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ABSTRACT

A study was conducted in 1981 by the State Board of Directors for Arizona Community Colleges to define the missions of the colleges in specific operational terms and to assess the support for these missions by the colleges' constituencies. Specifically, the study sought to determine the services, clientele, and purposes of specific college activities; the relation of these activities to specific missions; the value and priorities accorded to these missions and activities by various constituency groups; and the differences between urban and rural populations in their perceptions of college missions. A Community College Activities Survey, consisting of 60 items identifying specific activities and missions, was administered to state legislators, members of community college district governing boards, faculty and administrators, evening students, and a random sample of registered voters in one rural and one urban county. The study revealed a general consensus among all major constituency groups that instruction in transfer, occupational, and general education should have top priority, with the second highest priority given to basic skills instruction. There was a strong public perception that one of the functions of the community college is to serve special and deserving clientele. Rural respondents were somewhat more likely to perceive the community college as a multi-purpose institution. The study report includes data tables, a technical appendix, and the survey instrument. (KL)

MISSIONS OF ARIZONA COMMUNITY COLLEGES: A RESEARCH DESCRIPTION

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Acknowledgements

We would like to acknowledge the sponsorship of the State Board of Directors for Arizona Community Colleges and the leadership of its Executive Director, Dr. Russell O. Eloyer, and its past chairman, Dr. C. L. Harkins, without whose support and assistance this study could not have been accomplished.

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CHAPTER 1
EXECUTIVE SUMMARY

In May of 1981, the State Board of Directors for Arizona Community Colleges, in conjunction with the Maricopa Community Colleges and Central Arizona College, lent its official sponsorship and support to a research proposal to examine the missions of the Arizona community colleges. The stated purposes of the research were two-fold:

1. to define the missions of the Arizona community colleges in specific operational terms, and

2. to assess the support provided for these operational missions by the various constituencies of the community colleges.

The research provided the basis for the reexamination and redefinition of missions of the Arizona community colleges described in this study.

Defining the missions of Arizona community colleges in operational terms involved a review and development process characterized by significant interaction between the research team from Arizona State University and representatives from the Arizona community colleges. Following an extensive review of the literature, a series of activity statements were generated reflecting in aggregate: (1) all of the clienteles community colleges are committed to serving, (2) all of the programs and services provided for each clientele and (3) the primary justification or rationale most commonly advanced for providing each service to each clientele.

The second step of the development process involved reviewing these activity statements with state and local governing board members and with community college administrators. This review process produced ninety-five activity statements which board members and administrators endorsed as a comprehensive and accurate description of the clientele served and the programs and services provided by Arizona community colleges.

The activity statements were combined in a pilot survey and administered to 564 students in evening classes at four Maricopa Community Colleges and at Central Arizona College. The responses were analyzed statistically, and the results used to develop the final version of the Community College Activities Survey, which is included in the Technical Appendix. Through the pilot process, it was possible to reduce the number of statements from ninety-five to sixty without losing any essential information.

The Community College Activities Survey was then administered to important constituencies of Arizona community colleges: state legislators; members of the State Board of Directors for Arizona Community Colleges; members of community college district governing boards; community college administrators; community college faculty in the study districts; and a random sample of registered voters in Maricopa County, a large representative urban county, and Pinal, a sparsely populated, representative rural county.

The results of the survey were analyzed and used to answer the following questions:

1. What are the specific activities of the Arizona community colleges? What services do they provide? What clientele do they serve? For what purpose do they provide these services?

2. What are the operational missions of the Arizona community colleges defined in terms of these specific activities?

3. Which of these operational missions and activities are thought to be important by the various major constituencies of the Arizona community colleges? For which missions do these constituencies support the use of tax dollars?

4. What do different constituencies believe the priorities of Arizona community colleges should be?

5. What are the differences between urban and rural groups in their perceptions of and support for community college missions?

Detailed answers to each of these questions and related discussion are contained in the following chapters of this report. A detailed explanation of the design and methodology of this study, which primarily involved the development, administration and analysis of the Community College Activities Survey, appears in the Technical Appendix. The major findings of this study are contained in the summary which follows. The implications of the findings are discussed in Chapter V.

Perceptions of Mission

1. Twelve operationally defined missions were identified. Six of these were function-based. In order of importance accorded them by all groups in the study they included:

a. providing courses and degree programs to students of college age or older (including transfer, occupational/technical and general education programs)

b. providing entry-level vocational training

c. providing instruction in basic skills

d. sponsoring student activities to complement the educational program

e. providing general interest courses and activities for senior citizens and other community members

f. providing facilities and services for local community and business groups

Six of the twelve missions were clientele-based. In order of the importance accorded to them by all groups in the study, they included:

a. providing special support services and programs for students with high academic ability

b. serving high school students

d. providing special assistance and programs for mentally and physically handicapped students

e. providing special support services for minority groups

f. providing facilities and services for non-residents of the local community

2. Public perceptions of community college activities differed from traditional statements about community college missions. External constituencies in particular, including registered voters and legislators, tended to view community colleges in terms of whom they serve rather than in terms of the services they provide. In contrast, board members and administrators and, to a lesser degree, faculty tended to think of community college activities in traditional and functional terms, viewing the missions quite differently from the public at large. These views are not incompatible but do have a different focus. This difference in focus may help to explain some of the perceived confusion about community college missions.

3. Instruction in basic skills, particularly in preparation for entry into other academic and occupational programs, was identified as a major operational mission of the community college. This function has not previously been defined in this way for Arizona community colleges by the State Board.

4. There was a strong public perception that one of the functions of the community college is to serve special and deserving clientele. Handicapped students, high school students and students with high academic ability were all identified as clientele to be served. Other groups were also perceived to be appropriate clientele of the community college, but services to them were not accorded the same priority.

5. Rural constituents were somewhat more likely to perceive of community colleges as multi-purpose institutions providing a variety of services and resources to community members in addition to instruction. At the same time, rural constituents were also much more likely to view community colleges as traditional, residential institutions, providing instruction and complementary services and activities. Thus, rural community colleges were more likely to be seen as both community resource centers and traditional colleges.

Support for Community College Missions

6. There was a strong general consensus among all major constituents about the priorities of Arizona community colleges. Specifically, instruction in college-level transfer, occupational/technical and general education programs was the top priority for all groups who responded to the survey. Vocational training and instruction in basic skills were by consensus the next highest priorities.

7. Community colleges received support from all major groups--the State Board, local governing boards, administrators, faculty, evening students, registered voters and legislators--for the importance of providing a wide range of services to a variety of clientele. Internal constituents, including administrators and faculty, as might be expected, consistently expressed higher levels of support for the entire range of community college missions than did external groups such as legislators and registered voters.

8. All groups were more likely to support the importance of a community college mission than they were to support the use of tax dollars to fund it. Registered voters were especially unwilling to expend tax dollars on services they considered it important for community colleges to provide. The support of legislators for community college missions generally paralleled registered voters, though legislators appeared to be more sophisticated in differentiating those missions that provide public, as opposed to private, benefits.

9. Some existing special clientele were perceived as particularly needy or deserving of tax-supported services while others were considered less so. Registered voters, in particular, expressed strong support for providing services to the handicapped and to the young--high school students and students with high academic ability. Providing special services to other clientele, such as non-residents of the local community, non-high school graduates and minority groups, was not perceived to be as high a priority.

10. Students enrolled in community college evening classes expressed levels of support for community college missions that closely resembled those of registered voters. These evening students appeared to identify themselves more as taxpayers than as beneficiaries of community college services. They seemed to have more in common with other external groups than with the internal constituencies of the community college.

CHAPTER II
OPERATIONAL DEFINITION OF COMMUNITY COLLEGE MISSIONS

Mission Definition

This chapter discusses the operational missions of the Arizona community colleges as defined by analysis of responses to the Community College Activities Survey. These operational definitions describe community college missions in terms of the specific activities such colleges perform rather than in broad or philosophical terms. Forty-eight of the sixty items contained in the Community College Activities Survey clustered into twelve distinct categories that exhibited high reliability and appeared to define coherent and distinct operational missions. These twelve missions were further divided into six "function-based" missions and six "clientele-based" missions, and this distinction was useful in providing clarity to the description and discussion of these missions.

The following operational missions are numbered according to the average importance attached to each by all constituencies surveyed. They are presented in order in each of the two categories, function-based missions and clientele-based missions. A technical explanation of the analysis that identified these missions, a list of all activities contained in each mission category, and all supporting data is contained in the Technical Appendix.

Function-based Missions

Mission #1: providing courses and associate degree programs to students who are college age or older

The first mission identified was providing a variety of courses and degree programs to the most numerous community college clientele -- those more or less traditional students who are college age (18-20 years old) or older. This mission included offering courses that transfer to four-year colleges or universities and lead to associate's degrees, courses that are part of occupational/technical programs providing job preparation and leading to associate's degrees, and credit courses that provide for the general education and personal development of students. This mission combined the traditional transfer, occupational/technical and general education functions into one broad mission category -- providing traditional community college courses and programs to traditional community college clientele.

Mission #2: providing entry-level vocational training

The second mission involved offering courses and programs that provide vocational training for entry-level jobs requiring minimum levels of preparation. Grouped together in this mission category and distinguished from other occupational/technical programs providing more advanced training were such programs as clerical and typing, welding, auto mechanics and dental assisting.

Training for these areas is often provided by skill centers or in certificate programs offered by community colleges. This category contained a distinct subdivision of the broader traditional occupational/ technical function of community colleges.

Mission #4: providing instruction in basic skills

This mission, operationally defined, included providing instruction in basic reading, writing and mathematics skills. The activities in this category appeared to be exclusively those associated with instruction; this mission definition did not include those support services such as special tutoring services and counseling that might be provided to students who require instruction in basic skills.

Mission #5: sponsoring student activities to complement the educational program

Another mission was defined as providing students with opportunities to complement their educational programs through traditional student activities, such as athletics, film and concert series, and publications. Credit courses in physical education, the fine and performing arts and home economics appeared to be considered more as complementary to the credit instructional program than central to it. The activities included in this mission category are generally considered to be part of the broader student affairs function of most community colleges; however, these activities were specifically differentiated from student services that directly support the instructional program, such as counseling, adivsement and job placement.

Mission #8: providing general interest courses and activities for senior citizens and other community members

This mission included providing a variety of generally non-credit courses in hobbies and crafts, practical life skills, community issues and other general interest subjects, as well as recreational activities and skills training for senior citizens and other interested members of the community. Senior citizens appeared to be commonly associated with these types of courses and activities and to be thought of as the principal, though not exclusive, beneficiaries. These courses and activities constitute one part of the traditional community service function of community colleges.

Mission #11: providing facilities and services for local community and business groups

This mission included providing services to business and community groups including computer services, applied research and consulting services, and access to facilities, such as meeting rooms. This mission appeared to include primarily services that are extended to groups and differentiated these from services provided to individuals, for instance, library access and services. This mission category appeared to be a second subpart of the traditional community service mission of community colleges.

Clientele-based Missions

The preceding six operationally defined missions are function-based, that is, each of the specific activities included in each category is related by the type of service or function performed by the community college. The

remaining six missions identified by the study are clientele-based. E the activities in the missions involve serving special clientele.

Mission #3: providing special support services and programs for with high academic ability

The first clientele-based operational mission included providing courses, programs, scholarships and financial aid for students with hi academic ability to encourage academic excellence.

Mission #6: serving high school students

The second clientele-based mission included providing credit cour college transfer and occupational/technical associate degree programs who are concurrently enrolled in high school. These courses are provi high school students with advanced standing or to students who need su courses to complete the requirements of a high school program.

Mission #7: providing special assistance and programs for mental physically handicapped students

This mission involved providing appropriate programs and assistan handicapped students, including skills training and basic reading, wri and mathematics instruction for mentally handicapped persons, and spec assistance and aides to ensure access to college programs and resource deaf, blind and physically handicapped. Again, different types of act were united in one mission category by similarities in the clientele f services are offered -- the handicapped.

Mission #9: serving non-high school graduates

This operational mission included providing credit courses in col transfer and occupational/technical degree programs to students who ar than high school age but who have never graduated from high school no a G.E.D. diploma.

Mission #10: providing special support services for minority grou

This mission included a wide variety of services, such as special and tutoring, special support groups, special scholarships and financi and special courses taught in languages other than English or offered reservations. The common denominator of these wide-ranging activities each is provided especially to meet the perceived needs of an ethnic, or cultural minority. Thus, the mission defined by these diverse acti was providing special services for minority groups.

Mission #12: providing facilities and services for non-residents the local community

This operational mission related to providing facilities and serv designed primarily for students who are not local residents and cannot commute to the college campus. Such services included operating resid

providing housing referral assistance and providing bus or van transportation to those who cannot commute by private automobile or public transportation.

These twelve missions constituted a comprehensive operational definition of community college responsibilities as viewed by respondents to the Community College Activities Survey. These operational missions define the community college role in terms of very specific activities. The specific activity statements from the Community College Activities Survey included in each mission category are detailed in Table 1.

Table 1: Operational Community College Missions Identified by Specific Activities

Mission # 1: providing courses and associate degree programs to students who are college age or older

Item #20: Offer credit courses in the arts and sciences, the health, engineering and agricultural sciences, business and other academic areas to adult students older than traditional college age so that they can continue to study toward a bachelor's degree in these fields at a college or university.

Item #21: Offer credit courses, certificates and degree programs in business and public services, agriculture, technologies, health services and other occupational areas to adult students older than traditional college age to prepare them for jobs in these fields.

Item #56: Offer credit courses in the arts and sciences, the health, engineering and agricultural sciences, business and other academic areas to students college age or older so that they can continue study toward a bachelor's degree in these fields at a college or university.

Item # 9: Offer credit courses in the natural and physical sciences, such as biology, chemistry, physics and geology, to students college age or older so that they can continue study toward a bachelor's degree in these fields at a college or university.

Item #38: Offer credit courses in the arts and sciences, the health, engineering and agrcultural sciences, business and other academic areas to students college age or older for their general personal and educational development.

Item # 3: Offer credit courses, certificates and associate degree programs in business and public services, agriculture, technolgoies, health services and other occupational areas to students college age or older to prepare them for jobs in these fields.

Item #13: Offer credit courses, certificates, and associate degree programs in commercial arts, such as advertising design, photography, media broadcast and production and interior design, to students college age or older to prepare them for jobs in these fields.

Mission # 2: providing entry-level vocational training

Item #39: Offer basic hands-on skills training for semi-skilled jobs, in such areas as food services, component assembly and clerical services, to adults college age or older to prepare them for immediate employment.

Item #51: Offer credit courses, certificates and associate degree programs in office education fields, such as clerical and typing, keypunch and data entry, stenography and word processing, to students college age or older to prepare them for jobs in these fields.

Item #35: Offer credit courses, certificates and associate degree programs in entry-level technologies and health services, such as welding, diesel mechanics, licensed practical nursing and dental assisting, to students college age or older to prepare them for jobs in these fields.

Item #48: Offer credit courses, certificates and associate degree programs in hospitality services, such as food services, hotel-motel management and travel agencies, to students college age or older to prepare them for jobs in these fields.

Mission # 3: providing special support services and programs for students with high academic ability

Item # 2: Offer special academic courses and programs and special support services to students with high academic ability to attract them to the community college and to encourage excellence.

Item # 7: Offer scholarships and other financial assistance to students of high academic ability to encourage them to attend.

Mission # 4: providing instruction in basic skills

Item #30: Offer instruction in basic reading, writing and mathematics skills to students who have never graduated from high school nor earned a G.E.D. diploma to prepare them for entry into academic and occupational programs.

Item #27: Offer instruction in basic reading, writing and mathematics skills to students college age or older to prepare for entry into academic and occupational programs, to develop everyday life and survival skills, or to earn a General Equivalency Diploma (G.E.D.).

Mission # 5: sponsoring student activities to complement the educational program

Item #45: Sponsor intercollegiate athletics and other extracurricular activities, such as film series, intramural sports field trips and concert series for students to complement the educational program and assist their personal development.

Item #54: Offer credit courses in the performing and fine arts, physical education and home economics to students college age or older so that they can continue study toward a bachelor's degree in these fields at a college or university.

Item #59: Sponsor student government organizations, student publications and other activities for students to complement the educational program and assist their personal development.

