DOCUMENT RESUME

ED 161 326 HE 010 537

AUTHOR	Manning, Thurston E.
TITLE	State Postsecondary Education Institutional Authorization and Oversight. A National Report and Inservice Education Program. Summary and Synthesis of the Conference.
INSTITUTION	Education Commission of the States, Denver, Colo.
SPONS AGENCY	Kellogg Foundation, Battle Creek, Mich.; Office of Education (DHEW), Washington, D.C.
PUB DATE	Sep 78
NOTE	19p.; Colorado Springs Invitational Seminar-Conference on State Postsecondary Education Institutional Authorization and Oversight (Colorado Springs, Colorado, July 21-25, 1978)
AVAILABLE FROM	Inservice Education Program, Education Commission of the States, 1860 Lincoln St., Suite 300, Denver, Colorado80295
EDRS PRICE	MF-$0.83 HC-$1.67 Plus Postage.
DESCRIPTORS	*Accreditation (Institutions); Administrative Organization; Conference Reports; Consumer Protection; Eligibility; Federal Aid; *Federal State Relationship; *Government Role; *Government School Relationship; Higher Education; Inservice Programs; Interinstitutional Cooperation; *Postsecondary Education; State Aid; State Colleges; *State Government; State Universities
IDENTIFIERS	American Institutes for Research

ABSTRACT

Highlights are presented on a seminar on state postsecondary education institutional authorization and oversight that was attended by 139 persons representing 38 states, the District of Columbia, Guam, and Puerto Rico. The central focus was the state role in authorizing institutions to operate and the oversight of such institutions as related to protection of educational consumers, eligibility for state and federal funds, and minimum integrity and quality control to avoid fraud and abuse. The relationship of state oversight activities to the federal government and to voluntary accrediting agencies was also examined. A report on State Oversight in Postsecondary Education by the American Institutes for Research (AIR) was discussed at the seminar. Recommendations of the AIR report and from the discussion groups are included. Appendices include comments from the work sessions, questions that were the basis for discussions, and the conference agenda. (SW)

STATE POSTSECONDARY EDUCATION INSTITUTIONAL AUTHORIZATION AND OVERSIGHT

A National Report and Inservice Education Program

SUMMARY AND SYNTHESIS OF THE CONFERENCE

A REPORT OF THE
EDUCATION COMMISSION OF THE STATES AND
DIVISION OF ELIGIBILITY AND AGENCY EVALUATION
U.S. OFFICE OF EDUCATION

STATE POSTSECONDARY EDUCATION INSTITUTIONAL AUTHORIZATION AND OVERSIGHT

A National Report and Inservice Education Program
Colorado Springs, Colorado
July 11-14, 1978

Summary and Synthesis of the Conference
by
Thurston E. Manning

Cosponsors

Division of Eligibility and Agency Evaluation
United States Office of Education

Inservice Education Program
Education Commission of the States

Cooperating Agencies

Council on Postsecondary Accreditation
Federal Interagency Committee on Education
National Association of State Administrators and Supervisors of Private Schools
National Conference of State Legislatures
National Governors Association
Postsecondary Education Convening Authority
State Higher Education Executive Officers
United States Department of Defense
Veterans Administration

The conference and this publication were supported by funds from the W. K. Kellogg Foundation and the Division of Eligibility and Agency Evaluation, U.S. Office of Education. The full proceedings of the conference will be published in the near future. Additional copies of this summary are available from the Inservice Education Program, Education Commission of the States.

TABLE OF CONTENTS

MEMBERS OF THE CONFERENCE PLANNING COMMITTEE

Merlin Anderson
Administrator
Nevada Commission of Postsecondary Institutional Authorization

Joseph Clark
President
Joseph A. Clark Associates

Gordon K. Davies
Director
State Council of Higher Education for Virginia

C. Wayne Freeberg
Executive Director
Florida State Board of Independent Colleges and Universities

Steven M. Jung
Senior Research Scientist
American Institute of Research in the Behavioral Sciences

Thurston E. Manning
Director
Commission on Institutions of Higher Education
North Central Association of Colleges and Schools

Richard M. Millard
Director
Postsecondary Education Department
Education Commission of the States

N. Edd Miller
President
University of Maine, Portland-Gorham

Louis Rabineau
Director
Inservice Education Program
Education Commission of the States

John R. Proffitt
Director
Division of Eligibility and Agency Evaluation
Bureau of Postsecondary Education
U.S. Office of Education

PREFACE

Another milestone in American postsecondary education took place in Colorado Springs, Colorado on July 21-25, 1978. The highlights of the seminar, attended by approximately 150 state, regional and national leaders, capture some of the significant and considered discussions that took place on the important topic — "State Postsecondary Education Institutional Authorization and Oversight: A National Report and Inservice Education Program."

