other special categories of students bringing access to higher education to increasing numbers of persons. Now there is a tightening of aid to students --- The Carnegie Commission recommends that an increased share of college costs be paid by the student. Legislatures are questioning the advisability of increasing college enrollment and college budgets are meeting stiffening resistance.

#### STUDY EMPHASIS

You should be concerned with the trends in support of higher education, especially that share assessed students. What would be the results of changing policy concerning the distribution of costs in higher education? Who should pay? The Carnegie Report provides a worthwhile discussion.

#### ACTIVITIES

##### A. READING

1. Higher Education: Who Pays? Who Benefits? Who Should Pay?

The Carnegie Commission on Higher Education.

## B. SUGGESTED CLUSTER ACTIVITIES

1. Invite the financial aid officer of your institution to discuss the changes in individual student aid and the implications for the future makeup of your student body.

2. Debate the positions set forth in Suggested Individual Activities.

3. Assign several members to support and several to oppose the Carnegie recommendations on who pays --- then reach a Cluster position on this matter.

## C. SUGGESTED INDIVIDUAL ACTIVITIES

1. Pick one of these statements as the one most closely representing your view and develop a rationale for that position.

a. There should be no tuition charges for higher education.

The benefits to society are such that society should pay the bill and, further, no individual should be restricted from higher education because of lack of economic means.

b. Individuals should pay a greater share of the cost of their education. It has been well documented that persons who receive something free do not appreciate it. Community colleges have suffered from the attendance of students who are not serious about taking advantage of the opportunity for learning. Further, the individual has reached an age when he should be able to support himself and pay his own way.

c. Individuals should pay a greater share of the cost of higher education but a floor should be set and persons whose incomes are below that floor should be allowed to attend free so that access will not be limited to the affluent.

## UNIT II - ORGANIZATIONS AND INFLUENCE GROUPS

In addition to government, higher education is influenced by numerous groups and organizations. Some are organized specifically to deal with higher education, and some deal with many issues of which higher education is one. There are organizations such as the American Council on Education, an organization of colleges which is interested in higher education policy and representing higher education to the national legislature. The American Association of Community and Junior Colleges is an organization maintaining institutional membership. It is concerned with all phases of junior and community college programs and maintains active relationships with the national legislature. The American Association of Higher Education is an individual membership organization which stresses the issues in higher education, but does not represent higher education to the national legislature.

There are various teacher groups interested in higher education policy, including the American Association of University Professors and the American Federation of Teachers. There are citizen groups in various communities which view higher education as an instrument for reaching various goals in which they have interest. There are also innumerable membership groups representing the various disciplines and specialties in higher education. One group that has considerable impact is the Association of Collegiate Registrars and Admissions Officers. The standards for record keeping set forth by this group has considerable impact on academic policy.

There are research organizations such as the American Council on Testing and the Educational Testing Services. The impact of these groups is illustrated by the College Level Examination Program of Educational Testing Service. This program is in national use as a basis for certifying competence and granting credit to students upon entry into college.

Foundations have important impact as they fund programs that support the attainment of their goals. The two reports that you have read for this module --- the one by the Carnegie Commission, and the Newman Report sponsored by the Ford Foundation --- are good illustrations of the impact of foundations on higher education policy.

A new breed of organization has emerged recently to specialize in higher education management and reporting. These have developed with Federal support and often a commitment to use the tools that are developed. Perhaps the most important example is the National Center for Higher Education Management Systems which developed under the aegis of WICHE. This organization has the responsibility for developing systems for cost analysis, program planning budgeting systems and other management tools. These tools are gaining wide use in higher education, particularly with State organization, and also carry with them significant impact for future policy. Another form of organization concerned with higher education policy is the Southern Regional Education Board --- an organization of the governors of the Southern States who work together on common educational problems.

The accrediting organizations including the five regional associations and specialized accrediting groups have considerable impact on higher education policy. A significant impetus to the use of new instructional approaches has resulted from the position of the Southern Association concerning such practices.

The importance of these non-government organizations is indisputable and anyone working in higher education should be familiar with these organizations and their roles.