Item #14: Offer scholarships and provide special tutoring and advisement to students with special talents, such as band and orchestra members, student athletes and other leaders in student organizations, to assist them in making progress in their educational programs.

Mission #6: serving high school students

Item #31: Offer credit courses in the arts and sciences, the health, engineering and agricultural sciences, business and other academic areas to high school age students with advanced standing so that they can earn credits toward a bachelor's degree at a college or university.

Item #28: Offer credit courses, certificates, and associate degree programs in business and public services, agriculture, technologies, health services and other occupational areas to high school age students as part of their educational program.

Item # 6: Offer credit courses and programs in business and public services, agriculture, technologies, health services and other occupational areas to high school age students with advanced standing so that they can earn credits toward completion of a degree program at a college or university.

Mission #7: providing special assistance and programs for mentally and physically handicapped students

Item #49: Offer basic hands-on skills training and occupational courses and programs to mentally handicapped persons to prepare them for employment.

Item #22: Offer instruction in basic reading, writing, and mathematics skills to mentally handicapped persons to prepare them for entry into the work force or to provide them with everyday life and survival skills.

Item # 4: Provide special assistance, such as sign language interpreters and tutoring services, to deaf and hearing-impaired students to assure them equal access to college resources and programs.

Item #25: Provide special assistance, such as braille and audio texts, aides and guides, tutoring services and adaptive equipment to blind and physically handicapped students to assure them equal access to college resources and programs.

Mission #8: providing general interest courses and activities for senior citizens and other community members

Item #33: Organize recreational activities, such as field trips to historical sites or cultural events and other outings for senior citizens and other interested members of the community for their general interest and recreation.

Item #60: Offer courses and workshops in hobbies and crafts and other subjects, such as weaving, stamp collecting and bridge to all interested members of the local community for their general interest and recreation.

Item #47: Eliminate or reduce all or some of the normal charges for senior citizens to encourage them to enroll in college courses and programs.

Item # 1: Offer courses and workshops in practical life skills, hobbies and crafts and other general interest subjects to senior citizens for their general interest and recreation.

Item #40: Offer short-term skills training in small appliance repair, tax preparation, investment counseling and other personal services to senior citizens and other interested members of the community to provide them opportunities for self-employment.

Item #32: Offer courses and workshops in practical life skills, such as family financial planning, health and nutrition and consumer education, to all interested members of the local community to help them improve the quality of their lives.

Item #36: Offer credit courses, certificates and associate degree programs to interested adults in the community at such easy-to-reach locations as shopping centers, public libraries and other public facilities for their convenience or to upgrade job-related skills.

Item #43: Offer courses and workshops in community issues and other current social, economic and political issues to all interested members of the local community to help develop an informed citizenry.

Mission # 9: serving non-high school graduates

Item #12: Offer credit courses in the arts and sciences, the health, engineering and agricultural sciences, business and other academic areas to students who have never graduated from high school nor earned a G.E.D. diploma so that they can continue study toward a bachelor's degree in these fields at a college or university.

Item #50: Offer credit courses and programs in business and public services, agriculture, technologies, health services and other occupational areas to students who have never graduated from high school nor earned a G.E.D. diploma to prepare them for jobs in these fields.

Mission #10: providing special support services for minority groups

Item # 5: Organize special support groups and provide counseling and tutoring services for ethnic and racial minority groups to assist them in benefiting from college courses and programs.

Item #42: Provide special tutoring services and counseling to students whose native language is not English to assist them in benefiting from college courses and programs.

Item #26: Offer scholarships and other financial assistance to minorities, disadvantaged and other students who might not otherwise attend college.

Item #15: Offer transfer credit courses taught in the native languages of the students, such as Spanish, Navajo or Vietnamese to students for whom English is not their native language so that they can earn credits toward degrees while improving their English language skills in other courses.

Item #11: Offer credit courses, certificates and associate degree programs to Indians on Indian reservations to assure them access to academic opportunities, occupational training and support services.

Mission #11: providing facilities and services for local community and business groups

Item #19: Make computer services available to local businesses, non-profit organizations and other community groups as a community service.

Item # 8: Provide access to facilities such as meeting rooms and exhibition space to local businesses, non-profit organizations and other community groups as a community service.

Item #10: Assist state and local government agencies, chambers of commerce and other local community groups in attracting business, industrial and residential development as a community service.

Item #23: Provide applied research and consulting services within the limits of faculty expertise in such areas as resource and energy conservation, staff and community development and needs assessment to local non-profit organizations and other community groups as a community service.

Mission #12: providing facilities and services for non-residents of the local community

Item #34: Operate residence halls for students who live beyond normal commuting distance from the college.

Item #37: Provide housing referral assistance to students who live beyond normal commuting distance from the college.

Item #58: Provide bus or van transportation for students who are unable to commute by private automobile or public transportation.

CHAPTER III
SUPPORT FOR OPERATIONALLY DEFINED MISSIONS

The reponses to the Community College Activities Survey were used to calculate the importance attached by each responding group to each of the twelve missions. A comparable measure of the willingness of each group to support each mission with tax dollars was also determined. The following graphs and explanations show the overall level of support or opposition for each operational community college mission for each major constituent group that responded to the survey.

The score was adapted directly from the 1 to 5 scale used in the Community College Activities Survey. An average score of 3.00 or higher was defined as positive support for a mission; an average score of 4.00 or higher was defined as strong support. A score of less than 3.00 was defined as opposition or lack of support; an average score of less than 2.00 was defined as strong opposition.

Function-based Missions

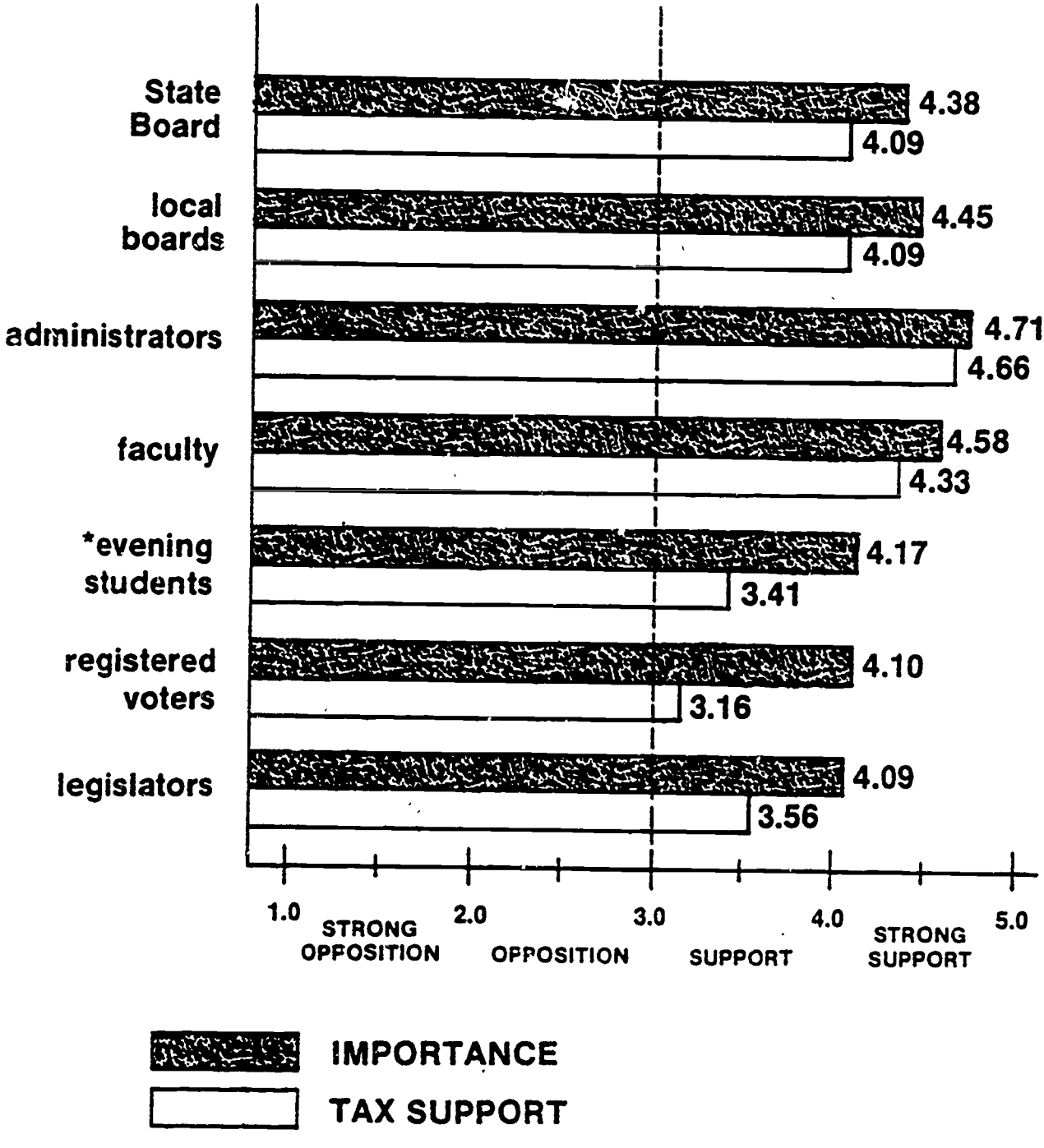
Mission #1, providing courses and associate degree programs to students who are college age or older, received strong support for its importance from all constituent groups. This mission, which included providing transfer, occupational/technical and general education courses and associate degree programs, was clearly seen and unanimously supported as the principal mission of community colleges. The willingness of each group to support this mission with tax dollars further indicated its broad general appeal. None of the other missions identified in this study received such unqualified support.

Mission #2, providing entry-level vocational training, like Mission #1, received unanimous support in terms of its importance. All groups except registered voters supported this mission strongly -- at the 4.00 level or higher, and support from registered voters was nearly that high. Providing entry-level vocational training also received unanimous endorsement for the use of tax dollars in funding. As for all missions identified in this study, support for the use of tax dollars was somewhat less than support for the importance of the mission.

Mission #4, providing instruction in the basic skills, received almost unanimous support both in terms of its importance and in terms of using tax dollars to support it. Support ranged from moderate to strong, with the State Board and community college administrators strongly supporting its importance, and legislators providing moderate but solid support. All of the groups except registered voters also indicated support for funding the basic skills mission with tax dollars.

Table 2: Support for Mission #1:

providing courses and associate degree programs to students who are college age or older.



*from pilot study

Table 3: Support for Mission #2

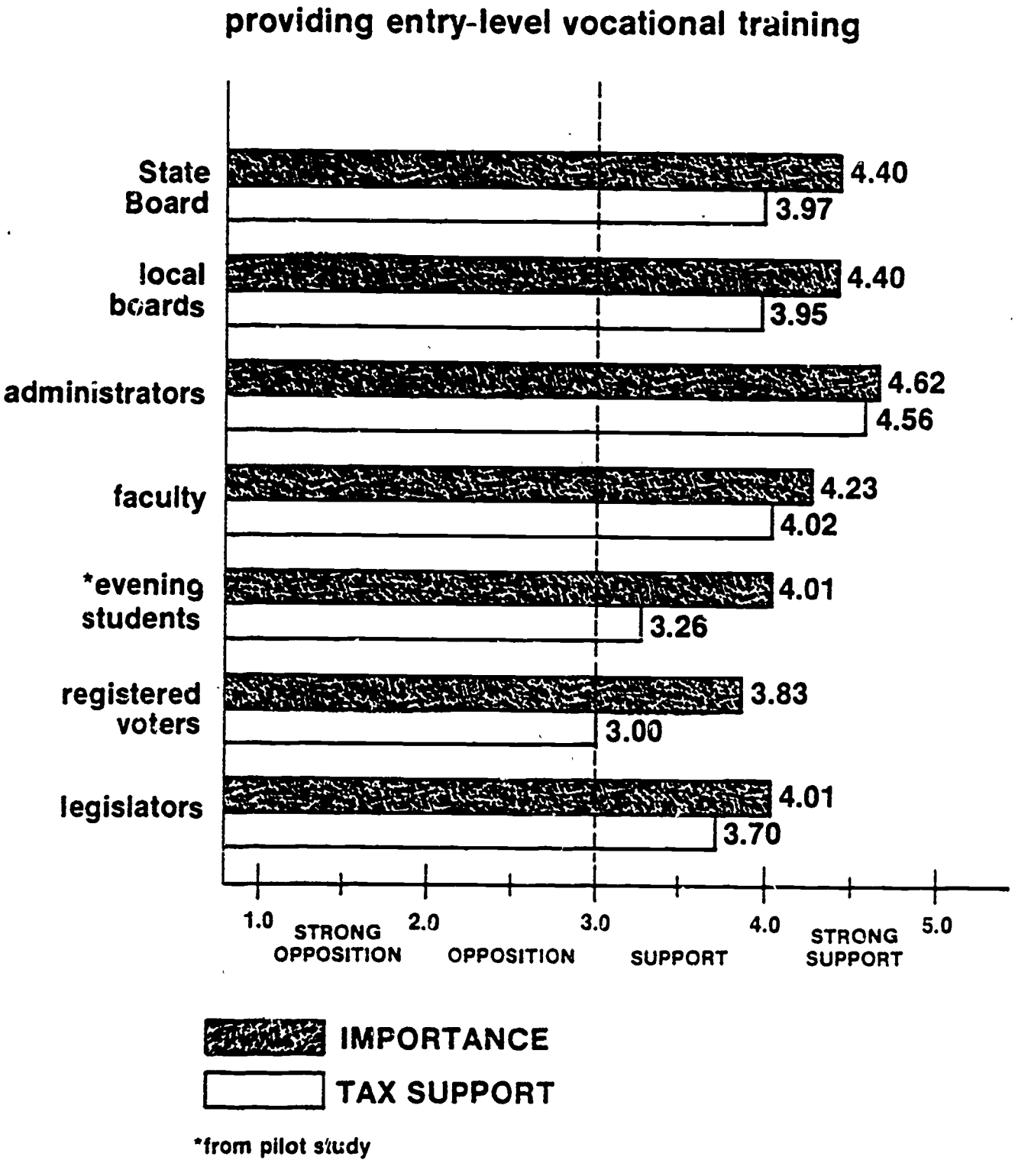
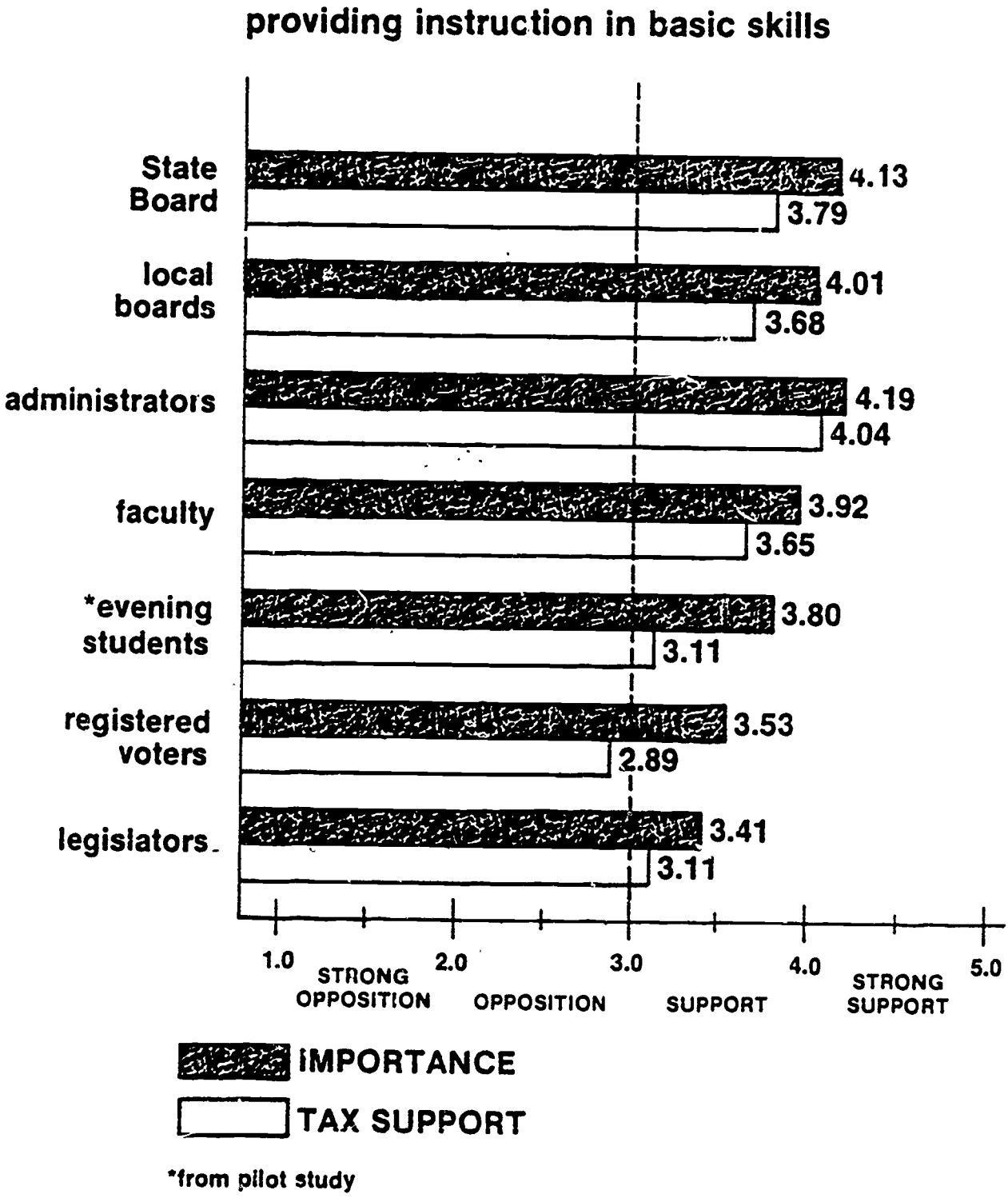