Cosponsored by the U.S. Office of Education Division of Eligibility and Agency Evaluation and the Inservice Education Program of the Education Commission of the States, the program was developed and implemented by an excellent planning committee in cooperation with a number of organizations: the Council on Postsecondary Accreditation, Federal Interagency Committee on Education, National Association of State Administrators and Supervisors of Private Schools, National Conference of State Legislatures, National Governors Association, Postsecondary Education Convening Authority, State Higher Education Executive Officers, United States Department of Defense and Veterans Administration. Topics discussed are shown in the program, which appears in Appendix C.

From the keynote address by Governor Otis Bowen, M.D., of Indiana, to the summary and conclusions by Thurston Manning and Richard Millard, the program was rich and meaningful. Each participant was part of a small working party, or discussion group, that met four times during the seminar for intensive exchange of ideas. The discussions were stimulated by ideas generated by presenters on the program, experiences and ideas of those present and some salient questions that were carefully developed by a subcommittee of the planning group. Each question also had "strawman answers" to stimulate thinking. The conference offered an excellent opportunity to discuss the report, *A Study of State Oversight in Postsecondary Education*, as well as national, federal, regional and institutional specifications on the myriad of issues.

The Inservice Education Program (IEP) of the Education Commission of the States is pleased to have cooperated with the U.S. Office of Education Division of Eligibility and Agency Evaluation and all the other cooperating organizations in presenting this information program and conference. These highlights have been developed because of the immediate interest of attendees and others who are anxious to see the seminar results in concise form. Detailed proceedings will be published and distributed widely before the end of 1978.

Louis Rabineau
Director, Inservice Education Program
Education Commission of the States

SUMMARY AND SYNTHESIS OF THE CONFERENCE

(Revised from the oral presentation at the conference)

Thurston E. Manning
Commission on Institutions of Higher Education
North Central Association of Colleges and Schools

I. INTRODUCTION

This conference may be likened to a piece of architecture. There is a plan — the comprehensive and detailed American Institutes for Research (AIR) report by Steven Jung and his associates[1] that provides a variety of cross sections and views of the topic. There have been subcontractors — the distinguished speakers who provided a depth of knowledge on special topics. There has been a clerk-of-the-works — John Proffitt, who represented the builders to be sure that everything goes well. However, the heart of the construction was the contributions of those who attended the conference and participated in the extended discussion groups. I suppose the discussion leaders might be called the foremen and the conferees called the artisans who made the structure. Like artisans of the Middle Ages, each one did not confine himself to making a faithful representation of the plan, but rather provided a unique and singular elaboration.

There is a danger in allowing so many to work so freely on a structure. The result may be incoherent and even structurally unsound. But if the plan has been convincing, the subcontractors effective and the foremen communicative, then, like the artisans of the Middle Ages, we may have created a structure excellent in its outline, convincing in its detail and better than any single person could have done.

This analogy suggests that the task of summarizing the conference is not unlike the task of the architectural critic — to discover in the multiple detail certain pervasive themes and, having identified those, to show how they interact to form the details of the structure. In doing this, the critic must be careful not to add his own contribution (other than in interpretation). His obligation is to report and interpret, not to build the building. It should also be noted that no critic can comment or include all that occurred without failing in his obligation to summarize. Therefore, no artisan should feel abused if his or her prized contribution is omitted here.

The task of summarizing has been made easier by the skill of the discussion leaders in reporting the comments of the groups. Without that first synthesis of ideas it would have been impossible to prepare this final document.

II. THEMES

It is possible to discern in the discussions certain themes that recur in various combinations and permutations. They are enumerated here in random order, with no attempt to judge their relative importance.

Theme I: Complexity.

One person mentioned to me in the hall that he hadn't realized how complex the issues of state oversight are. He admitted that until he got into the discussions he thought things were quite simple, but now he was confused and glad he didn't have to solve all the problems. The complexity theme is expressed in many ways, including the following:

1. *The structure of oversight in the several states.* The AIR report demonstrates clearly (and the reports from the discussions confirm) that the administrative organizations are widely different in the different states. Indeed, in some states there are no structures at all to deal with certain segments of postsecondary education.