#### STUDY EMPHASIS

You should become conversant with the various non-government organizations having important impact on higher education policy. Your emphasis should be on determining the role of such organizations nationally and their impact on your institution. The Chronicle of Higher Education is a good source of information concerning the activities of foundations --- it is suggested that you review recent issues in the course of your study.

#### ACTIVITIES

##### A. READING

1. Higher Education From Autonomy To Systems, James A. Perkins, editor.
  - a. "Private Systems of Higher Education", O. Meredith Wilson. pp. 99 - 108
  - b. "Foundation Influence On Education", F. Emerson Andrews. pp. 109 - 119

- c. "Special Institutions In Systems Of Higher Education",  
William W. Turnbull. pp. 121 - 130
- d. "The Southern Regional Education Board", Winfred L.  
Godwin. pp. 67 - 74

B. FURTHER REFERENCES

- 1. Higher Education From Autonomy To Systems, James A.  
Perkins, editor.
  - a. "The Committee On Institutional Cooperation",  
Frederick H. Jackson. pp. 67 - 74
  - b. "The Role of Private and Voluntary Organizations  
in the Field of Higher Education", Risieri Frondizi.  
pp. 265 - 278

C. SUGGESTED CLUSTER ACTIVITIES

1. The number and variety of organizations and interest groups affecting higher education policy is so numerous that it would be virtually impossible for one student to develop the complete picture of the effect of these organizations on his institution. However, the Cluster working together and dividing the work might develop this picture.

2. It is also recommended that representatives of various non-government groups interested in higher education be invited to the Cluster to discuss their group and its objectives.

3. If you have persons in your college who were involved in the institutional accreditation, ask one of these individuals to discuss this process and its impact on policy.

4. Invite the business manager or the president to discuss any foundation grant that the institution has received and the basis upon which that grant was made.

D. SUGGESTED INDIVIDUAL ACTIVITIES

1. Determine five examples of the impact of non-government organizations on policy in your institution.

2. Research the activities of one category of non-government organization on higher education policy.

#### ISSUE 4 - THE NEW STUDENT

It seems certain that the future holds increases in students from groups previously under-represented in higher education, such as minority groups, women and older students. There are trends towards increased occupational education combined with trends towards increased life-long education.

In a period of considerable change colleges must determine their mission --- whom they will serve, and how. There is no doubt that many of the new students require special, and more costly, services if they are to succeed. The easiest course is to continue to serve a select clientel. Is that the right course?

This issue involves important value judgement. Your emphasis should be on formulating a position concerning the appropriateness of increased emphasis on the new students. What impact would such emphasis have on the traditional programs? Is the community college the best institution to provide these services? What is the future of the community college if it decides not to increase emphasis on the new students?

#### ACTIVITIES

##### A. READING

1. The Learning Society, Robert M. Hutchins  
pp. 11 - 32
2. Educational Opportunity For All -- An Agenda For National Action
  - a. "The New Students: Students Constituencies Real and Potential", Jane E. Matson. pp. 9 - 21

- b. "The Needed Institutional Response", Richard C. Richardson, Jr. pp. 51 - 65

B. FURTHER REFERENCES

1. Report On Higher Education, The Newman Commission  
p. 44
2. Educational Opportunity For All - An Agenda For National Action  
"The Future Students At Brookdale", Duncan F. Circle  
pp. 23 - 36
3. The Academic Revolution, Christopher Jencks and David Riesman. pp. 1 - 27

C. SUGGESTED CLUSTER ACTIVITIES

1. Invite a member of a minority group who is known to have an outspoken position with regard to services for minority students to discuss his position with the Cluster.
2. The same might be done for women and the elderly.

D. SUGGESTED INDIVIDUAL ACTIVITIES

1. Select one of the following positions and be prepared to logically defend that position:
  - a. Special services should be provided to members of minority groups, as they have been deprived of educational services at all levels and it is necessary to provide such help in order to equalize opportunity.

b. The important role of higher education is that of preparing students for a productive life and occupational security; therefore, it should emphasize activities for full time students rather than dissipating its services on part time students of diverse interests.

c. There is no basis for providing special services for educationally deprived students as it has been clearly demonstrated that remedial education is not successful, especially as late as the college level.