Table 4: Support for Mission #4:



*from pilot study

Mission #5, sponsoring student activities to complement the educational program, received support for its importance from all constituent groups. The State Board and community college administrators expressed strong support for these activities. However, there was mixed support and opposition to funding student activities with tax dollars. Generally, the internal constituencies of community colleges -- boards, administrators and faculty -- supported the expenditure of tax dollars for these activities, while the external constituencies -- primarily legislators and registered voters -- opposed such expenditures. Evening students also expressed lack of support for funding student activities with tax dollars, but the group of evening students for which responses are reported may not be representative of all students, and in fact, their responses appeared to resemble closely those of the registered voters surveyed.

Mission #8, providing general interest courses and activities to senior citizens and other community members, received considerable support as a legitimate function of community colleges. Only community college administrators, however, indicated strong support for it. All other groups supported the importance of the mission, though with less enthusiasm. Legislators were least likely to support the importance of providing general interest courses and activities. Among all constituencies, only administrators favored supporting this mission with tax dollars, and their support was lukewarm. Legislators, again, were least supportive of funding these courses and activities with tax dollars.

Mission #11, providing facilities and services for local community and business groups, received support for its importance from all groups surveyed. This support was consistently moderate -- in the 3.00 to 4.00 range. There was, however, little or no support for providing these services and facilities with the support of tax dollars. In fact, the discrepancy between support for importance and willingness to fund with tax dollars exceeded this discrepancy for all other missions.

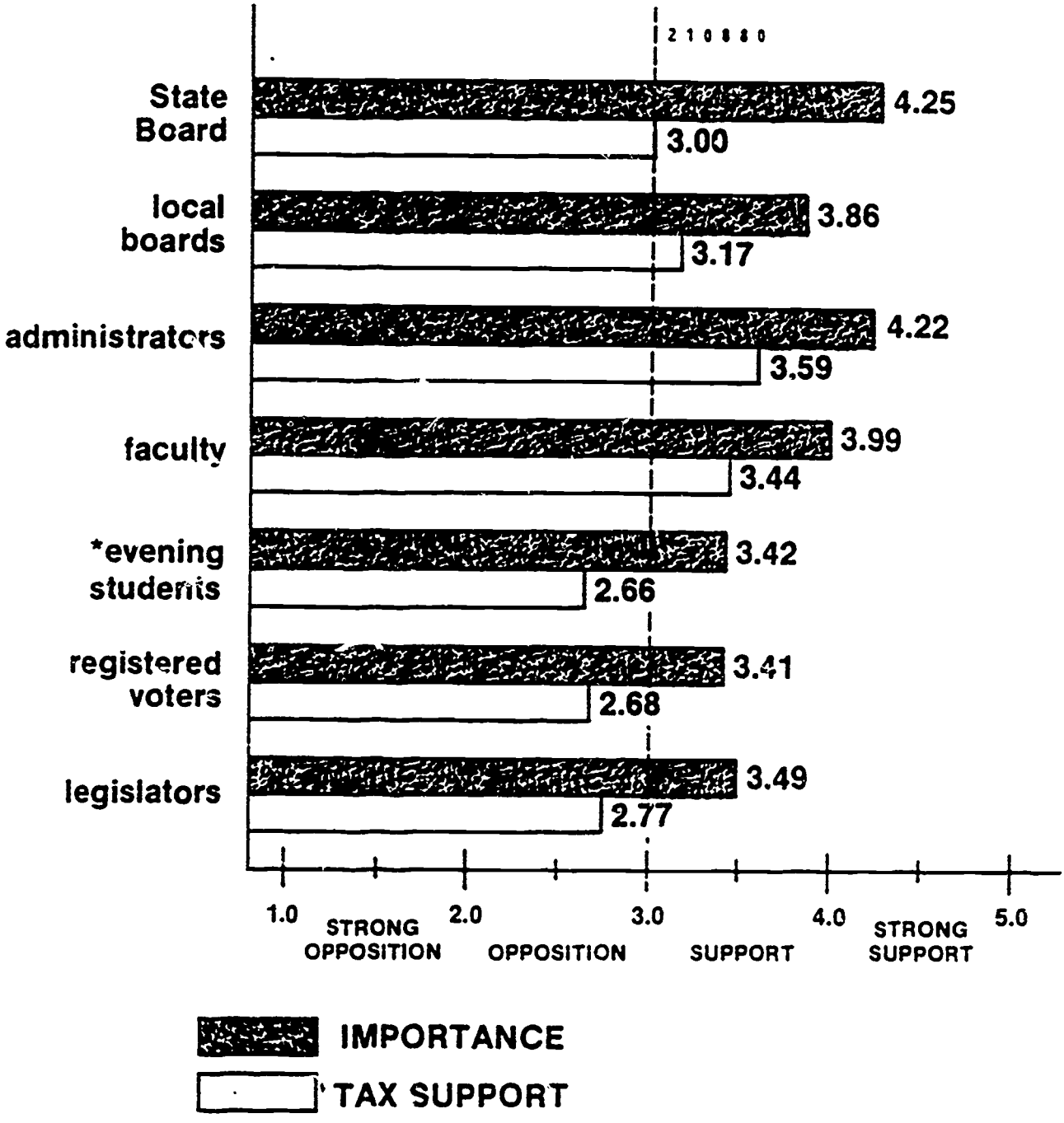
Of these six function-based missions, three emerged with nearly unanimous support for their importance and for the use of tax dollars to fund them. These included providing courses and associate degree programs for transfer, occupational/technical preparation and general education; providing entry-level vocational training; and providing basic skills instruction. The results indicate that these three missions were supported as the principal functions of community colleges. The importance of the remaining three function-based missions -- providing general interest courses and activities, sponsoring student activities and providing facilities and services to community and business groups -- was supported. However, the willingness to use tax dollars to fund them was generally absent. Support for funding student activities with tax dollars was mixed, with internal groups supporting such funding and external groups in opposition. These three missions appeared to be recognized as legitimate functions of community colleges, but secondary in importance to the former three.

Clientele-based Missions

Mission #3, providing special support services and programs for students with high academic ability, received very high levels of support from internal college groups -- boards, administrators and faculty, and solid support from the remaining groups. Evening students expressed the lowest levels of support for the importance of providing special services and programs for this clientele. All groups, except evening students, also indicated solid support for funding these services with tax dollars.

Table 5: Support for Mission #5:

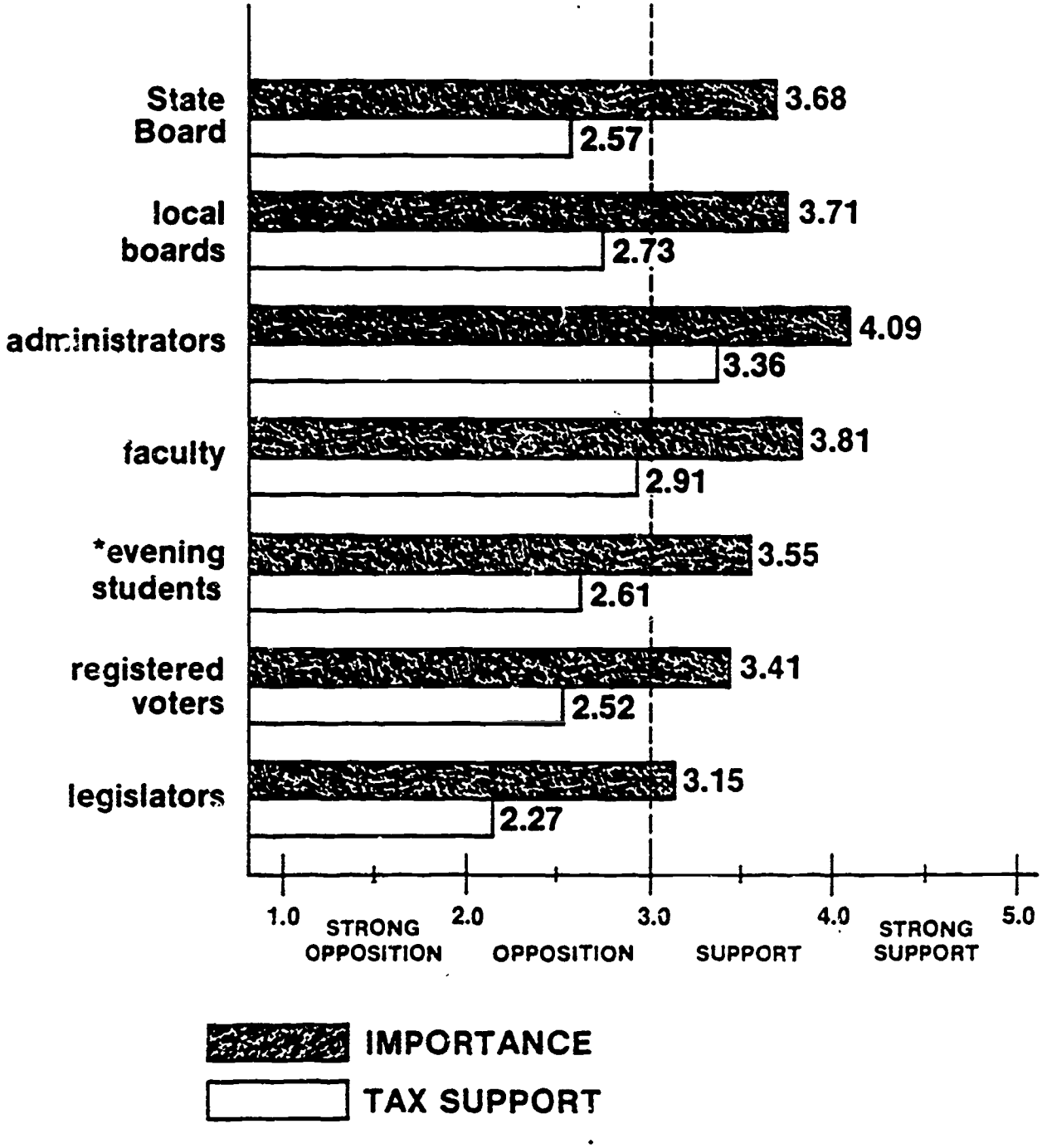
sponsoring student activities to complement the educational program



*from pilot study

Table 6: Support for Mission #8:

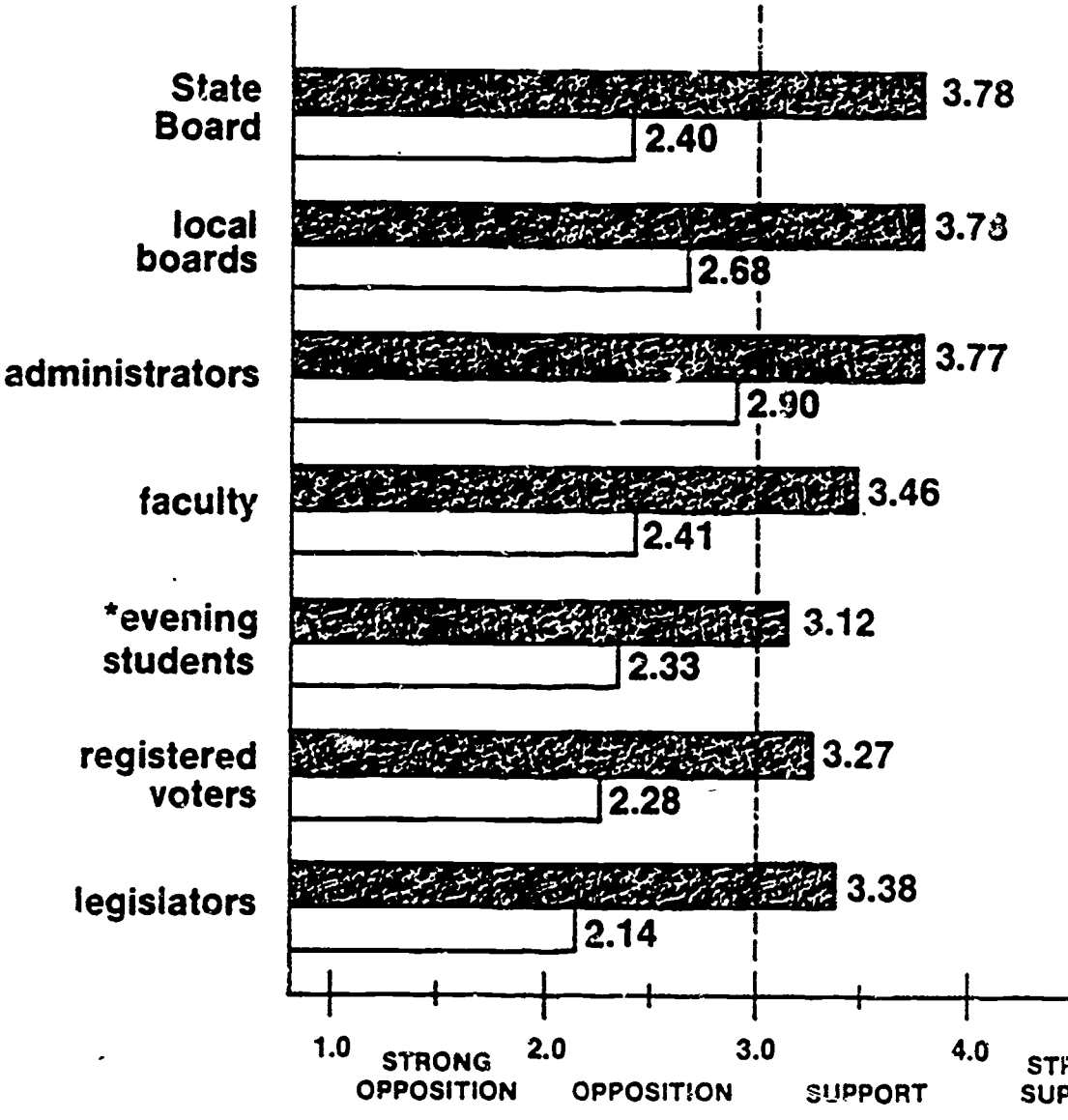
providing general interest courses and activites for senior citzens and other community members



*from pilot study

Table 7: Support for Mission #11:

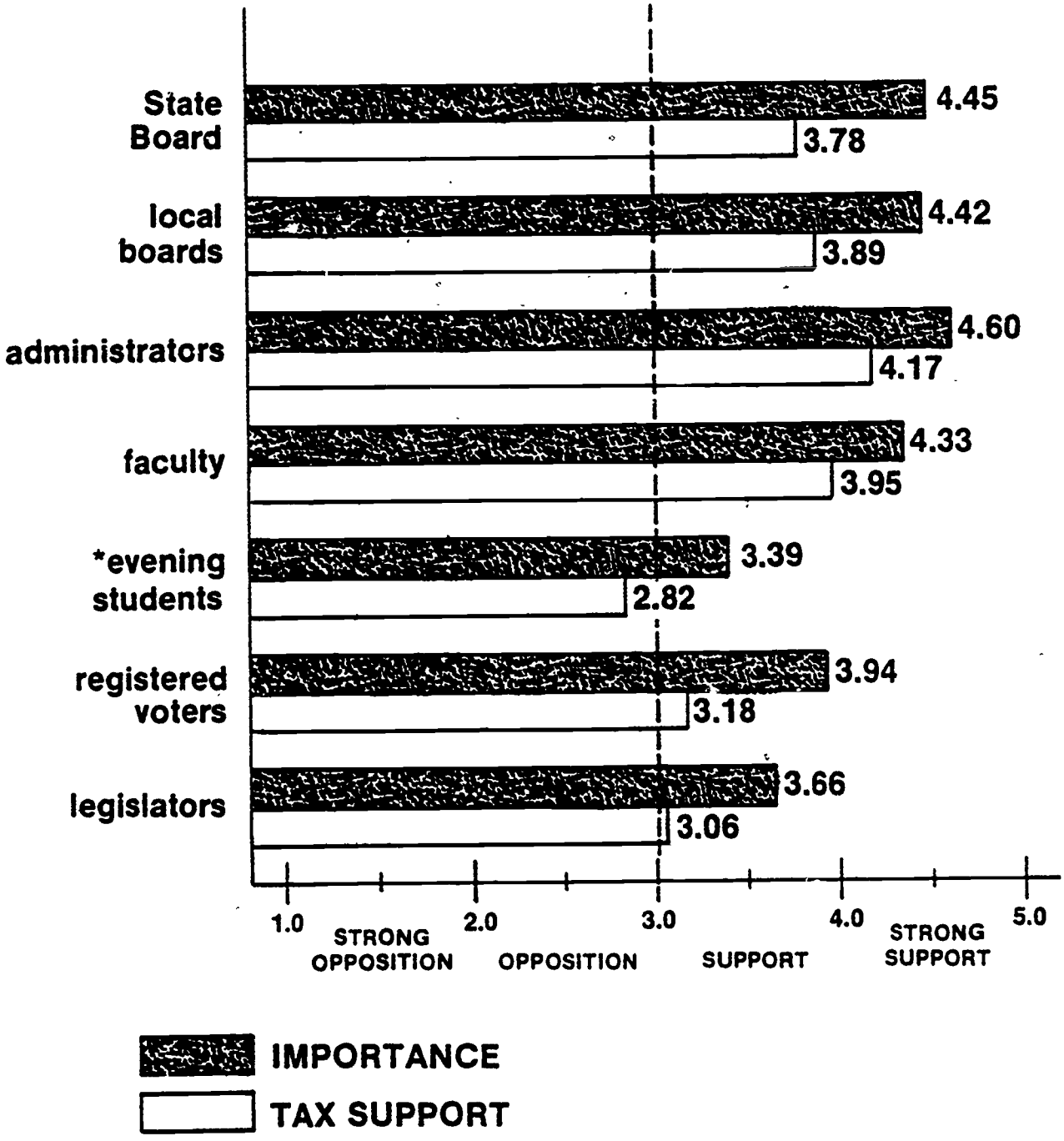
providing facilities and services for lo
community and business groups



*from pilot study

Table 8: Support for Mission #3:

providing special support services and programs for students with high academic ability



*from pilot study

Mission #6, serving high school students, received considerable support for its importance from all groups. Administrators strongly supported serving this clientele, and expressed equally strong support for funding the mission with tax dollars. All groups except registered voters also supported the use of tax dollars to provide services for high school students at the community college. Legislators, again, appeared least enthusiastic about the importance of serving this clientele.

Mission #7, providing special assistance and programs for mentally and physically handicapped students, received support from all groups for the importance of making services to this clientele available and for funding the services with tax dollars. The pattern of support was somewhat unusual in that evening students, registered voters and the State Board indicated strongest support both for importance and the use of tax dollars. Community college faculty and administrators joined legislators in expressing less enthusiasm for serving this particular clientele. Legislators were least willing to expend tax dollars in support of this mission. Nonetheless, all groups surveyed supported serving the handicapped as an important and fundable mission of the community college.

Mission #9, serving non-high school graduates, received generally positive, though mixed, support. Only registered voters indicated marginal opposition to serving this clientele. The State Board and community college administrators, expressed strongest support for the importance of serving non-high school graduates and for using tax dollars to do so. Registered voters, evening students and legislators did not support using tax dollars to serve non-high school graduates; of these groups, legislators indicated the least opposition.

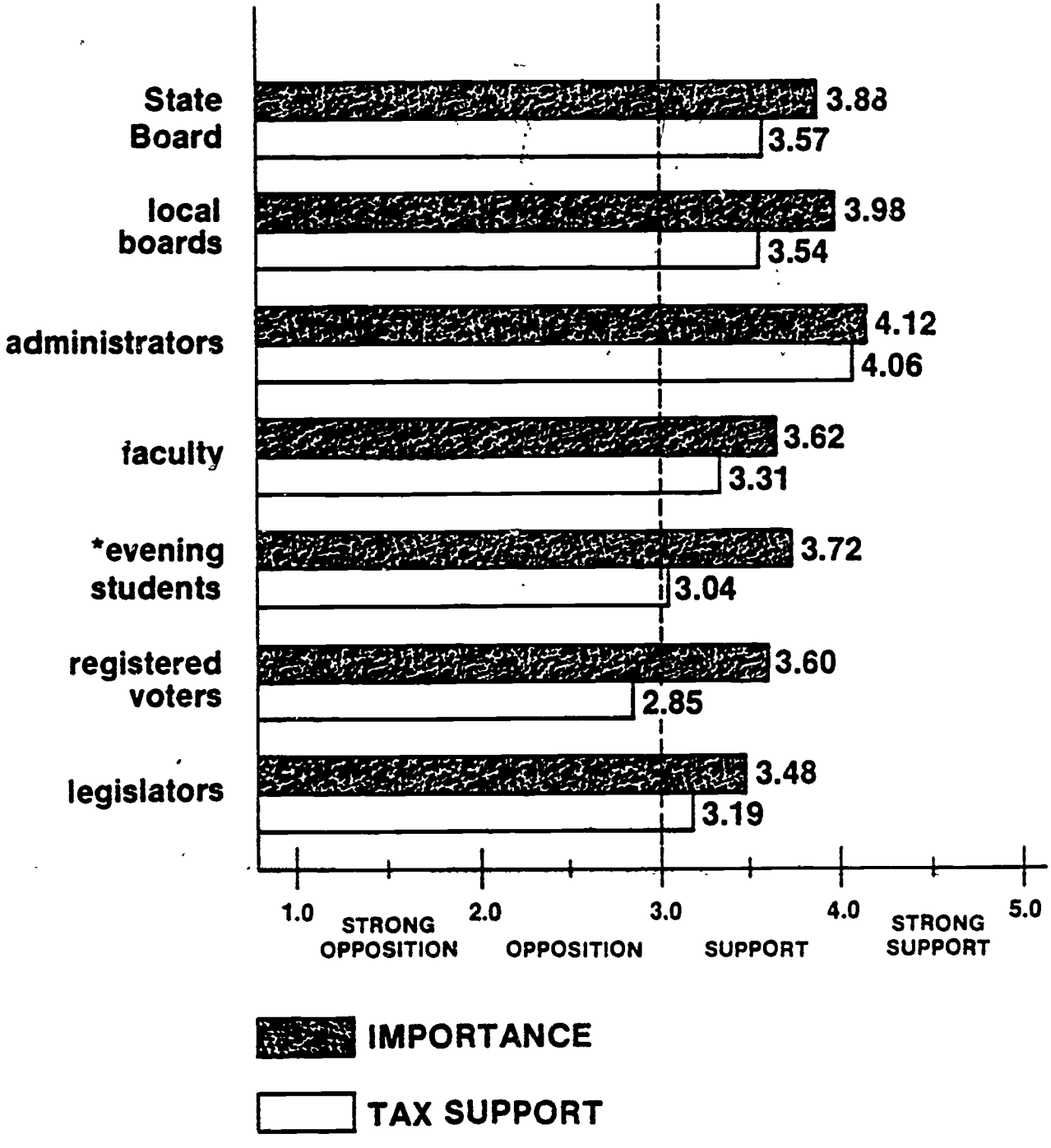
Mission #10, providing special support services for minority groups, received support from all groups for its importance. Internal community college groups rated its importance higher than external groups. The same internal constituencies -- boards, administrators and faculty -- supported the use of tax dollars for this mission, although this support was marginal except for administrators. Legislators, registered voters and evening students opposed funding this mission with tax dollars.

Mission #12, providing facilities and services for non-residents of the local community, received the lowest levels of support of all the clientele-based missions from all groups. All groups but legislators indicated at least some support for serving this clientele, with the State Board expressing the most support for providing facilities and services for non-residents of the local community who could not easily commute from home to college. However, no group surveyed, including the State Board, supported the use of tax dollars to fund services for this clientele.

Of the six clientele-based missions, those serving students with high academic ability, high school students and the mentally and physically handicapped received highest overall support from the groups. The internal groups indicated less support for serving the mentally and physically handicapped because they apparently differentiated between the two groups. They strongly supported assisting the physically handicapped but were much less likely to support providing instruction and skills training to the mentally handicapped. The importance of serving non-high school graduates and providing special support services for minorities was generally supported, but sentiment for funding these missions was found only among community college board members, administrators and faculty.

Table 9: Support for Mission #6

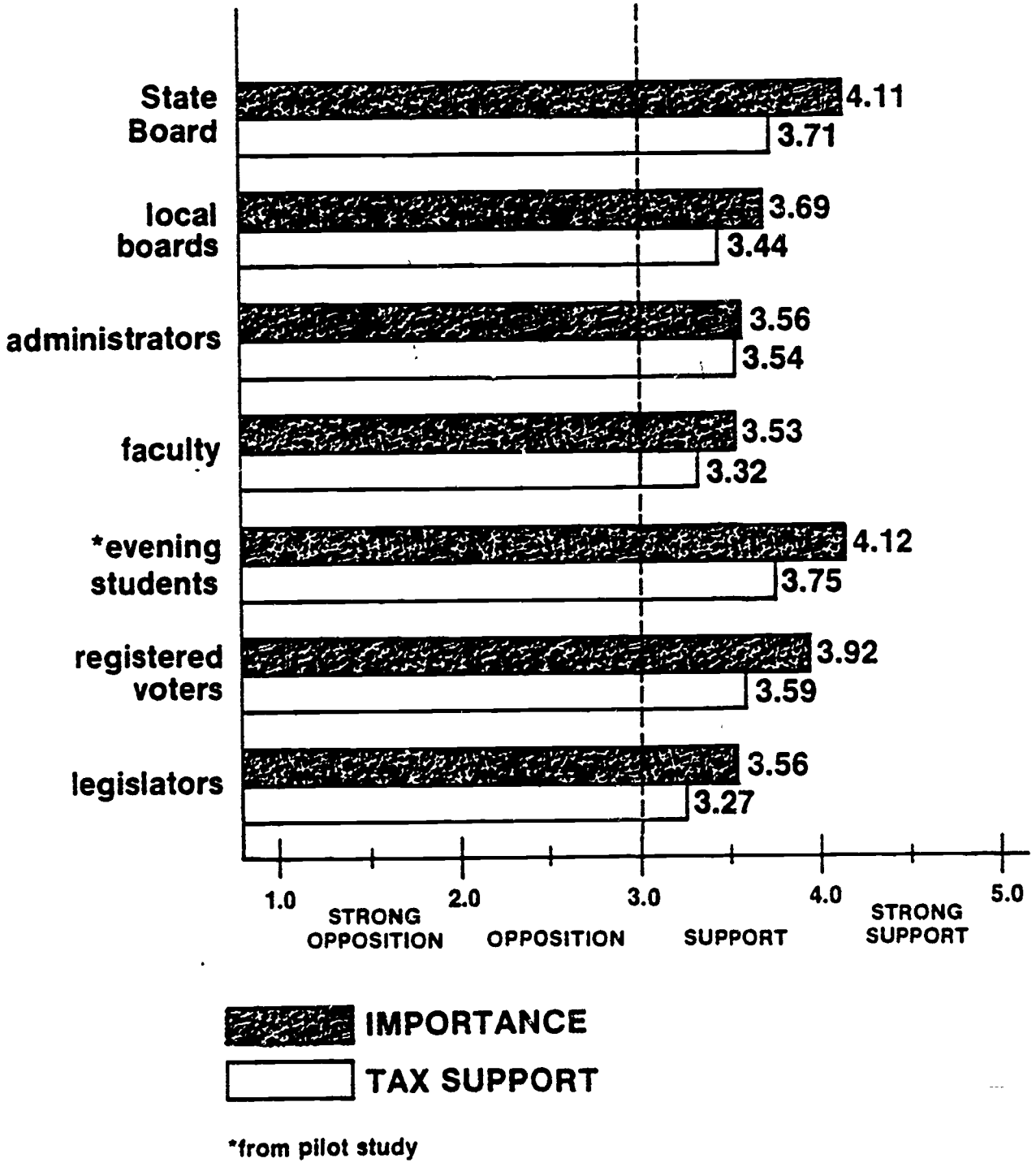
serving high school students



*from pilot study

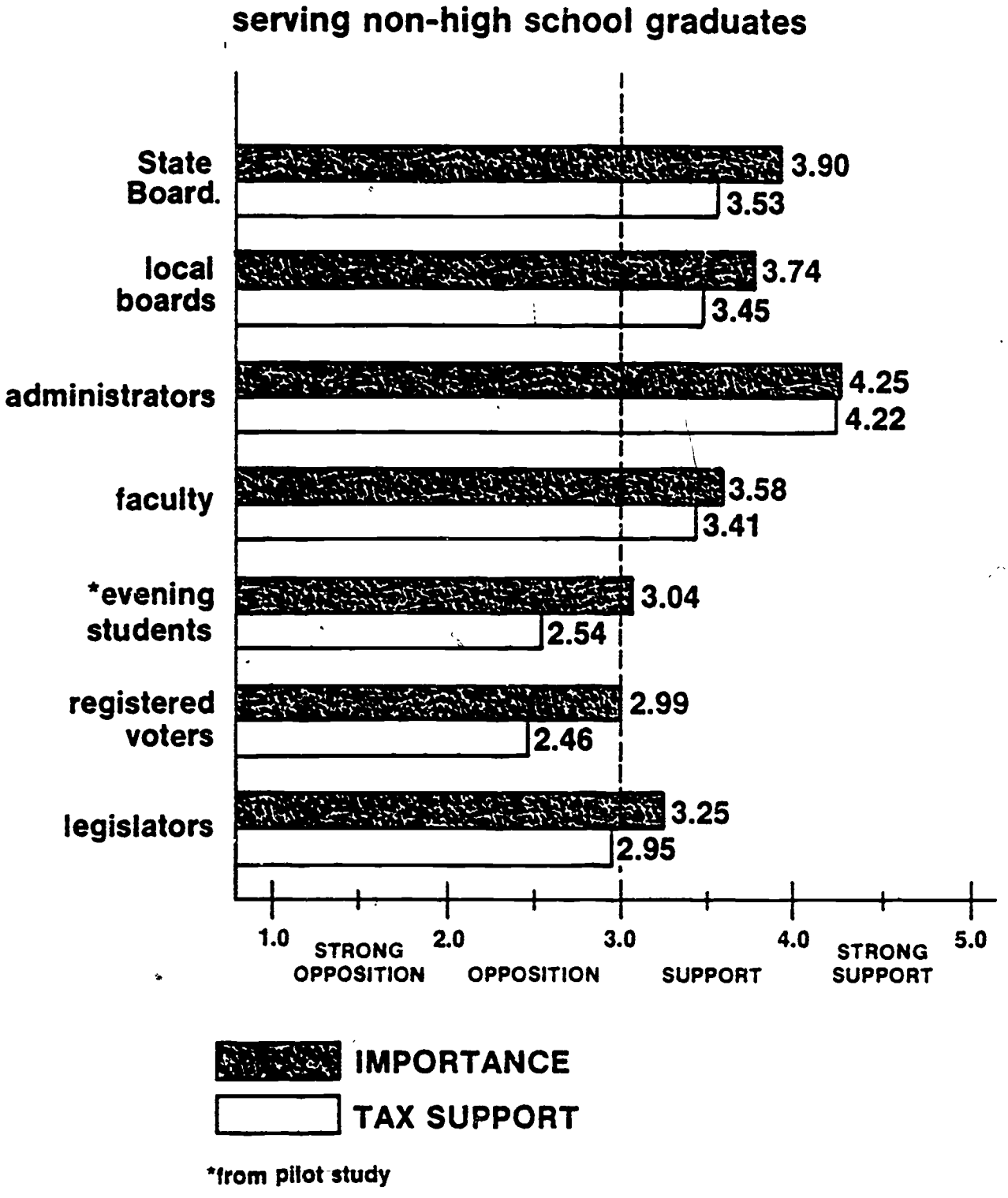
Table 10. Support for Mission #7:

providing special assistance and programs for mentally and physically handicapped students