2. *The heterogeneity of postsecondary institutions.* The United States has developed a postsecondary universe that displays a wide spectrum on any classification one can find. In size, institutions range from a dozen students to over 50,000. In purpose, institutions can seek to be as focussed as those that aim only to train good truck drivers, or as diffused as the universities whose programs range from remedial arithmetic to research on the origins of the universe. In financial resources, some in-

others preside over permanent endowments of millions of dollars.

3. *The philosophical stance of the conferees.* Some conferees advocate strong central control as a matter of principle while others advocate as free a competition as possible. Some feel certainty in their own minds and do not hesitate to express opinions unambiguously. Others believe that truth has not yet been revealed to them and speak with hesitation.

Examples need not be multiplied. The complexity of the issues, the resources, the people and above all of the postsecondary enterprise is obvious. It is a recurring theme in the discussions and it is a reality that prevents simplistic solutions to problems, however intellectually appealing such solutions may be.

Theme II: Evenhandedness.

This second theme flows from the first one. Throughout the discussions, along with the recognition of the complexities, was a dedication to fair play, often expressed as an unwillingness to give certain categories of postsecondary institutions special privilege or to treat other categories especially harshly. This was not, however, a simple insistence on uniformity, since there was recognition that uniformity of treatment is not fair if applied to different kinds of institutions. However difficult it is to be fair (and the discussions provided examples of the difficulties), there was throughout the discussions a dedication to that quality of fairness that one group called "evenhandedness," a striving for equality of treatment, while recognizing essential differences and not using irrelevant characteristics as the basis for discrimination.

Theme III: Acceptance of the Triad.

"Triad" carries the idea that oversight and improvement of postsecondary education involves three distinguishable groups — the federal government, the states and the institutions themselves as represented by their nongovernmental voluntary accrediting organizations. Among the conferees were those who wished the federal government would go away and get out of higher education, others who would like a freer market for education than some states have been willing to allow and still others who predicted an early demise to voluntary accreditation. Overall, however, the theme that ran through the discussion was that each component is currently here and reasonably strong and that each is going to continue to be a force within postsecondary education. Thus an acceptance of the presence of the triad colors much of the discussion, and is reflected in the themes that follow.

The triad concept was not always regarded as helpful and has been strongly criticized as being an oversimplification. Nevertheless, the concept appeared repeatedly in the discussions and its utility was apparent. Perhaps the idea of the triad might best be regarded as a revelation of truth in need of a theology. The theology, of course, would have to explicate not only the connections among the components, but also the essential characteristics of each component. Some connections and characteristics found in the discussions included the following:

1. There is a need to recognize a necessary division of labor among the triad components. Accreditation is different from eligibility for federal funds. State authorization for an institution to operate is not the same as accreditation.

2. State authorization to operate is mandatory in states exercising such authorization. Neither eligibility for federal funds nor accreditation has that mandatory characteristic, although some conferees held that the pervasive need for funds and approval makes almost a fiction the claim that use of federal funds and accreditation is "voluntary."

3. Activities of various agencies within the federal government cause concern and confusion. Federal regulations (and here recent regulations promulgated by the Federal Trade Commission were explicitly mentioned in the discussions) conflict with state statutes and regulations. Federal recognition of accrediting agencies has affected the internal structures and activities of these private organizations.

Acceptance of the presence of the three components of the triad did not mean in the discussions that all was well with the world. Many examples were provided illustrating various weaknesses in each component and much attention was given to ways in which these weaknesses could be removed. It was clear that a lack of resources was a fundamental weakness in each component. While a lack of resources for the federal government seemed laughable to some, conferees remembered that only a short time ago the U.S. Commissioner of Education testified that one reason for difficulties with student loan programs was that insufficient administrative strength had been provided when these programs were established. There seemed to be no doubt in most minds that most of the states were not providing fully adequate administrative resources for the oversight of institutions, and data from the AIR report were cited in support. One conferee suggested that the accrediting agencies would not be able to fulfill paper expectations until their staffs were increased several fold.

At the same time, there seemed to be a recognition that a manifold increase in resources would not be

forthcoming, regardless of need. The "Proposition 13" phenomenon," understood as a deep reluctance of the public to provide further growth of government at any level, was often mentioned and was emphasized by John Phillips in his paper early in the conference.

Such considerations made more important the clarification of the proper roles of each triad component. Identifying what each can do best and dividing the work would be a technique for allocating scarce resources and accomplishing work at minimum expenditure levels.