2. Assess the effectiveness of your institution in attracting and serving the new students.

## ISSUE 5 - SOCIALIZATION OR SOCIAL RECONSTRUCTION

It has long been maintained that the basic purpose of education is that of socialization --- the preparation of students for effective and worthwhile participation in society, following the completion of the educational program. In recent years there has been increased interest on the part of society for more direct services from higher education. There has been increasing desire on the part of all segments of society for higher education to become more a part of its immediate surroundings --- a participating social agency. With this development, many institutions of higher education have adopted a philosophy of social reconstruction. That is to say, it is not only the goal of higher education to prepare people to live in society, but to change society in what the institution considers constructive ways. This basic issue could become one of the most important issues of the decade of the 1970's and 1980's.

### STUDY EMPHASIS

In recent years colleges have continued to become involved in the activities of their communities. The issue that should concern you is that of the right of a college to determine what is the right course for a community and to expend public funds to promote that course. What effect does a social reconstruction philosophy have on academic freedom? If a college adopts a social reconstruction philosophy would this endanger the performance of the socialization function?

### ACTIVITIES

#### A. READING

1. A review of The Learning Society is suggested.

2. The Purpose and the Performance of Higher Education in the United States Approaching the Year 2000, The Carnegie Commission on Higher Education.  
pp. 28 - 58

B. FURTHER REFERENCES

1. The Uses of the University, Clark Kerr
2. The Aims of Education and Other Essays, A. N. Whitehead

C. SUGGESTED INDIVIDUAL ACTIVITIES

1. Develop your position with regard to socialization or social reconstruction as a basic philosophy for higher education for the last quarter of the Twentieth Century. Examine the directions of your institution and determine which of these basic philosophies underlies current policy decisions and what changes of course might be desirable.

2. Take a position concerning the following statement:

The community college should not attempt to change society for it does not have the authority to determine the appropriate direction for society. The college should prepare well educated students who can enter society and participate in effective decision making. This is the way the college improves society.

## ISSUE 6 - OCCUPATIONAL EDUCATION - LIBERAL EDUCATION

There has been a growing thrust in higher education to emphasize occupational education in the preparation of professionals and more recently in the preparation of technicians and skilled workers. Throughout the Twentieth Century those interested in the various forms of occupational education have come to dominate higher education and recently there has been increasing Federal emphasis on occupational education. Yet as the work requirement continues to diminish for the typical American, the time available for liberal or general education is increasing. An ancient goal of mankind --- that of occupying oneself with the growth of the intellect --- appears to be within the grasp of many Americans.

There is considerable debate as to the best preparation for life. Is it through preparation for successful employment or through basic intellectual development? The issue is further complicated by the growing practice of permitting students more freedom in selection of courses. Many see the immediate benefit of occupational courses but not liberal education. Thus, enrollment in traditional liberal education courses is diminishing.

### STUDY EMPHASIS

The question to be addressed is that of the value of a liberal education. Should it be built into the requirements of all programs? Should liberal education be a life long pursuit with the college providing only elected occupational courses on first contact with the student? Is occupational education being over-emphasized as society becomes more complex and work life shortens?

## ACTIVITIES

### A. READING

1. The Learning Society, Robert M. Hutchins.  
pp. 85 - 104
2. The Purposes and Performance of Higher Education in the United States Approaching the Year 2000. The Carnegie Commission on Higher Education.  
A review of this document is suggested especially  
pp. 39 - 42.
3. Essays on Career Education
  - a. "Career Development: A Cooperative Thrust of the School and Its Community", Thelma T. Daley.  
pp. 85 - 92
  - b. "The Role of Community Colleges in Career Education", John F. Grede. pp. 117 - 126

### B. FURTHER REFERENCES

1. "The Liberal Arts and Their Enemies", James Hitchcock
2. The Academic Revolution, Christopher Jencks and David Riesman, pp. 85 - 104

### C. SUGGESTED INDIVIDUAL ACTIVITIES

1. Prepare a position on the following statement:

Preparation for a career should have the major emphasis in higher education for the professional advancement is the basis of a constructive life. It allows the individual to achieve a liberal education through his lifetime. Further, this career education prepares a person to make the most important contributions to society.