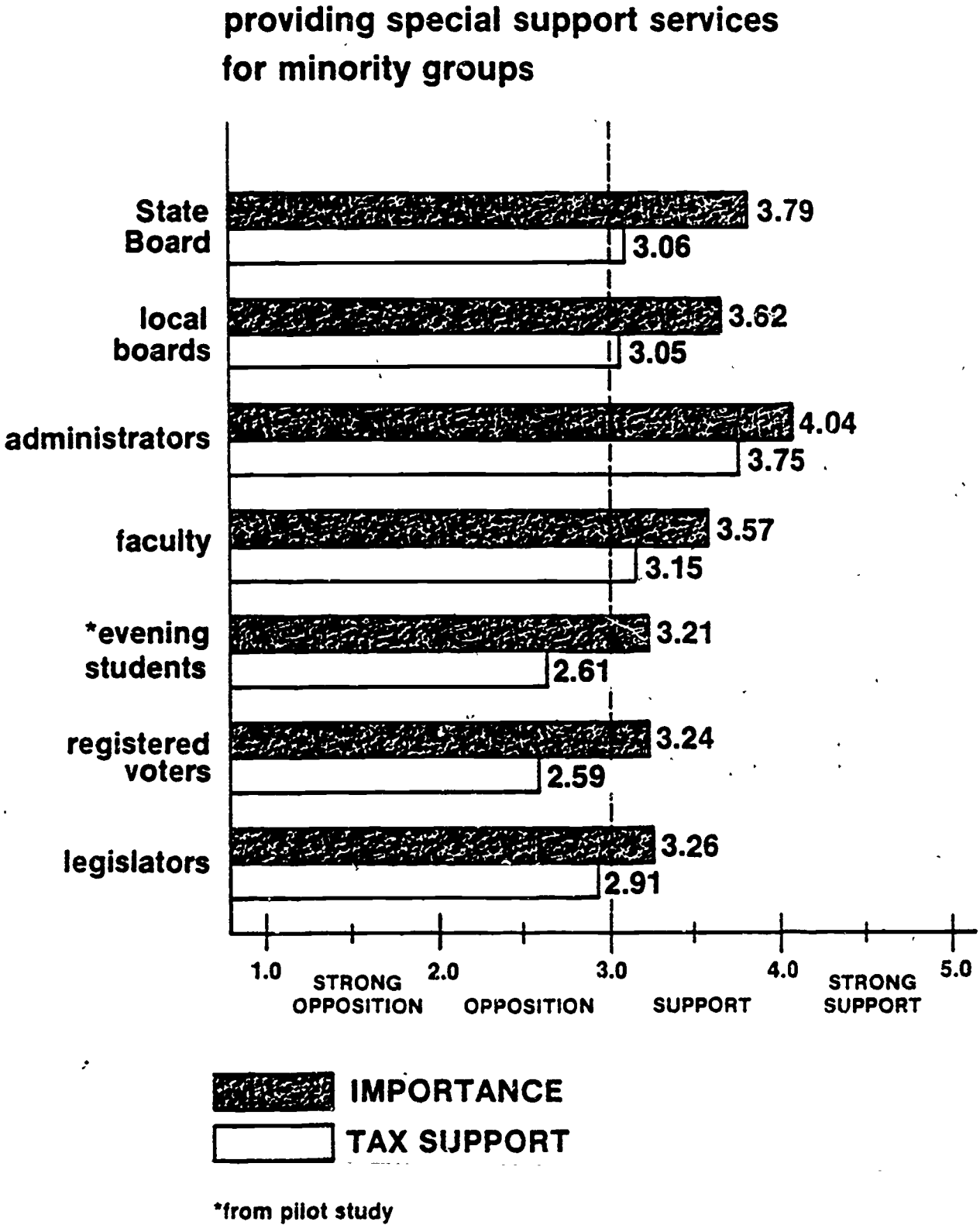
*from pilot study

Table 11: Support for Mission #9:



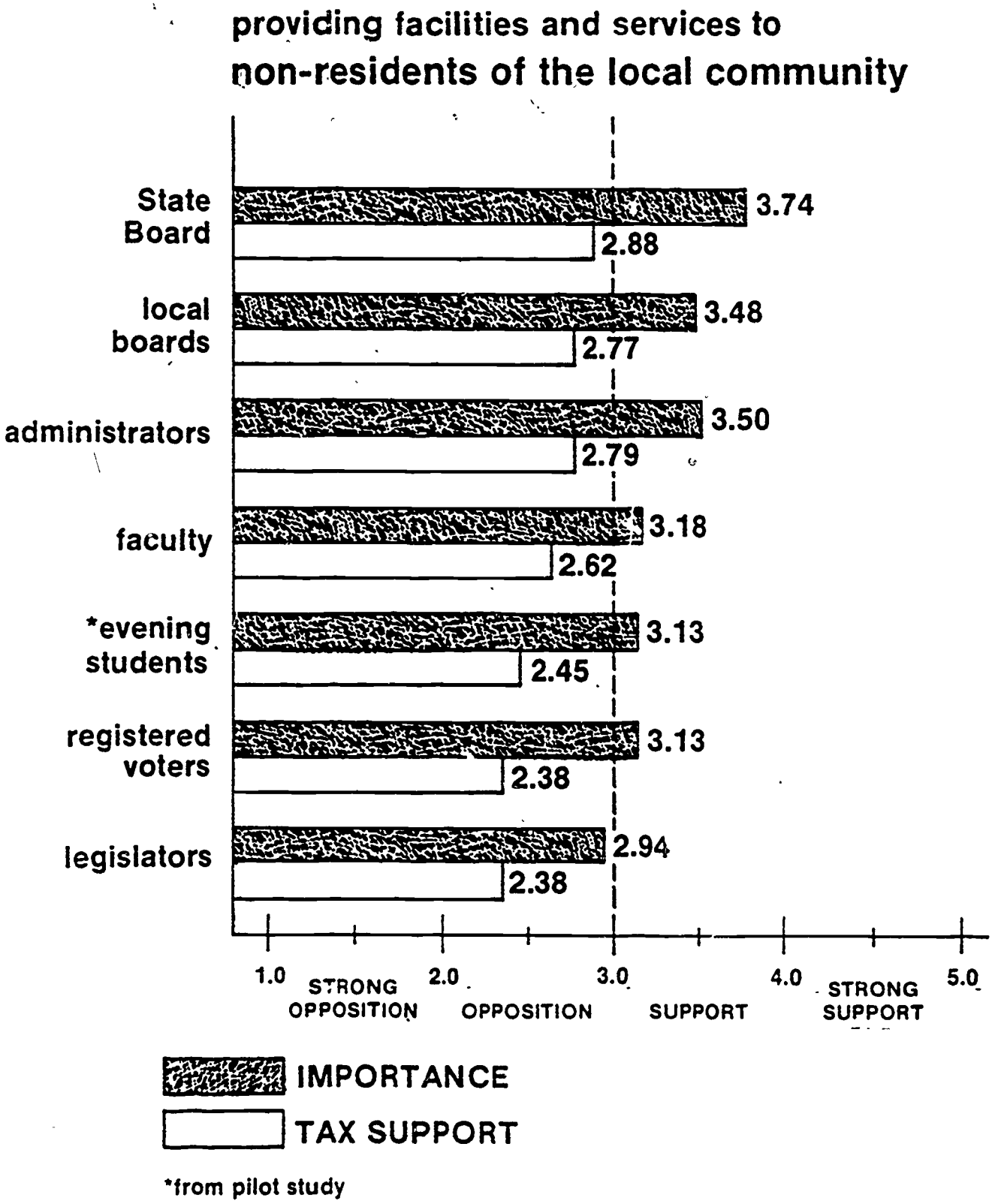
*from pilot study

Table 12. Support for Mission #10:



*from pilot study

Table 13: Support for Mission #12



*from pilot study

Providing facilities and services for non-residents of the local community appeared to be somewhat important for nearly all groups surveyed, but none supported funding this mission with tax dollars. Providing residence halls is a practice common only to the rural community colleges where vast distances make commuting impractical for many district residents. Because urban respondents outnumbered their rural counterparts, the level of support reported for operating residence halls provided an inaccurate picture of the importance of this practice to the rural areas. More detailed information on rural and urban differences appears in the next chapter.

Overall, it appeared that respondents to the Community College Activities Survey most strongly supported the community college in activities related to transfer, occupational/technical and general education courses and degree programs, vocational training and basic skills instruction to traditional community college clientele -- to traditional college age students (18-22 years old), to adults older than college age, and to those with limited skills or potential to go beyond a community college certificate or degree. In addition, there seemed to be strong support for extending these and other special services to students with high academic ability, to the mentally and physically handicapped, and to high school students. Performing other functions and serving other clientele were also supported, but to a lesser degree.

Priorities

The relative priority assigned to each of these operational missions by each respondent group was determined by ranking support for the importance of each mission and for the use of tax dollars to fund them. The following tables summarize these rankings according to the average support expressed by each constituent group. Table 14 ranks the missions according to the importance assigned to community colleges in performing them. Table 15 ranks the missions according to the support for the use of tax dollars to fund them. A measure of the overall priority for each mission was calculated by averaging the ranks assigned to each mission by the seven respondent groups identified in the tables.

Those missions which received positive support as evidenced by an average score of 3.00 or higher are above the heavy line in each table. Those missions that received an average score of less than 3.00 are positioned below the heavy line.

Rankings of Importance

The three top priorities of the State Board, local community college governing boards, administrators, faculty and legislators were identical: providing courses and associate degree programs, entry-level vocational training and special programs for students of high academic ability -- apparently in order to enhance the instructional program leading to associate degrees. Evening students and registered voters substituted serving the handicapped for one of the e, but the basic priorities of the respondent groups for community colleges were quite similar. This consensus concerning top priorities was reflected in the average rank of the three most commonly identified missions.

Table 14: Importance Rankings for Operational Missions by Major Respondent Groups

Rank	State Board	Local Boards	Administrators	Faculty	Evening Students	Registered Voters	Legislators	Average Rank
1st	(3) high ability students	(1) associate degree programs	(1) associate degree programs	(1) associate degree programs	(1) associate degree programs	(1) associate degree programs	(1) associate degree programs	(1) associate degree programs
2nd	(2) vocational training	(3) high ability students	(2) vocational training	(3) high ability students	(7) handicapped	(3) high ability students	(2) vocational training	(2) vocational training
3rd	(1) associate degree programs	(3) vocational training	(3) high ability students	(2) vocational training	(2) vocational training	(7) handicapped	(3) high ability students	(3) high ability students
4th	(5) student activities	(4) basic skills	(9) non-high school grads.	(5) student activities	(4) basic skills	(2) vocational training	(7) handicapped	(4) basic skills
5th	(4) basic skills	(6) high school students	(5) student activities	(4) basic skills	(6) high school students	(6) high school students	(5) student activities	(5) student activities
6th	(7) handicapped	(5) student activities	(4) basic skills	(8) general interest courses	(8) general interest courses	(4) basic skills	(6) high school students	(6) high school students
7th	(9) non-high school grads.	(11) facilities & services	(6) high school students	(6) high school students	(5) student activities	(5) student activities	(4) basic skills	(7) handicapped
8th	(6) high school students	(9) non-high school grads.	(8) general interest courses	(9) non-high school grads.	(3) high ability students	(8) general interest courses	(5) facilities & services	(8) general interest courses
9th	(10) minority groups	(8) general interest courses	(10) minority groups	(10) minority groups	(10) minority groups	(11) facilities & services	(10) minority groups	(9) non-high school grads.
10th	(11) facilities & services	(7) handicapped	(11) facilities & services	(7) handicapped	(12) non-residents	(10) minority groups	(9) non-high school grads.	(10) minority groups
11th	(12) non-residents	(10) minority groups	(7) handicapped	(11) facilities & services	(11) facilities & services	(12) non-residents	(8) general interest courses	(11) facilities & services
12th	(8) general interest courses	(12) non-residents	(12) non-residents	(12) non-residents	(9) non-high school grads.	(9) non-hign school grads.	(12) non-residents	(12) non-residents

*Positive support above the heavy line; lack of support below the heavy line.

Table 15: Tax Dollar Support Rankings for Operational Missions by Major Respondent Groups

Rank	State Board	Local Boards	Administrators	Faculty	Evening Students	Registered Voters	Legislators	Average Rank
1st	(1) associate degree programs	(1) associate degree programs	(1) associate degree programs	(1) associate degree programs	(7) handicapped	(8) handicapped	(2) vocational training	(1) associate degree programs
2nd	(2) vocational training	(2) vocational training	(2) vocational training	(2) vocational training	(1) associate degree programs	(1) associate degree programs	(1) associate degree programs	(2) vocational training
3rd	(4) basic skills	(3) high ability students	(9) non-high school grads.	(3) high ability students	(2) vocational training	(3) high ability students	(7) handicapped	(3) high ability students
4th	(3) high ability students	(4) basic skills	(3) high ability students	(4) basic skills	(4) basic skills	(2) vocational training	(6) high school students	(4) basic skills
5th	(7) handicapped	(6) high school student	(6) high school students	(5) student activities	(6) high school students	(4) basic skills	(4) basic skills	(7) handicapped
6th	(6) high school students	(9) non-high school grads.	(4) basic skills	(9) non-high school grads.	(3) high ability students	(6) high school students	(3) high ability students	(6) high school students
7th	(9) non-high school grads.	(7) handicapped	(10) minority groups	(7) handicapped	(5) student activities	(5) student activities	(9) non-high school grads.	(9) non-high school grads.
8th	(10) minority groups	(5) student activities	(5) student activities	(6) high school students	(10) minority groups	(10) minority groups	(10) minority groups	(5) student activities
9th	(5) student activities	(10) minority groups	(7) handicapped	(10) minority groups	(8) general interest courses	(8) general interest courses	(5) student activities	(10) minority groups
10th	(12) non-residents	(12) non-residents	(8) general interest courses	(8) general interest courses	(9) non-high school grads.	(9) non-high school grads.	(12) non-residents	(8) general interest courses
11th	(8) general interest courses	(8) general interest courses	(11) facilities & services	(12) non-residents	(12) non-residents	(12) non-residents	(8) general interest courses	(12) non-residents
12th	(11) facilities & services	(11) facilities & services	(12) non-residents	(11) facilities & services	(11) facilities & services	(11) facilities & services	(11) facilities & services	(11) facilities & services

*Positive support above the heavy line; lack of support below the heavy line.

The middle range of rankings varied somewhat depending upon the preferences of respondent groups for a particular function or clientele. Overall, however, providing basic skills instruction ranked fourth in priority behind the consensus top three, and sponsoring student activities and serving high school students and the mentally and physically handicapped followed. Community college administrators assigned a much higher priority to serving non-high school graduates than any of the other groups. Evening students ranked providing special programs for students with high academic ability quite low in contrast with the higher priority accorded this mission by all other groups.