Theme IV: Fundamental Nature of State Authorization. This theme develops the idea of proper division of labor and appropriate interaction among the triad components. Recurring in the discussions was a recognition that each state has a fundamental obligation for the oversight of all education within its borders, an obligation that is constitutionally prohibited to the federal government and an obligation that cannot be exercised by the self regulation of accrediting associations that must rely on the voluntary joining together of institutions. Recognition that state authorization is fundamental leads at once to the understanding that it must be the precursor both to federal actions affecting institutions and to accreditation.

This fundamental nature of state authorization also places squarely on each state the obligation to see that its authorization is carried out in a responsible fashion. Two levels of responsibility were identified in the discussions: (1) having appropriate statutes and regulations, and (2) having appropriate and sufficient administrative strength for enforcement. The model legislation developed several years ago by the Education Commission of the States was cited as helpful for the first level. Some of the recommendations of the AIR report speak to the second.

Theme V: Credibility and Communication. One of the discussion groups talked extensively about "gaps." This was the only group to use this word, but what it expressed found other forms in the discussions. A gap is an empty space and important gaps for the triad are the empty spaces of understanding and confidence among and within the components. It was clear in the discussions that persons from state agencies do not know how well, or even how, accrediting agencies worked. Nor do those from the federal government understand the problems and constraints affecting the daily activities of the states. Therefore, the accrediting agencies have mistrusted the actions of both the states and the federal government.

But if the triad is a reality, and Theme III expresses this, then its effective working through a rational division of labor requires that each component be credible. Credibility means surface validity (that is, mere plausibility). Credibility means supporting the validity of policies and actions by evidence and sound logic. If, then, the components of the triad are to have credibility with one another, they must find ways by which they can muster not well-meant sentiments, but evidence of effective work.

Clearly better and more complete communication among the triad members is one way in which such evidence can be shared and the discussions strongly supported improved communication. Communication did not mean handouts of convenient information, but rather a full sharing of both successes and failures directed toward an appreciation and understanding of the strengths and weaknesses of the triad members. Also emphasized was a need for similar credibility within each triad component. The presence of multiple federal agencies affecting postsecondary education leads to a loss of federal credibility when, as has happened, the decisions of one agency contradict the positions of others. Accrediting agencies sometimes seem to have quite different policies, leading to confusion and loss of credibility. The statutes and regulations of the several states are so different that some have concluded that the states as a group are unreliable in the oversight of education.

This theme of credibility and the need for effective communication does not provide easy answers to the many problems identified. What emerged from the discussions was an awareness of gaps among and within the triad members and a willingness to seek ways of bridging these empty spaces and coming closer to establishing and recognizing the credibility of all the groups working to give appropriate oversight to education.

III. RECOMMENDATIONS OF THE AIR REPORT

Having identified some of the recurring themes of the structure constructed in the discussions of the conference, we turn now to consideration of specific elements of that structure, beginning with the recommendations of the AIR report which served as the fundamental plan.

1. *The U.S. Office of Education (USOE) should disseminate copies of the AIR report, including its "Technical Addendum," to all state agencies that express a desire to strengthen their laws and regulations.*

Such dissemination clearly improves communication and was supported by the conference. Indeed, one might question why the report should not be disseminated to all state and accrediting groups that are interested in it, or even to those that are not in-

is that the dissemination should have an end other than mere broadcasting. Such a limitation is also reflected in the theme of effective communication that strengthens credibility.

2. *The USOE Division of Eligibility and Agency Evaluation should convene a workshop for staff of all state authorizing and oversight agencies, including those in both nondegree and degree-granting sectors, to go over the findings of this study and its implications for state agencies.*

This recommendation was also supported in the discussions. It bears on the fundamental nature of state authorization and the consequent need for each state to provide responsible authorization. Such a workshop would also assist in the communication among states and in finding more effective ways in which states can expend limited resources in carrying out the authorization activity. This seminar constitutes the first such workshop.

3. *USOE should begin to formulate an official policy statement encouraging all states to enact and enforce state authorizing and oversight standards that meet or exceed minimum consumer protection standards.*

In the discussions bearing on this recommendation there was an undercurrent, almost another theme, of mistrust of too much federal presence. Federal encouragement was generally welcomed; but the clause "meet or exceed minimum . . . standards" seemed to some to invite unwelcome federal specification of how states should behave and what standards they should embrace. Perhaps this is only an illustration of a credibility gap, but it was clear in more than one discussion group that the federal government needs to tread cautiously lest its encouragement step over into requirement. So long as the federal presence is limited to encouragement of the states, there was no loss of support for this recommendation. Perhaps the recommendation needs rewording to include explicit recognition of state autonomy and of the states' own concerns for consumer protection.