### UNIT III - DEVELOPMENT OF POLICY WITHIN THE INSTITUTION

Policy decisions are made at all levels and all are made in a political framework. Groups and individuals and their attitudes and influence are an integral part of every policy decision.

Whether a policy decision affects only one department in an institution or is to be applied on a state or national basis, it is important for those involved to recognize the context within which policy decisions can be made and implemented. Authority cannot be exerted on the basis of position alone. The day has passed when people will accept policy decisions that were generated without participation.

As community colleges become more involved in the communities around them they have increased the constituency that must be evolved in decisions. Thus, the processes of policy formation at all levels of the college has become very complex.

#### STUDY EMPHASIS

You should concentrate on gaining an understanding of the processes involved in policy decisions in bureaucratic organizations. This in turn should be related to community colleges. You should utilize the knowledge of these processes to better understand the working of your institution.

#### ACTIVITIES

##### A. READING

1. Review: A Primer of Political Analysis, Donald A. Strickland, Larry L. Wade and Ray Johnston.  
pp. 1 - 64

2. Review: either Political Influence, Edward C. Banfield  
pp. 3 - 12, 235 - 285  
or Who Governs?, Robert A. Dahl

B. FURTHER REFERENCES

1. Democracy and Complexity: Who Governs the Governors?,  
Fred Krinsky.

C. SUGGESTED CLUSTER ACTIVITIES

Assign roles to persons in the Cluster and ask each individual to prepare to act out his position with regard to one of the following situations:

SITUATION #1 -- A decision must be reached concerning the student financial aid program in XYZ Community College. XYZ Community College is an urban multi-purpose community college with an enrollment of 5,000 full time students and 3,000 part time students. It has a commitment to serve the whole urban community and it is especially interested in service to the new students. It is financed by the state on the basis of an FTE count that is computed on the last day of late registration (which is five days after the first day of classes). The budget is based on a projection of the same enrollment as the previous year. There is considerable evidence in other community colleges in the area that it will be difficult to attain a stable enrollment. Should the enrollment not meet expectations, the state

will immediately adjust the income to the institution.

The institution is also subject to audit by state auditors who are known to be particularly critical of practices that do not meet the letter of the law. These audits are published and available to the press which generally gives considerable space to the findings. This Fall the auditors have indicated that they are especially interested in auditing the processes in the student financial aid department. They have privately indicated to the business manager a concern with the repayment rate on student loans. They question whether the institution has properly screened persons prior to committing loans to them.

Federal grants and loans to students have been reduced and there is concern that this might reduce enrollment and cut sharply into minority group enrollment. Later this year the college will be audited by the Department of Health, Education and Welfare to determine whether they are making progress in increasing the enrollment of minority students.

ACTORS -- The Business Manager, the President, the President of the Faculty Senate, the Director of Student Financial Aid and the Dean of Student Affairs.

THE SETTING -- The President has called a meeting of the group specified above. It is two weeks prior to registration. Enrollment figures are not encouraging and final notice

has been received from the Federal Government of substantial reduction in student aid. The President opens the meeting with the following statement:

"We face a complex problem with regard to student financial aid. We are being examined concerning our loan practices by the State auditors and I would like you to know that in November we will have to report to the Board of Trustees that it is necessary to write off over \$40,000 in uncollected student loans as bad debts. Last year when we wrote off \$22,000 the Board was very concerned over our practices in this area. Before this meeting is over we must determine what our practices will be with regard to short term student loans. With regard to resources, it appears that the auxiliary fund has produced enough money so that we will not be pinched for funds to support these loans. Our decision must be one that we can live with in terms of our enrollment, the review by the State auditors, the concern of the Board of Trustees, the HEW review of minority group enrollment and the quality of our business practices, and our service philosophy."

SITUATION #2 -- In the same institution --- XYZ Community College --- a proposal has been brought to the Curriculum Committee that a course in Human Sexuality be offered and

that it be supported by explicit books and films. Last year there was an incident concerning the faculty member who proposes this course. He was accused of sponsoring "pot" parties involving students in his home. An investigation of this incident left the college administration with suspicions that this was true. However, there was no direct proof. This particular faculty member is an activist and the students who had signed up for the course are expected to seek publicity for the course whether it is offered or not. Should it not be offered it is understood that they plan to stage protests and perhaps even file charges of violation of freedom of speech. Should the course be offered, they plan to seek publicity for this course in the local media.