On the lower end of the scale, providing facilities and services for non-residents of the local community who live beyond commuting distance from the college received lowest or next to lowest priority from six of the seven groups. There was evidence, however, that rural respondents placed a considerably higher priority on this mission. Overall, providing facilities and services for community and business groups was ranked second lowest priority, despite some support from legislators and local governing board members. Serving non-residents and non-high school graduates, received the only negative scores reported for the importance of any mission from registered voters and legislators. The State Board and the State Legislature agreed on the very low priority of community colleges providing general interest courses and activities to senior citizens and other members of the community, and even the registered voters surveyed in this study -- although proportionately overrepresented by respondents sixty years of age or older -- ranked these courses and activities only eighth in priority of importance.

However, the most significant aspect of these rankings of relative importance is that six of the top seven priorities of all respondent groups were identical. While each group expressed a preference for one or two selected functions or clientele, the real differences among the seven constituencies were not in priorities, but rather in levels of support. As might be expected, external constituencies, including voters and legislators, expressed lower levels of support for the importance of community college functions overall than did internal constituencies, such as community college board members, administrators and faculty. Nonetheless, the differences were a matter of degree, rather than priority assignment.

Rankings of Tax Support

The differences in the degree to which different constituent groups were willing to support community college missions was clearly reflected in their support of the use of tax dollars to fund these missions. External constituencies, such as registered voters and legislators as well as evening students, appeared much less willing to support the entire range of community colleges activities with tax dollars than were internal groups.

The tax support rankings displayed in Table 15 provide several other insights. First, it should be noted that the top four overall priorities for the use of tax dollar funding were identical to the top four priorities for importance. Providing courses and associate degree programs, entry-level vocational training, special programs for students with high academic ability and basic skills instruction received top priority in both rankings. Only registered voters did not express outright support for the use of tax dollars to fund all of these priorities, and their marginal opposition -- 2.89 -- to the basic skills

mission seemed to better be explained by their general reluctance to us
dollars to support any community college activity than by disapproval i
skills instruction. The overrepresentation of older persons in the gro
registered voters helps to explain its parsimonious reaction to all but
top priority missions.

These rankings also indicated a strong consensus among all groups
community college activities that should not be supported with tax doll
Providing facilities and services for local community and business grou
providing facilities and services for non-residents of the local commun
providing general interest courses and activities for senior citizens a
other community members were ranked as lowest priorities for tax dollar
by all groups. Only community college administrators provided any supp
funding any of these missions with tax dollars, and their support for t
general interest courses and activities was marginal.

The top priority missions and the low priority missions, then, wer
for all respondent groups for both importance and tax dollar rankings.
were some differences, and these provided insight into the nature of th
mind concerning the willingness of any group to provide public support
given acitivity or clientele. The most noticeable differences between
sets of priorities concerned support for specific clientele who were pe
to be either more or less worthy of public assistance. For instance, p
services for the handicapped was ranked as a high priority in tax dolla
by both evening students and registered voters. Apparently, handicappe
were thought to be both in need of and worthy of public support, though
importance rankings suggested less certainty that the handicapped shoul
priority clientele for community colleges, specifically. Similarly, no
high school graduates were given higher priority in tax support ranking
apparently because they were perceived to need public assistance to bec
productive and tax-paying citizens. In contrast, general interest cour
senior citizens and others and facilities and services for community an
groups received lower priority in tax dollar rankings apparently becaus
clientele were not perceived to be in need of public support. High sch
students and students with high academic ability were also perceived to
worthy of tax supported services; serving these two groups was viewed a
important responsibility for community colleges.

Another measure that provided insight into functions and clientele
as worthy of tax support was the difference between the "importance" sc
"tax dollar support" score for any mission or specific activity. A sub
difference between the two scores indicated that the respondents consid
function important but not appropriate for funding with tax dollars. T
distinction is theoretically linked to consideration of whether a parti
or activity provides a benefit to society as a whole, or whether the be
limited primarily to an individual or group. Those missions or activit
as providing important benefits for the larger society would be expecte
receive greater support for the use of tax dollars to fund them, while
that were perceived as providing essentially private benefits would be
to be paid for by the individual beneficiaries. Tables A13 and A9 in t
appendix provide the data to examine both the operational missions and
activities for which there were large discrepancies between perceived i
and willingness to fund with tax dollars. These tables provide some ev
certain constituent groups were more attuned to the private versus publ
benefit issue than others. Board members and legislators in particular
more discriminating on this issue; registered voters were the least dis

Representativeness of Respondent Groups

The section on methodology in the Technical Appendix details the methods by which respondent groups were identified and samples drawn. The appendix also provides a detailed breakdown of return rates for each group. As a result of sample selection and return rates, the representativeness of the responses to the Community College Activities Survey from the State Board of Directors for Arizona Community Colleges, from local community college governing boards, from community college administrators and from community college faculty was completely assured. The results reported in this study can be safely generalized to all community college board members and administrators in the State of Arizona and to all community college faculty in the Maricopa Community Colleges and at Central Arizona College. In addition, while the return rates achieved for state legislators were substantially below those for the preceding groups, their response to the survey was sufficient to permit generalization of their responses to all members of the current State Legislature, particularly in the absence of evidence that responding legislators represented a biased group of the entire body.

However, there is considerable evidence that the group of responding community college evening students was not representative of all students in the Maricopa Community Colleges and at Central Arizona College. Neither was the group of responding registered voters necessarily representative of all registered voters in Maricopa and Pinal Counties. Certainly these respondents cannot be claimed to be representative of all residents of the two counties. Therefore, results of the Community College Activities Survey presented in this report, particularly measures of support or opposition for community college missions, need to be carefully qualified for these two groups.

Evening Students

First, the results reported for evening students were from an early version of the Community College Activities Survey, either distributed or administered to a non-random sample of evening classes at four Maricopa Community Colleges and at Central Arizona College during the pilot phase of the study. The primary purpose of the pilot administration of the survey was to determine the reliability of the survey format and to provide the analytical basis for the reduction of the survey from ninety-five to sixty items. The 564 usable responses representing evening students were obtained from evening classes that were judged to be broadly representative of evening community college offerings in the two districts and that were accessible to the researchers. For these reasons, the claim cannot be made that this group of evening students represented all evening students in either district, nor all community college students in the two districts. At the same time the profile of student characteristics presented in Table 16 provides evidence of considerable diversity in terms of age, ethnic status and related variables. The profile suggests the respondent group was typical of evening community college students -- overwhelmingly part-time and non-minority, predominately older than traditional college age, female and with less than thirty credit hours earned at the community college.

Perhaps the most interesting finding for this group of evening students was the extent to which their views concerning appropriate levels of support for community college activities and missions paralleled those of registered voters. They were more closely aligned to external constituencies in their perceptions than to internal groups. In fact, in response to the survey, nearly twenty percent of the students enrolled in evening community college classes identified themselves as "community members" rather than as "students." This finding

Table 16: Demographic Profile of Evening Student Respondents

Characteristic	Number	Percent
Status:		
full-time	71	2.6
part-time	390	69.1
non-credit	23	4.1
other/no response	80	14.2
Total	564	
Sex:		
male	190	33.7
female	353	62.6
other/no response	21	3.7
Age:		
under 18	8	1.4
18 - 20	46	8.2
21 - 30	190	33.7
31 - 40	158	28.0
41 - 50	90	16.0
51 - 60	31	5.5
60 plus	15	2.7
other/no response	26	4.6
Ethnic Category:		
Black	23	4.1
Hispanic	49	8.7
Native American	33	5.9
Asian	3	.5
White (non Hispanic)	422	74.8
other/no response	34	6.0
Previous Credits:		
0 - 15	280	49.6
16 - 30	74	13.1
31 - 45	42	7.4
46 - 60	40	7.1
60 plus	35	6.2
other/no response	93	16.5
Identification:		
student	395	70.0
community member	108	19.1
other/no response	61	10.8

suggests the need for community college administrators to reexamine the assumption that involving more community members in courses or activities will lead to increased voter support for increased funding for community colleges.

Registered Voters

The decision to use lists of registered voters for information about attitudes of the general population of Maricopa and Pinal counties was based on the assumption that those who register to vote are more likely to be active in the political process and decree to hold views of greater interest to those who make policies affecting the direction and priorities of community colleges. Registered voters, of course, differ from the total populations of the two counties in several important ways; minorities and other disadvantaged groups are underrepresented; older, more educated, more prosperous and less transient residents are overrepresented. As Table 17 indicates, the profile of respondents suggests that our sample was biased by a disproportionately high return rate from older, better educated, more prosperous and non-minority registered voters.

Just over thirty percent of the registered voters returned the survey. While this rate is typical for mail surveys of the general population, it did not guarantee that the respondents were representative of all registered voters in the two counties because of the biases indicated above. The effects of this bias on responses can only be estimated. For example, if only the responses from minoirities are considered, support for Mission #10, providing special support services for minority groups, increases characteristically. It is possible that the disproportionate members of older voters responding to the survey have influenced the level of support for funding community college missions with tax dollars as well as the importance placed on more traditional community college missions and clientele. At the same time, however, the imilarity between the views of the sample of registered voters and the evening students suggests that these two groups may be more representative of all county residents (or at least those whose voices and votes are heard by legislators and board members) than demographic data alone suggests.

Table 17: Demographic Profile of Registered Voter Respondents Compared to All County Residents

Characteristic	Responding Registered Voters		*All County Residents
	%		%
Sex:			
male	47.7		49.4
female	52.3		50.6
Age:			
18 - 22	3.7	15 - 24	26.0
23 - 30	13.1	25 - 34	20.5
31 - 40	18.2	35 - 44	14.4
41 - 50	19.2	45 - 54	12.5
51 - 60	17.0	55 - 64	11.0
60 plus	28.8	65 plus	15.4
Ethnic Category:			
Black	.7		3.2
Hispanic	5.5		15.9
American Indian	unavailable		1.6
Asian	.5		.4
White	91.3		78.7
Education - Earned Degree:			
GED	4.7		unavailable
HS Diploma	37.0		"
associate's	10.5		"
bachelor's	26.1		"
master's	10.8		"
doctorate	3.4		"
other	7.5		"
Annual Income:			
under $15,000	18.7		unavailable
$15,000 - $30,000	47.9		"
over $30,000	33.4		"

*Data abstracted from the Arizona Statistical Review, September, 1980, Valley National Bank.

CHAPTER IV
URBAN AND RURAL SIMILARITIES AND DIFFERENCES

One of the origianl assumptions of the design of this study was that urban and rural community colleges might exhibit differences, both in terms of the operational missions defined by their constituencies and in terms of the level of support expressed. In order to examine these issues, the study included an urban community college district, the Maricopa Community Colleges, and a rural community college district, Central Arizona College. This chapter examines the urban/rural distinction by comparing responses to the Community College Activities Survey for the two counties in which the colleges are located.

Mission Definition

Some difference existed between the way in which the urban and rural groups perceived the missions of community colleges. These differences are summarized in Table 18. The perceptions of urban groups were essentially those identified in Chapter II because urban respondents far outnumbered rural respondents in the total group. Thus, urban respondents generally perceived the principal mission of community colleges to be providing courses and associate degree programs in transfer, occupational/technical and general education areas to students who are college age or older--Mission#1 as previously defined. However, rural respondents viewed this principal mission in broader terms to include a range of academic support services such as study skills courses and library services, as well as entry-level vocational training in the technologies, health services and office education. While the perceptions of the two groups were quite similar, urban respondents differentiated entry-level vocational training into a separate mission category, Mission #2.

Another difference between urban and rural views of mission concerned student activities. Urban respondents grouped traditional activities that complement the educational program into Mission #5. Rural respondents perceived this mission to include the same activities; however, they expanded the list to include operation of residence halls and providing housing referral assistance. These activities were seen by rural constituencies as an essential complement to the educational program, rather than as optional services.

Thus rural respondents combined two missions identified in the analysis of all respondents--Mission #5 providing student activities to complement the educational program, and Mission #12, providing facilities and services to non-residents of the local community--into a single broader category that might be identified as a "student life mission." Because of the large georgraphic areas served by the rural colleges in Arizona, five of them have operated residence halls since their founding. Serving residential students is a well understood and necessary practice for these institutions. The differences between rural and urban colleges in terms of accessibility to district residents translated into significant differences in levels of support for facilities and services for non-residents of the local community as described elsewhere in this chapter.

A final difference between urban and rural groups related to how they defined the community service mission, Mission #11. Urban constituents emphasized services

Table 18: Urban Versus Rural Perceptions of Selected Operational Missions

Mission #1: providing courses and associate degree programs to students college age or older

Urban	Rural	Activity
#20	#20	transfer programs for adults
#21	#21	occupational programs for adults
# 9	# 9	transfer programs in sciences
#56	#56	transfer programs for college age
# 3	# 3	occupational programs for college age
#13	#13	occupational programs commercial arts
#38	#38	general education courses
	#54	physical ed., fine/performing arts, etc. courses
	#55	study and academic survival skills
	#17	library services
	#35	entry-level technical training
	#51	office education training

Mission #2: providing entry-level vocational training

Urban	Rural	Activity
#35	(included in	entry-level technical training
#51	Mission #1 above)	office education training
#48		hospitality services programs
#39		hands on skills training
#40		skills training for seniors

Mission #5: sponsoring student activities to complement the educational program

Urban	Rural	Activity
#55	(included in	student and academic survival skills
#54	Mission #1 above)	physical ed., fine/performing arts, etc. courses
#14	#14	advisement, tutoring, etc. student leaders
#45	#45	athletics and other extracurricular activities
#59	#59	student government, publications
	#34	operate residence halls
	#37	housing referral assistance

Mission #12: providing facilities and services for non-residents of the local community

Urban	Rural	Activity
#34	(included in	operate residence halls
#37	Mission #4 above)	housing referral assistance

Mission #11: providing facilities and services for community and business groups

Urban	Rural	Activity
#10		economic and community development
# 8		access to facilities to community groups
#17		library services
#19	#19	computer services to community groups
#23	#23	applied research and consulting services
	#24	social services to non-students
	#29	clearinghouse & referral for social services

to groups including computer services, meeting rooms and other facilities, applied research and consulting, and assisting with community economic development. Rural respondents broadened the mission by adding such services to individuals as child care, health screening and referrals for social services. As in the case of student services, rural respondents made fewer distinctions in the types of services included or the clientele to be served. The differences in perceptions may be related to the real differences between urban and rural settings. While social services are readily available through a variety of agencies in the urban setting, these services are considerably more limited and less accessible in the rural environment. Thus, the community college was more likely to be viewed as an all-purpose resource by rural respondents than by urban respondents.

Overall, urban and rural constituents were far more similar than different. Of the hundreds of variations in mission definition that could have occurred, only three differences emerged. In all three, rural respondents perceived missions in somewhat broader terms than their urban counterparts. For two of the differences, rural respondents combined two missions into one, and in the third they simply expanded the list of activities to be included. The basic consistency between urban and rural views supports the validity of the missions operationally defined for Arizona community colleges in Chapter II.

Urban and Rural Support for Missions

The levels of support for the operationally defined missions of Arizona community colleges indicated by urban and rural respondents were closely related. While similarities predominated, two important differences were detected. As might be expected, rural respondents from all groups -- board members, administrators, faculty and registered voters -- provided strong support for the importance of Mission #12, providing facilities and services for non-residents of the local community, and almost unanimously, although less enthusiastically, they supported the use of tax dollars to fund this mission. In contrast, urban constituencies reported either marginal support or opposition to the importance of this mission. None of the urban groups supported the use of tax dollars for such facilities and services. The differences between the attitudes of urban and rural respondents in terms of serving the residential student are detailed in Table 19. Comparison of these results with those reported for the total group of respondents in Chapter III highlights the differences in level of support for this mission among rural respondents.

The second significant difference between urban and rural respondents was the somewhat greater willingness of registered voters in rural areas to support several of the community college missions with tax dollars. This difference is displayed in Table 20. In most instances, these differences in level of support for the use of tax dollars were small, and represented less opposition for tax dollar funding rather than more positive support. However, this finding may indicate that rural constituencies were somewhat more inclined to view their community college as an important all-purpose resource than urban groups who appeared to view their community colleges in more circumscribed terms.