4. *USOE should strongly consider drafting and asking the Congress to pass an amendment to the general provisions of Title VI of the Higher Education Act of 1965, as amended, providing federal funds for states that have enacted standards more extensive than those in the ECS model legislation.*

On this recommendation the discussion groups, almost without exception, voiced great reservation. Some of it was related to the question of evenhandedness. Why should only states exceeding the model legislation provisions be eligible for federal funds? Some of it was related to the standard itself. What makes the ECS model the touchstone, other than the absence of any other model? By far the greatest reservation was with respect to the principle implied in the recommendation that the states should look to the federal government for financial support of normal state activities. This principle was clearly rejected by the conferees. There were some who expressed great reservation about any continuing federal funding. As one conferee expressed it, "Every federal dollar comes with a string attached to it, and it's only a question of time before that string is jerked."

5. *USOE should establish and maintain a state licensing agency liaison center and clearinghouse.*

This is a recommendation that speaks directly to the theme of communication, certainly within the state component of the triad, and possibly also among all three components. The recommendation was strongly supported in the discussions. However, the theme of a proper division of labor was also heard in the discussions, with a clear conclusion that while federal encouragement and funding was desirable, federal operation (implied by "maintain" in the recommendation) was not. The alternative suggested was operation of the clearinghouse by a neutral party acceptable to all components of the triad, but certainly having the confidence of the states since it is state information that would be exchanged. Such organizations as the Education Commission of the States or various professional groups of state agency officials were suggested as possible clearinghouse operators.

6. *USOE should contract for the services of an organization of national reputation to plan and carry out a continuing program of staff development activities for state licensing agency personnel.*

Again a positive response to this recommendation was found in the discussion groups, the details echoing many already mentioned such as the desirability of federal encouragement, the need for states without extensive resources to provide proper administration of oversight activities and the necessity of increasing credibility and communication through better knowledge and experience. The recommendation's provision for training to be conducted by an organization apart from the federal government was strongly supported. A large number of conferees appeared to regard as a proper part of the federal activity the encouraging and stimulating (in part through funding) activities to be carried out by others. Here is another development of the idea of division of labor among the triad components.

7. *USOE should consider making more extensive use of the data collected during this study.*

While there was little indication that this recommendation received much discussion during the conference, it seems to be such good advice that few would argue with it. There was agreement that the data were reliable, except for changes since their collection.

IV. OTHER RECOMMENDATIONS FOR ACTION

The discussion groups did not confine their suggestions for future work to those suggested in the AIR report. Finding general agreement on additional recommendations for action was difficult because the groups had only highly informal communication among themselves. Nevertheless, there are some additional recommendations that seem to have widespread support:

1. *Because the data of the AIR report are valuable in the daily work of the three triad components, provision should be made to keep those data current.*

The AIR report may be likened to a "snapshot" of state oversight at one instant in time. What is needed for improved credibility and communication is "live coverage." Already, according to testimony in some discussions, the AIR data have been made obsolete by actions since they were collected.

2. *Because of the gaps in understanding and because of confusions of roles that have been identified in certain cases, there is need to make explicit the role of each component of the triad.*

To work toward an understanding of these roles it was suggested that a nongovernmental group undertake to formulate guidelines to distinguish the proper role of each component.

3. *While not a recommendation, there is clearly a general expectation that the U.S. Office of Education will give careful consideration to the results of this conference, particularly those recommendations for action and those comments about the concerns of the conferees that the proper federal role is not in operating accrediting or state approval activities, even at long distance.*

It is clear that the form of this conference was not that of a legislative assembly, coming together to debate propositions and proposals and concluding by voting approval of some and not of others. Rather, this was a conference given to free discussion of ideas, and its results, while we may call them recommendations, are really an agenda for action by others. Further, while the conferees come from all parts of postsecondary education and all kinds of state and federal agencies, they are by no means the chosen representatives of their groups. Their opinions and conclusions, while important, cannot be said to bind or obligate others. In addition, the conference took place within only a particular few days, without the possibility of reflection between discussions.

This supports the wisdom of wide dissemination of the results of the conference, both to allow persons not present to consider and contribute to the issues and to give all of the conferees the opportunity for second thoughts. Indeed, it might be useful to convene another group to meet later and see whether the agenda formulated here can be further developed.

V. CONCLUDING COMMENTS

The preceeding sections represent a summary of the construction done at the conference. Like any critic, I have my own biases and opinions and like any good critic; I have tried to suppress them and report carefully what I observed, whether it was all I desired. The summary probably leaves out items of importance to some and emphasizes things of little importance to others. If any artisans are troubled that their important contributions — whether it is the design of the foundation or merely the joyful carved eagle wearing a frock coat that surmounts the pediment — has been overlooked, please remember that it wasn't done by design. To help remedy my omissions, the discussion leaders had the opportunity to report for each group.