ACTORS -- The Dean of Academic Affairs (the Dean was involved in the investigation of the incident concerning the proposing faculty member). The members of the Curriculum Committee who are the Dean of Student Affairs and six faculty members.

Faculty member A is a member of a group interested in maintaining "standards" in higher education and has a conservative educational philosophy.

Faculty member B is the sponsor of the local chapter of Students for a Democratic Society.

THE SETTING -- The meeting of the Curriculum Committee. The proposing faculty member opens the meeting as follows:

"I am proposing a three credit elective course entitled "Human Sexuality" to be offered in the Sociology and Psychology Department. I have outlined the course and its supporting materials. I feel very strongly that the use of books and films that I propose is essential, despite the fact that some of these materials have been seized by the Attorney General in a raid at the Ever Present Adult Book Store. The difference is the use to which the materials are to be put. It is my opinion that this course is important. The materials are necessary to do an adequate job."

D. SUGGESTED INDIVIDUAL ACTIVITIES

Analyze the decisions that were reached by the group and determine the basis upon which these decisions were reached. Was it based on educational philosophy? Was it expedient? Were they based on the dynamics of the intergroup process and the power of the actors supporting the positions that won out?

Be prepared to discuss your analysis within the Cluster.

## ISSUE 7 - FACULTY ORGANIZATION

Collective bargaining began to appear in American colleges and universities in the 1960's. One major issue concerns the adversary role of the faculty and administration that is concomitant to a collective bargaining system. Colleges have long maintained that they have a participatory form of institutional governance.

The laws of decision making power continues to shift to forces outside the colleges. The question is what model of faculty organization is appropriate for the conditions of the late Twentieth Century.

The most commonly proposed patterns are that of a faculty senate type organization (one that has not been provided in many community colleges) generally supported by the American Association of University Professors and the union organization of the American Federation of Teachers.

One concern is whether a satisfactory professional relationship can be developed in a collective bargaining setting.

### STUDY EMPHASIS

You should emphasize the development of a position concerning the appropriateness of a union form of organization for community college faculty. Try to understand the positions of the advocates of unions and senates as well as the position of administrators. How would each form of organization effect your college? What would be the advantages and disadvantages to faculty, students, and for decision making?

## ACTIVITIES

### A. READING

1. Collective Bargaining Comes To The Campus, Robert K. Carr and Daniel K. VanEyck. pp. 240 - 293
2. "Governance and the Faculty", Stanley O. Ikenberry.

### B. FURTHER REFERENCES

Faculty Unions and Collective Bargaining, E. D. Duryea, pp. 20 - 43, 83 - 107.

### C. SUGGESTED CLUSTER ACTIVITIES

1. Ask the leader of the faculty organization in your institution to discuss the role of that organization in your college.
2. Ask a major administrator in your college to discuss the impact that a union organization would have on decision making processes in the institution.

## ISSUE 8 - OPEN EDUCATION AND STANDARDS

There has been considerable discussion in higher education concerning open admission policies and the effect on educational standards. Those supporting open admissions state that the purpose of community colleges is to serve all adults and that all can learn, if provided appropriate educational programs. Those expressing concern for standards argue that the admission of less qualified students will of necessity force the lowering of acceptable standards in courses and thus rob the qualified student of a good education.

This important issue will be in the forefront of educational policy decisions in the 1970's and 1980's.

### STUDY EMPHASIS

You should develop an understanding of the rationale for open education as well as the position of those in opposition. Can quality and standards coexist with open education? What will be the future community college policy? What impact does open enrollment have on the makeup of the student body? What is right for your institution?

### ACTIVITIES

#### A. READING

1. Report On Higher Education. (The Newman Report)  
pp. 44 - 50
2. "Open Admissions: Toward Meritocracy Or Democracy",  
Jerome Karabel.
3. Universal Higher Education, Earl J. McGrath, editor.  
"Social, Political, Economic and Personal Consequences",  
Henry Still Commager, pp. 1 - 18.