Priorities

The priorities that urban and rural respondents accorded to operationally defined missions of their community colleges were remarkably similar. The average rank or priority assigned by each group for importance and their

Table 19: Urban Versus Rural Support for Mission #12

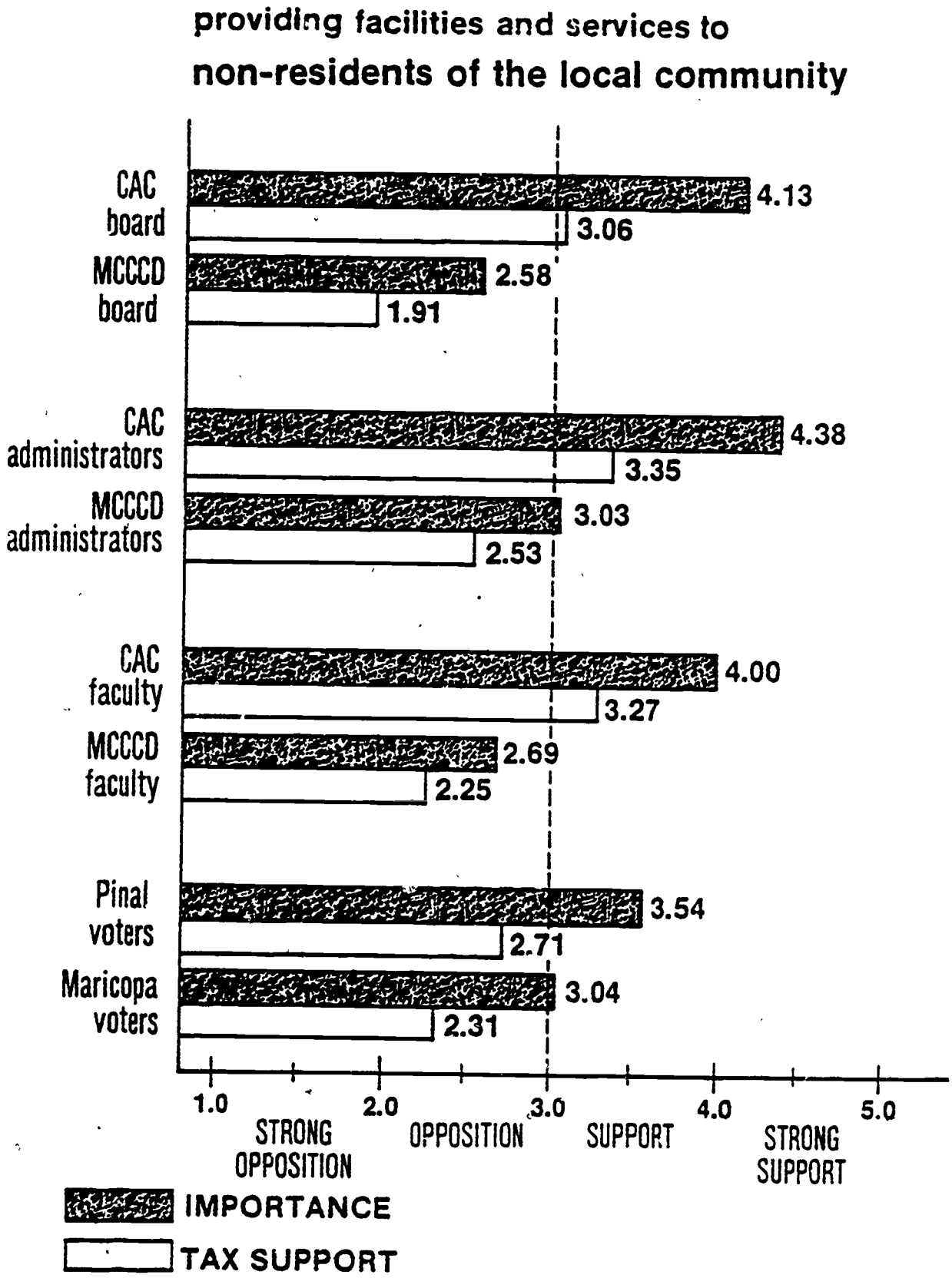
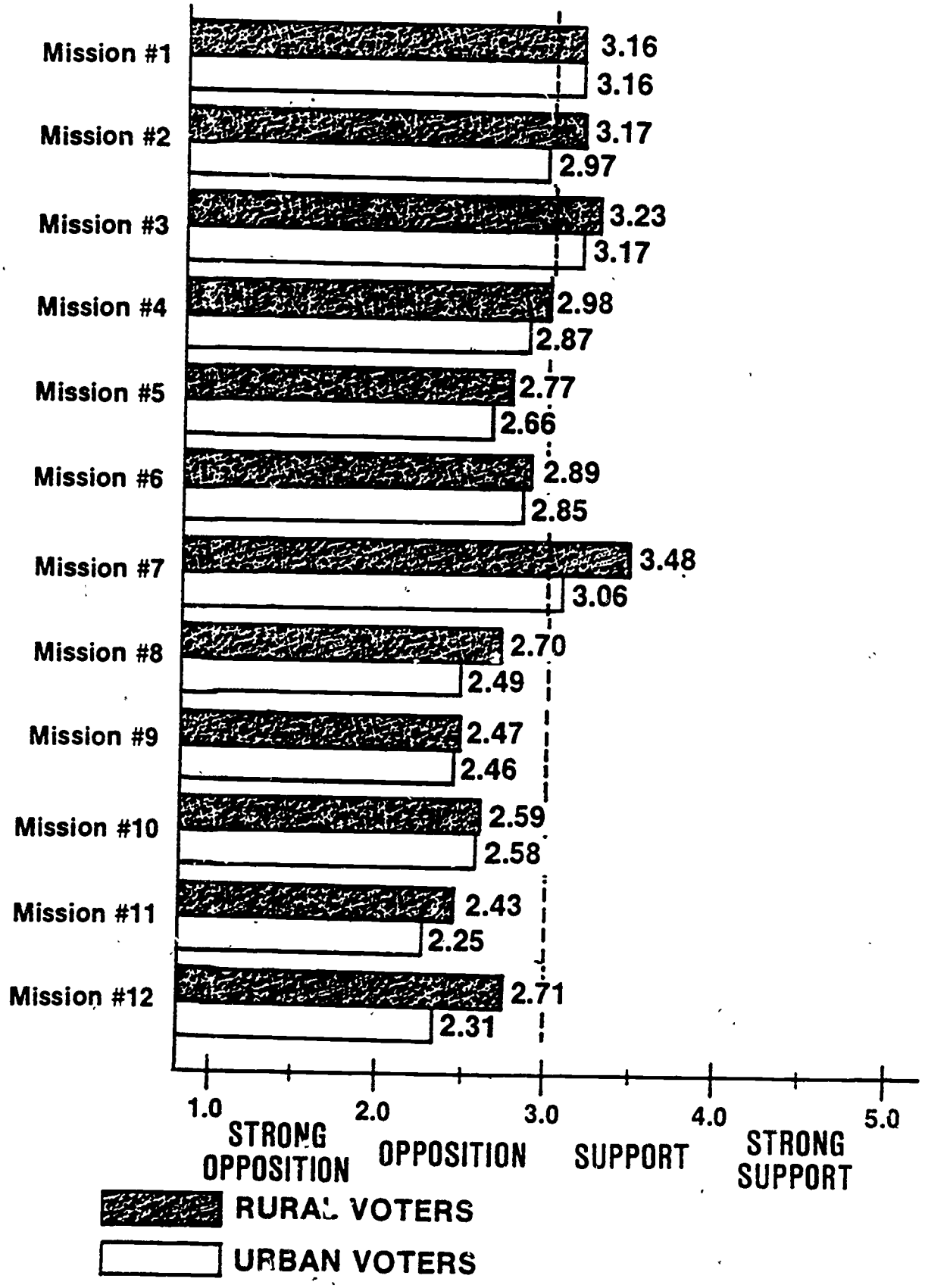


Table 20: Urban Versus Rural Tax Dollar Support for Operational Missions



willingness to support these missions with tax dollars are detailed in Table 21. These rankings further substantiate the limited differences between urban and rural constituencies.

Urban and rural respondents agreed on the four missions of greatest importance for community colleges: providing courses and associate degree programs, entry-level vocational training, basic skills instruction and special programs for students with high academic ability, although rural respondents placed less importance on serving this latter clientele. They also generally agreed on the lowest priorities, but here there were some differences. Specifically, rural respondents placed much higher priority on providing facilities and services for non-residents of the local community, Mission #12, while urban respondents made this mission their lowest priority. Rural respondents did not place as high a priority on serving minority groups, Mission #10, and providing general interest courses and activities for senior citizens and other community members, Mission #8. These two missions were their lowest priorities. In contrast, general interest courses received somewhat greater support from urban constituencies.

The priorities of the urban and rural groups were even more similar when the twelve missions were ranked according to attitudes about providing tax support. The rankings for tax support were virtually identical for both constituencies. Even rural groups did not place high priority on funding the operation of residence halls and similar services for non-residents of the local community, although they did agree that this was an important responsibility for rural colleges. A more detailed analysis of the priorities of specific urban and rural groups of respondents is displayed in Tables 22 and 23. The slightly greater willingness of rural constituencies to expend tax dollars on community college missions is evident from this more detailed analysis.

However, the overall picture of urban and rural priorities was one of striking similarities. Both urban and rural community colleges were perceived to be very similar types of institutions performing similar functions for similar clientele. The differences between them appeared to be only those that were related in obvious ways to differences in their respective physical settings.

Table 21: Average Urban Versus Rural Importance and Tax Dollar Support Rankings for Operational Missions

	IMPORTANCE		TAX SUPPORT	
Rank	Urban	Rural	Urban	Rural
1st	(1) associate degree programs	(1) associate degree programs	(1) associate degree programs	(1) associate degree programs
2nd	(3) high ability students	(2) vocational training	(2) vocational training	(2) vocational training
3rd	(2) vocational training	(4) basic skills	(3) high ability students	(4) basic skills
4th	(4) basic skills	(3) high ability students	(4) basic skills	(3) high ability students
5th	(5) student activities	(6) high school students	(7) handicapped	(7) handicapped
6th	(6) high school students	(12) non-residents	(6) high school students	(6) high school students
7th	(7) handicapped	(5) student activities	(5) student activities	(9) non-high school grads.
8th	(8) general interest courses	(7) handicapped	(9) non-high school grads.	(5) student activities
9th	(9) non-high school grads.	(9) non-high school grads.	(10) minority groups	(10) minority groups
10th	(10) minority groups	(11) facilities & services	(8) general interest courses	(12) non-residents
11th	(11) facilities & services	(8) general interest courses	(11) facilities & services	(8) general interest courses
12th	(12) non-residents	(10) minority groups	(12) non-residents	(11) facilities & services

Table 22: Urban Versus Rural Importance Rankings For Operational Missions

Urban Respondents

Rank	Local Board	Admins.	Faculty	Evening Student	Regist. Voter	Average Rank
1st	3	1	1	1	1	1
2nd	1	3	3	7	7	3
3rd	2	2	2	2	3	2
4th	4	9	5	4	2	4
5th	6	5	4	6	6	5
6th	8	10	8	8	4	6
7th	9	4	9	5	5	7
8th	5	8	10	3	8	8
9th	7	6	6	10	11	9
10th	10	11	7	11	10	10
11th	11	7	11	12	12	11
12th	12	12	12	9	9	12

Rural Respondents

Rank	Local Board	Admins.	Faculty	Evening Student	Regist. Voter	Average Rank
1st	2	1	1	7	1	1
2nd	1	2	2	1	3	2
3rd	4	9	3	2	2	4
4th	6	10	12	6	7	3
5th	12	3	5	4	6	6
6th	11	5	4	8	4	12
7th	5	4	8	12	12	5
8th	9	12	6	3	8	7
9th	3	8	11	5	5	9
10th	8	6	7	11	11	11
11th	10	7	10	9	10	8
12th	7	11	9	10	9	10

Positive support above heavy line;
lack of support below heavy line.

Table 23: Urban Versus Rural Tax Dollar Support Rankings For Operational Missions

Urban Respondents

Rank	Local Board	Admins.	Faculty	Evening Student	Regist. Voter	Average Rank
1st	3	1	1	7	3	1
2nd	1	2	2	1	1	2
3rd	2	3	3	2	7	3
4th	6	9	4	4	2	4
5th	4	10	9	6	4	7
6th	5	6	5	3	6	6
7th	9	4	7	5	5	5
8th	7	5	10	10	10	9
9th	10	7	6	8	8	10
10th	8	8	8	9	9	8
11th	11	11	11	12	12	11
12th	12	12	12	11	11	12

Rural Respondents

Rank	Local Board	Admins.	Faculty	Evening Student	Regist. Voter	Average Rank
1st	4	1	1	7	7	1
2nd	2	2	2	1	3	2
3rd	1	9	3	2	2	4
4th	3	4	4	6	1	3
5th	9	6	5	4	4	7
6th	6	3	6	3	6	6
7th	7	10	7	8	5	9
8th	12	7	9	12	12	5
9th	11	8	12	5	8	10
10th	10	5	8	9	10	12
11th	8	12	10	10	9	8
12th	5	11	11	11	11	11

Positive support above heavy line;
lack of support below heavy line.

CHAPTER V
IMPLICATIONS OF THE STUDY

The primary purpose of this study was to establish a basis for rede the missions of Arizona community colleges in terms that communicate cle activities involved, the clientele served and the societal benefit or ra for subsidizing the clientele and activities with tax dollars. Many comm college administrators and board members believe the functions of their tutions are not well understood and that difficulties in communicating m lie at the heart of problems related to securing adequate resources thro legislative process. Indeed, this is the thesis of the recent Breneman a Nelson (1981) report, as well as of an earlier monograph by Richardson a Leslie (1980).

A second purpose of the study was to assess attitudes about the imp of each of the missions community colleges perform as well as estimates level of support for using tax dollars to subsidize these missions. The behind this purpose was the need for policy makers to establish priorit era when scarce resources may make it impossible to perform all missions well. We reasoned that the process of setting pri- ties would be assist knowledge about perceptions of mission importance and willingness to sup them with tax dollars among the various constituencies important to comm colleges. The implications which follow are related to these two overri purposes of the study.

Mission Definition

The missions of the Arizona community colleges as currently define the State Board of Directors of Arizona Community Colleges reflect the tional literature of the community college movement. However, the missio statement does not reflect clearly the views that are held of community college purposes by the constituent groups surveyed in this study, inclu legislators, registered voters and evening students. The differences bet missions as currently defined and as identified operationally by this st summarized in Table 24.

Some of the activities in which community colleges are engaged are reflected at all in the existing mission statement. Others must be infer Some current mission categories such as cultural and community service p encompass as many as three related missions identified by the current st Counseling, advisement and job placement might be considered as a suppor component of as many as eight operationally defined missions. Even more problematical is the wide range of priorities assigned to some of the co nents of existing mission categories. For example, cultural and communit service programs in the current mission statement include program-relat student activities (priority ranking 5) as well as facilities and servic for community and business groups (priority ranking 11).

Communication with legislators and voters could be improved throug the use of more clearly defined terminology describing the different mis that community colleges perform. In a similar way, the process of estabi priorities could also be aided.

Table 24: Comparison of the Current Mission Statement for Arizona Community Colleges with the Mission Statements Operationally Defined by this Study

State Board Mission Statements	Operationally Defined Mission Statements
1. Academic transfer programs	1. Associate degree programs and courses (transfer, occupational/ technical and general education)
2. General education programs	2. Entry-level vocational training
3. Occupational programs	3. Special services and programs for high ability students
4. Continuing education	4. Basic skills instruction (reading, writing and mathematics)
*5. Counseling, advisement and job placement	5. Program-related student activities
6. Cultural and community service programs	6. Serving high school students
	7. Special services for handicapped
	8. General interest courses and activities
	9. Serving non-high school graduates
	10. Special services for minorities
	11. Facilities and services for community and business groups
	12. Facilities and services for non-residents

*This State Board mission is a supporting component of several of the operationally defined missions.