One final comment: the length and content of this summary are testimony to the extent and depth of work by the members of the conference. Surely there have been few conferences at which the participants came earlier or stayed later than they did at this one. In fact, one of the problems was to terminate the discussion groups so that the leaders could report the results. And while we all enjoyed the amenities of the pleasant site and congenial friends, no one can say that we were on vacation, nor, I think, can anyone say that what was constructed is a mere vacation shack. It certainly needs further work, but I think there has been enunciated a basis for sound and effective oversight of our complex postsecondary education, resting on the ground of state authorization and building on a strengthened triad.

Appendix A

COMMENTS FROM TH. NORK SESSIONS

1. The AIR report presented a complete view as of January 1, 1978 of state oversight of postsecondary education. The AIR report needs to be constantly modified, revised and updated as the situation changes. The proposed licensing center and clearinghouse should be instituted immediately to keep the information current.

2. Guidelines should be developed to delineate more clearly the functions of the various components of the triad. Such guideline development should be undertaken by a nongovernmental group with full consultation with representatives of the triad and other interested groups and citizens. These guidelines should attempt to delineate the roles and responsibilities of each triad element, e.g., what each triad member should do and how. The guidelines would help, for example, to distinguish between licensing, accreditation and recognition as these relate to eligibility for federal funds.

3. The proper role of federal funding in support of state oversight and accreditation is to provide stimulation, training, communication and facilitation of state and accrediting agency activities. It is not a proper function of federal funding to operate licensing and accrediting activities. Funding itself carries such power that the funder could easily become the operator. There is concern that while funding is needed, it should not be used to control operations. Rather it should take the form of incentives to the states to develop legislation at least equal to the Education Commission of the States' model legislation and to improve and expand agency activities to insure adequate oversight operations.

4. Although the conferees were representative of the postsecondary education community, they were not selected representatives of that community. The recommendations and proceedings should be sent to the broadest community possible in addition to the attendees.

5. Further refinement and specific action recommendations might be enhanced by a smaller follow-up meeting of key representatives of the state authorizing and agency accrediting communities and other concerned organizations involved in the conference.

6. State oversight in relation to consumer protection and institutional probity should be exercised in relation to all postsecondary institutions including satellites or branch campuses whether operated within the state or across state lines.

7. Problems of communication and coordination of state oversight and accrediting agency activities are frequently as crucial within the states as among states. Accordingly, states should be encouraged to bring together representatives of state higher or postsecondary education agencies, state oversight agencies, institutional and academic leaders and other interested parties to develop better lines of communication and to address common problems related to consumer protection, oversight, accreditation and other related issues.

8. While licensing is exclusively a state function, the U.S. Office of Education (USOE) and the Education Commission of the States (ECS) can facilitate better communication and encourage improvement in legislation and practice. ECS, with USOE support, should establish and maintain a licensing agency center and clearinghouse to improve licensing and monitoring procedures in the states and to provide an ongoing program for staff development.

9. Since the common concern of oversight and accrediting agencies is with responsible and qualitatively adequate education for students, students must not be lost sight of in oversight and accrediting activities.

10. Initially, there is need for a neutral nongovernmental body to stimulate the development of a cooperative and coordinated activity for state licensing and authorizing officers. Such a body should be funded to engage in the following tasks:

    a. Reinforcement of self-sustaining organiza-

tions of state licensing and authorizing officers.

b. Encouragement and assistance to such organizations in the formulation of sound mutually beneficial and useful policy and action agenda.

c. Encouragement of such groups to formulate and develop sound joint activities with the accrediting community, institutions and the appropriate agencies of the federal government.

11. With reference to the relationship between state licensing and authorizing agencies and accreditation, four observations should be noted:

a. Closer communication is essential in order to provide the basis for improved cooperative action.

b. Further work is needed to improve standards including educational outcome measures as a common basis for licensing or authorizing and for accreditation. The documentation utilized in this process of developing standards should be a matter of public record.

c. Off-campus centers and branches are responsibilities both of the respective states and the regional and programmatic accrediting agencies. The accrediting groups must have adequate evidence for judgement of program quality if they are to be of value to the state licensing or authorizing agency involved. From the standpoint of state oversight agencies, off-campus operations of out-of-state institutions within the state must be considered as new or additional institutions within the state.

d. Joint visitations to institutions by accrediting and licensing/authorizing agencies where feasible and in the interests of both parties should be explored. In some instances this is currently taking place.