B. FURTHER REFERENCES

1. "Open Door College or Curriculum", Robert Birnbaum.
2. The basic references for the module.

C. SUGGESTED CLUSTER ACTIVITIES

1. Discuss the following policy suggestion and reach a position as it relates to your institution:

Students should be admitted to the college on an open basis. However, every student should be required to take a complete testing series before beginning classes. A program of remedial courses should be required of students who show deficiencies. Students failing remedial courses should be dropped from the college. Some programs are sufficiently difficult that it would be unfair to admit low ability students regardless of performance in remedial courses. These programs should have testing cut off scores required for admission.

## ISSUE 9 - THE FORM OF LEARNING PROCESSES

Through the 1950's and 1960's the enrollment in colleges and universities tripled. The institutions accomodated this growth by simply adding more of the same with little change in methods.

The lecture-discussion method continued to be the predominant educational form as it had been for centuries.

During this same period there was a great dialogue concerning change in learning programs. Several plans were hailed as the answer to all educational problems. In the mid-fifties it was programmed learning, and in the late fifties, educational television. After the failure of under-planned, under-researched, and under-financed programs, these approaches to learning were rejected by virtually everyone.

During the sixties there has been more careful use of the fads of the fifties. It was recognized that these tools required far more planning than traditional arrangements and that different learning plans are useful for different courses and for different students. In the seventies the use of these and other new forms of learning programs are increasing. The use of educational technology is again gaining wide interest.

There are two other recent developments that have gained strong advocates ---process education and credit for learning. Unfortunately these are not compatible. To the process educator what is important is the interaction of the group and the development of interpersonal skills and personal growth. Whatever one learns has value for the individual and the individual can best judge what is worthwhile for himself. For

the advocate of credit for learning, the competencies and skills that are required in any course can be stipulated and measured. When the student demonstrates the necessary competencies he is awarded credit, whether he has been in a program a day or a year. The value of processes is not considered important.

The last quarter of the century will bring substantial change in the form of learning programs. There will be increased use of instructional systems, more technology, time varied programs, and multi-mode organization for learning. There will also be a struggle among those advocating traditional methods, process educators, and the proponents of credit for learning.

### STUDY EMPHASIS

All of the new forms of learning programs have important implications for the cost of education, the organization and administration of a college, the functional distribution of funds, student life, and the role of members of the faculty. You should concentrate as much on the implications of new forms of learning as on understanding the concepts.

### ACTIVITIES

#### A. READING

1. The Fourth Revolution: Instructional Technology in Higher Education. The Carnegie Commission on Higher Education. pp. 15 - 27
2. Exploration In Non-Traditional Study, Samuel B. Gould and Patricia Cross, editors.
  - a. "Non-Traditional Study: An Overview", Rodney T. Hartnett. pp. 12-38

B. FURTHER REFERENCES

1. The Fourth Revolution: Instructional Technology in Higher Education. The Carnegie Commission. pp. 65 - 80
2. Review the basic references for the module.

C. SUGGESTED CLUSTER ACTIVITIES

1. Invite a strong advocate of process education, credit for learning, or traditional instructional forms to discuss his position with the Cluster.

2. Divide the members to look into the implications of the following policy on your institution:

The complete credit for learning program is in effect in your institution. At any time that a student can demonstrate the necessary competencies or skills he will be credited for a course. The instructional program will recognize different learning styles, and will provide for time variable and multi-mode programs as the students needs dictate. A student can proceed at his own pace taking the time necessary for him. The only grade given will be pass upon completion of a course. However, a student may be given incremental credit (for a three credit course, one credit for mastering one-third of the objectives).

a. What would be the effect on college administration?

What would need to be done to implement such a program?

- b. What would be the impact on the role of faculty members?  
How would their work life change? What would be the positive and negative effects?
- c. What would be the fiscal implications for the institution?  
What new needs (programs, functions or personnel) would the college have?
- d. What would be the effect on students? What would be positive and negative impacts?
- e. What implications would such a policy have for inter-institutional relations?

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