12. States should continue to work toward adoption of the ECS model legislation to cover basic educational authorization operations and to insure fundamental consumer protection in relation to all providers of postsecondary programs, but in other particulars they should adapt it to their own circumstances. At the same time, ECS should continue its efforts to formulate additional model legislation provisions to cover emerging problems in the field of consumer protection.

13. The information clearinghouse should also maintain current information on licensing and regulations of postsecondary education and make such information available to states wishing to improve their laws.

14. The U.S. Department of Defense and the states should work closely together in addressing the needs for education on military bases.

15. Education in relation to the military can be likened to a laboratory situation in that it represents a microcosm of all of education. The state bears a major responsibility for working with the military. There should be increased awareness and recognition of the problems of the military because of the scope and importance of the military programs to the states and the nation.

Appendix B

SOME SALIENT QUESTIONS

FOR CONSIDERATION BY WORKING PARTIES

The following are the questions that were the basis for discussions in "working parties" to which each attendee was assigned at the workshop in Colorado Springs, July 11-14, 1978.

1. What should be the relationship of state licensing agencies and their personnel to other state agencies and national organizations of their personnel (e.g., attorneys general, legislators, governors)?
2. How should state licensing and approval agencies communicate with one another?
3. What strategies are available to states to improve licensing statutes and regulations?
4. How should states improve the administration of licensing regulations?
5. How should one state recognize the institutional licensing of another?
6. How can the U.S. Office of Education assist states in discharging the state licensing of postsecondary institutions?
7. What should be the relationship of state licensing to programs on military bases?
8. What should be the minimum consumer protection standards enforced through state licensing?
9. What should be the relationship of state licensing to state veterans' administration course approving agencies?
10. What should be the relationship of state licensing to institutional eligibility for federal funding?
11. What should be the relationship of state licensing to public institutions?
12. How should institutional accreditation be recognized in state licensing laws, regulations, and administration? How can the states improve their uses of nongovernmental accreditation and cooperation between appropriate state agencies and accrediting bodies?
13. How should states license or otherwise supervise extension activities of an institution operating outside its home state?

APPENDIX C

Institutional Authorization and Oversight

A NATIONAL REPORT AND INSERVICE EDUCATION PROGRAM

COSPONSORS

Division of Eligibility and Agency Evaluation
United States Office of Education

Inservice Education Program
Education Commission of the States

Cooperating Agencies

Council on Postsecondary Accreditation
Federal Interagency Committee on Education
National Association of State Administrators and Supervisors of Private Schools
National Conference of State Legislatures
National Governors Conference
Postsecondary Education Convening Authority
State Higher Education Executive Officers
United States Department of Defense
Veterans Administration

Four Seasons Inn
Colorado Springs, Colorado
July 11-14, 1978

Tuesday, July 11, 1978

2:00 p.m.	Registration	Convention Lobby
2:30 p.m.	Meeting: Planning Committee	
5:00 p.m.	Reception	Ballroom 2
	Dinner	Ballroom 2
	• Welcome John Proffitt, Director, Division of Eligibility and Agency Evaluation, U.S. Office of Education	
	• Conference Preview Louis Rabineau, Director, Inservice Education Program, Education Commission of the States	
	• Introduction Elizabeth Johnson, Member, Oregon Educational Coordinating Commission, Past Chairman, AGB	
	• Keynote Address Otis R. Bowen, M.D., Governor of Indiana	
9:00 p.m.	Meeting (1): Working Party Leaders	Hospitality Room
	Meeting (2): Members of Wednesday Morning Panel	

Wednesday, July 12, 1978

8:00 a.m.	Registration	Convention Lobby
8:30-9:45 a.m.	Presentation Richard M. Millard, Director, Postsecondary Education Department, Education Commission of the States	
9:30-10:30 a.m.	Mid-Morning Social for Spouses	Garden Room
10:00 a.m.	American Institute for Research in the Behavioral Sciences Study "A Study of State Oversight in Postsecondary Education"	Ballroom 2
	• Highlights of the Report Steven Jung, Senior Research Scientist, American Institutes for Research, Palo Alto, California Chairman: N. Edd Miller, President, University of Maine at Portland-Gorham Commentators: State Perspective T. Edward Hollander, Chancellor, New Jersey Board of Higher Education National/Federal Perspective John Phillips, President, National Association of Independent Colleges and Universities Accreditation Perspective William Selden, Consultant	
	• Discussion	

Noon-2:00 p.m.	Luncheon ● Working Parties – Session I (Each attendee will be assigned to a working party.)	Ballrooms A & B
2:00-4:30 p.m.	● Working Parties – Session II	
5:00 p.m.	Social Hour – Cash Bar	Garden Room
	Joint Meeting of Working Party Leaders and Planning Committee	
	FREE EVENING	

Thursday, July 13, 1978 (continued)

2:30-4:00 p.m.	Working Parties – Session IV	
4:30-5:30 p.m.	Social Hour – Cash Bar	Garden Room
4:30 p.m.	Joint Meeting of Working Party Leaders and Planning Committee	
5:45 p.m.	Buses leave for Flying "W" (optional)	

Thursday, July 13, 1978

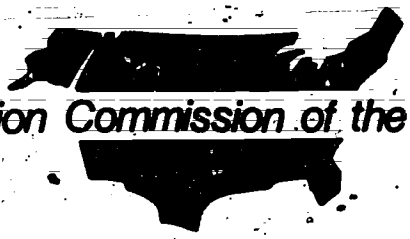
8:00-10:15 a.m.	Breakfast Session ● A Report from the United States Office of Education Remarks: Alfred Moye, Deputy Commissioner for Higher and Continuing Education, U.S. Office of Education John Proffitt, Director, Division of Eligibility and Agency Evaluation, U.S. Office of Education	Ballroom A
	● Recent Developments at the Federal Trade Commission Remarks: Terry S. Latanich, Attorney, Bureau of Consumer Protection, Federal Trade Commission Walter C. Gross III, Attorney, Bureau of Consumer Protection, Federal Trade Commission Chairman: Peter Muirhead, Former U.S. Deputy Commissioner of Education	
10:30 a.m.-Noon	Working Parties – Session III ● State/Federal Interface	
Noon-2:15 p.m.	Luncheon ● A Scan of the Future Interviewer: Kenneth Fischer, Director, Postsecondary Education Convening Authority Interviewees: Myra Mason, National Association of State Administrators and Supervisors of Private Schools Kenneth Young, Council on Postsecondary Accreditation Charles Dollarhide, Veterans Administration Col. Robert Zimmer, U.S. Department of Defense Bernard Michael, Federal Interagency Committee on Education	Ballroom A & B

Friday, July 14, 1978

8:00-9:00 a.m.	Breakfast	Ballroom A
9:15-11:30 a.m.	General Session ● Reports from Working Parties Chairman: Richard Millard ● Summary and "Next Steps" Thurston Manning, Director, Commission on Institutions of Higher Education, North Central Association of Colleges and Schools	Ballroom A
Noon	Adjournment	

WORKING PARTY LEADERS

(C) Merlin Anderson, Administrator, Nevada Commission of Postsecondary Institutional Authorization
(F) Graeme Baxter, Assistant Commissioner for Executive Operations, U.S. Office of Education
(F) Robert Bullock, Assistant Attorney General in Charge of Consumer Protection, Kentucky
(C) Joseph Clark, President, Joseph A. Clark Associates, Indiana
(A) Robert Corcoran, Special Assistant to the Governor for Education, Illinois
(A) Harold Crosby, President, Florida International University
(E) C. Wayne Freeberg, Executive Director, State Board of Independent Colleges and Universities, Florida
(D) W. A. Goddard, Executive Director, National Association of Trade and Technical Schools
(E) Fred Harcleroad, Chairman, Accrediting Commission, National Home Study Council
(B) Lee Kerschner, Executive Director, Colorado Commission on Higher Education
(G) Barbara Knudson, Department of Criminal Justice, University of Minnesota
(H) Sherry Lancaster, Coordinator, Institutional Review and Approval, Council of Higher Education for Virginia
(A) Kristin Morrison, Associate Professor, English Boston College, Massachusetts
(D) John Peterson, Chief, Office of Private Postsecondary Education, California
(B) Ronald Pugsley, Chief Accrediting Agency Evaluation Branch, U.S. Office of Education
(G) Frank Tredinnick, Jr., Executive Vice President, Association of Independent Colleges and Universities in Massachusetts



Education Commission of the States

The Education Commission of the States is a nonprofit organization formed by interstate compact in 1966. Forty-five states, Puerto Rico and the Virgin Islands are now members. Its goal is to further a working relationship among governors, state legislators and educators for the improvement of education. This report is an outcome of one of many Commission undertakings at all levels of education. The Commission offices are located at 300 Lincoln Tower, 1860 Lincoln Street, Denver, Colorado 80295.