Recommendation: The State Board of Directors for Arizona Community Colleges should consider adopting some variation of the following statements as a part of their description of mission:

1. providing credit courses and associate degree programs for academically prepared students 18 years of age or older to assist them in:
   a. preparing for transfer to a four-year college or university
   b. preparing for occupations that require education beyond the high school
   c. enhancing their general education and personal development

2. providing entry-level vocational training to youth and adults to qualify them for employment in such job areas as clerical, building trades, auto mechanics, practical nursing, dental assisting and other such areas

3. providing special support services and programs for students with high academic ability to encourage academic excellence

4. providing instruction in basic reading, writing and mathematics skills to students requiring these skills in order to succeed in other college programs or other endeavors

5. providing activities such as athletics, film and concert series, and publications, as well as credit courses in fields such as physical education and the fine and performing arts to college students to enrich their educational programs

6. providing credit courses and associate degree programs in college transfer or occupational/technical fields to students concurrently enrolled in high school to assist them in qualifying for advanced standing or in completing the requirements of their high school program

7. providing appropriate programs and special assistance to students who are mentally or physically handicapped to assist them in gaining access to college resources

8. providing general interest, non-credit courses and activities for senior citizens and other community residents to improve the quality of their lives

9. providing credit courses in college transfer or occupational/technical fields to students who are older than 18 but who have never completed high school nor earned a G.E.D. diploma to afford them the opportunity to further their education

10. providing special assistance to minority students to assist them in gaining access to college programs and resources and in persisting to program completion

11. providing computer services, applied research and consulting services, and access to facilities to community and business groups as a public service

12. providing residence halls, housing referral services or college-sponsored transportation to students who either live beyond normal commuting range or who cannot commute by private automobile or public transportation to assist them in gaining access to college programs and resources

The operational missions defined above are different from traditional missions in that they are alternately more general and more specific. For instance, the academic transfer mission, the occupational/technical mission and the general education mission that are identified as separate and distinct in the current State Board mission definitions are combined in the perceptions of the respondents to the survey as one broad, traditional and "college-like" mission. This difference can be related to clientele-based perceptions. Transfer, occupational/technical and general education courses and programs are traditional community college offerings in which traditional community college students are likely to be enrolled. In fact, these programs are essentially indistinguishable in terms of the functional arrangements that must be made by an institution to offer each. For instance, Accounting 101 is either a transfer, an occupational, or a general education course depending upon the purpose for which any given student enrolls; however, the course is taught with the same emphasis regardless of the intentions of the students enrolled. Some evidence exists that students enrolled in occupational/technical programs may even transfer to universities in considerable numbers, so the distinction between transfer and occupational programs may not be clear-cut.

Alternately, the missions operationally identified by this study suggest that some current missions are defined in more general terms than they are perceived by community college constituents. Vocational training was perceived to be distinct from occupational/technical education by respondents to the survey used in this study. Vocational training was associated with relatively low-prestige, entry-level jobs. Occupational/technical education, in contrast, was associated with higher level jobs and more college-like students with greater potential for further educational development and upward career mobility. Similarly, the current community service mission was viewed as comprised of at least two distinct missions aimed at serving two distinct clientele: general interest courses and activities for individuals, and facilities and services for groups.

These operationally defined missions also differentiated student activities seen as complementary to the educational program from other types of student support services, which did not emerge as a distinct mission in the responses to the survey. Student support services, such as counseling, advisement and job placement, tended to be associated with the activities of the instructional program; however, the association was statistically not sufficiently strong to include these instructional support services as part of the general instructional mission, Mission #1.

Finally, some of the currently listed traditional missions did not emerge at all as operationally defined missions. For instance, continuing education was not perceived as a distinct mission of community colleges. Despite the fact that there was considerable support for individual activities

traditionally associated with the continuing education function, such as courses offered at various off-campus sites or by alternative delivery systems, these activities were not viewed as a category distinct from the regular instructional program.

Similarly, a nontraditional social services function suggested for community colleges in the literature failed to emerge from the analysis as a distinct mission. Further, the activities associated with such a mission, providing or brokering social services to non-student members of the local community, received very little support. In fact, providing social services to non-students received more opposition from all respondents than any other activity suggested for community colleges in the survey.

The failure of traditional community college missions to emerge as operationally defined missions in this study provides insight into how constituents, particularly those without extensive knowledge of community colleges, perceived what it is that community colleges do. Their perceptions were different from the view of a community college dean, president or board member. This does not imply that one view is right and the other wrong. It does suggest that if board members and administrators are interested in improving communication about community college missions with external constituencies they need to consider the use of definitions that describe what community colleges do in terms that are meaningful to groups who do not read scholarly books about the community college or Carnegie Council reports. Given a mission statement in understandable terms, external groups can assist community college policy makers by "telling them where it hurts" both with respect to services and their pocketbooks.

Diversity and Community College Priorities

Missions #1 through #5, above appear to represent the minimum clusters of activities that should receive priority consideration in all districts. Missions #6 through #12 represent opportunities for community colleges to reflect the diversity of their clientele, geography and community environment by giving more or less emphasis to activities which, while desirable, may be more important to some districts than to others.

Recommendation: In its mission statement the State Board of Directors for Arizona Community Colleges may find it useful to distinguish between required and optional activities and services. Individual community college districts may wish to discuss the importance of each optional mission to the local service area as well as how optional missions should be funded.

Participation and Support for Community College Missions

One of the assumptions that seems to have guided policy decisions during the past decade was that participation in community college programs or services would lead to increased support for public funding for these institutions. The survey of evening students reported in this study casts doubt on that assumption. The attitudes of evening students toward the use of tax dollars to support activities in which community colleges engage closely resembled the attitudes reported by the survey of registered voters. Indeed about one-fifth of the evening student respondents identified themselves as community members rather than students even though the survey was administered in the class they were attending.

Recommendation: Districts interested in using the Community College Activities Survey to collect information about priorities in their service areas may want to consider surveying students in evening classes as a less expensive alternative to mailing surveys to registered voters. While the two groups are not the same, responses in this study were sufficiently similar to suggest the results would be satisfactory for most decision making purposes.

Mission Priorities and Funding Practices

Current funding practices of the State of Arizona give adequate recognition only to Missions #1 and #6. Providing entry-level vocational training has been subsidized primarily by the federal government except where the courses and programs have been structured to terminate in certificate or associate degree programs. Basic skills instruction has been funded at the same level as transfer courses despite the greater cost of the former. Special services for the handicapped, minorities and the undereducated have been funded out of special grants, many of which were provided by the federal government.

This study suggests the existence of substantial support for the use of tax dollars from legislators and registered voters to implement such high priority missions as entry-level vocational training, instruction in the basic skills and special services to high ability students and the handicapped.

Recommendation: The State Board of Directors for Arizona Community Colleges and the Arizona Community Colleges may wish to consider developing cost estimates for adequate provision of services and programs accorded high priority by legislators and registered voters but not given adequate consideration under existing funding procedures. Instead of pursuing general increases in funding for all aspects of an undifferentiated mission, including activities accorded a very low priority, community college policy makers may wish to develop a strategy of pursuing specific increases in funding to carry out defined activities regarded as high priority by legislators.

TECHNICAL APPENDIX

The purpose of this appendix is to provide a detailed explanation of the methodology and results of the study. The appendix describes the conduct of the study in its four phases:

Phase One	Creation, revision and classification of statements describing community college activities.
Phase Two	Administration of the pilot version of the Community College Activities Survey and subsequent revision of the survey.
Phase Three	Administration of the revised Community College Activities Survey to six major groups of community college constituents.
Phase Four	Analysis of survey results: operational definition of community college missions and assessment of support for these missions.

In addition, tables containing detailed results of the survey which could not be included in the body of the text are included here.

Appendix Tables

Phase One

Generation of Activity Statements

In May and June of 1980, the literature on community college missions, on missions research in higher education, and on community college activities was systematically reviewed. The literature of missions research in higher education provided guidance to the planned conduct of the present study. Of particular use was the work on formulating university and college goals done by Richard E. Peterson and Normal P. Uhl sponsored by the Educational Testing Service over the past decade. Standard psychometric procedures for the development and use of goals inventories piloted by Peterson and Uhl in the development and use of the Institutional Goals Inventory, the Small College Goals Inventory, and the Community College Goals Inventory were adapted for use in this study. These existing inventories were judged to be too abstract to be useful in the defining of operational missions for community colleges. Differences in the methodology of this research from that of the previous studies can be attributed to the specificity we required.

The literature on community colleges activities provided a broad overview of the activities community colleges engaged in nationally, and thus provided a base for the generation of statements describing these activities. The last several years of such periodicals as the Community and Junior College Journal. Community College Frontiers, New Directions for Community Colleges and other leading journals formed the basis for this review of the literature. Over three hundred possible statements describing community college activities were originally suggested, and these were converted to a common format containing the following components in the following order:

1. a service provided (a learning activity or support service)
2. a clientele to whom the service is provided
3. the most common rationale for which the service is provided (defined in terms that a community college might use to explain its mission)

Each statement was written to isolate one of these components, and a systematic attempt was made to vary a single component while holding others constant.

Strict application of this model and format would have resulted in many more statements than could be practically used in a survey instrument of the type envisioned for this study. Thus, the following set of decision rules was used to determine the inclusion or exclusion of activity statements into the original list:

1. The dominant (tradition and/or least controversial) clientele was identified for each service. Clientele was varied for the same service only when a different clientele would require different arrangements and/or policies from the institution.

2. The most common rationale for providing a service was identified, and the rationale was varied only in the few cases where different rationales would affect college programming. Where two rationales are used with approximately the same frequency, both were included.

3. The specific details of how a college might provide a service was not included in activity statements, unless such details would determine the clientele to whom the service was offered, or appeared otherwise to be at issue.

4. Only those activities that were considered to be discretionary were included.

5. Activities were assigned to mission categories on the basis of "service provided" not "rationale."

This review process yielded ninety-two activity statements that were grouped into a tenative mission classification scheme adapted from several suggested in the literature on community college missions. This scheme specified the following mission categories:

1. academic/transfer
2. occupational/vocational
3. remedial/development
4. continuing education
5. community service
6. support services

Review of Activity Statements and Mission Classification

In early July, these ninety-two statements arranged in six categories were sent to the leadership of the Arizona community colleges for review, revision and reclassification into mission categories. The reviewers included all members of the State Board of Directors for Arizona Community Colleges, all members of the governing boards of the Maricopa Community Colleges and Central Arizona College and the executive leadership of all Arizona community colleges. Each reviewer was directed to review the activity statements according to the following directions:

1. Review the activity statement to determine if the statement accurately and fairly describes an activity of community colleges:

   a. Suggest revisions in wording by crossing out and revising directly on the statement.

   b. Suggest deletion by noting "delete" in the margin.

   c. Write comments as needed in the margins.

2. Review each mission category to ensure that each category is comprehensive and contains statements of all major activities in which community colleges might engage related to the mission.

   a. Suggest additions at the end of each mission category.

3. Review each mission category to determine if each activity statement contained in the category is appropriately classified:

   a. Suggest reclassification of activity statements to another mission category by noting in the margin.

   b. Suggest additional or alternative mission categories and/or propose a reclassification scheme on attachments as needed.

Each reviewer was initially contacted by telephone to discuss and guide his or her participation in the project, and each reviewer provided input concerning these draft statements either by telephone conversation, personal interview or written correspondence during the months of July and August.

As a result of the review of the original ninety-two statements by the leadership of the Arizona community colleges, ninety-five statements were developed, and a prior classification of these statements into mission categories was established. This classifcation differed slightly from the one used originally to organize the draft statements and was as follows:

1. academic/transfer
2. occupational/vocational
3. basic skills
4. continuing education
5. community service
6. student support services

The pilot version of the Community College Activities Survey was developed by randomly ordering these ninety-five statements into a format adapted from the Educational Testing Service's Institutional Goals Inventory. Each survey item requested a response as to whether a specific community college activity was "important to do" and whether it should be "funded with tax dollars." The ninety-five items of the pilot survey are listed in Table A1, and the item format was identical to that finally used in the revised version of the Community College Activities Survey, a sample page of which is included in Table A4.

Table A1: Pilot Items of the Community College Activities Survey

1. Offer college transfer credit courses in the arts and sciences, engineering and agricultural sciences, business administration and other academic areas to high school age students with advanced standing so that they can earn credits toward a bachelor's degree at a college or university.

2. Sponsor student newspapers, yearbooks and other publications for students to complement the educational program and assist their personal development.

3. Offer basic hands-on skills training and occupational courses and programs to mentally handicapped persons to prepare them for employment.

4. Provide applied research and consulting services within the limits of faculty expertise in such areas as resource and energy conservation, staff and community development and needs assessment to local non-profit organizations, local governments and educational institutions and local community groups as a community service.

5. Organize special support groups and provide counseling and tutoring services for ethnic and racial minority groups to assist them in benefiting from college courses and programs.

6. Provide special tutoring services and counseling to students whose native language is not English to assist them in benefiting from college courses and programs.

7. Provide academic tutoring services to students in need of such assistance to succeed in academic and occupational courses.

8. Offer college transfer credit courses in the natural and physical sciences, such as biology, chemistry, physics and geology, to students college age or older so that they can continue study toward a bachelor's degree in these fields at a college or university.

9. Offer occupational courses and certificate and degree programs in commercial arts, such as advertising design, photography, media broadcast and production and interior design, to students college age or older to prepare them for jobs in these fields.

10. Offer occupational courses and certificate and degree programs in advanced health services, such as dental hygiene, medical radiography, respiratory therapy and registered nursing, to students college age or older to prepare them for jobs in these fields.

11. Provide access to athletic facilities to all interested members of the local community.

12. Offer courses and workshops in hobbies and crafts and other general interest subjects, such as weaving, stamp collecting and bridge, to all interested members of the local community for their general interest and recreation.

13. Assist state and local government agencies, Chambers of Commerce and other local community groups in attracting business, industrial and residential development as a community service.

14. Eliminate or reduce all or some of the normal charges for senior citizens to encourage them to enroll in college courses and programs.

Table A1: Pilot Items of the Community College Activities Survey
(continued)

15. Offer occupational courses and certificate and degree programs in office education fields, such as clerical and typing, keypunch and data entry, stenography and word processing, to students college age or older to prepare them for jobs in these fields.

16. Offer scholarships and other financial assistance regardless of financial need to students with special talents, such as student athletes, band and orchestra members and other leaders in student organizations, to encourage them to attend.

17. Offer credit courses and programs to interested adults who are unable to attend classes on the college campus by alternative instructional means, such as television, radio, correspondence, individualized learning materials and other arrangements.

18. Offer college transfer credit courses in the performing and fine arts, such as theater, painting, sculpture and music, to students college age or older so that they can continue study toward a bachelor's degree in these fields at a college or university.

19. Act as a clearinghouse and referral agency for educational and social services provided for members of the local community as a community service.

20. Offer short-term skills training in small appliance repair, tax preparation, investment counseling and other personal services to retired senior citizens and other interested members of the community to provide them opportunities for self-employment.

21. Operate academies in cooperation with local law enforcement agencies to train and certify police officers and corrections personnel.

22. Offer occupational courses and certificate and degree programs in hospitality services, such as food services, hotel-motel management and travel agencies, to students college age or older to prepare them for jobs in these fields.

23. Provide special assistance, such as aides, tutoring services and adaptive equipment, to physically handicapped students to assure them equal access to college resources and programs.

24. Offer college transfer credit courses in the arts and sciences, engineering and agricultural sciences, business administration and other academic areas to students who have never graduated from high school nor earned a G.E.D. diploma so that they can continue study toward a bachelor's degree at a college or university.

25. To provide special tutoring services and counseling to students with limited reading and writing ability to assist them in benefiting from college courses and programs.

26. Provide special assistance, such as braille and audio texts, guides and tutoring services, to blind and visually impaired students to assure them equal access to college resources and programs.

27. Offer occupational courses and programs in business services, technologies, health services and other occupational areas to high school age students as part of their educational program.

28. Provide access to facilities such as meeting rooms and exhibition space to local business and industry as a community service.

29. Offer occupational courses and certificate and degree programs in entry-level health services, such as medical laboratory technology, dental assisting and licensed practical nursing, to students college age or older to prepare them for jobs in these fields.

Table A1: Pilot Items of the Community College Activities Survey
(continued)

30. **Provide part-time cooperative work experiences in business and industry** to students of college age or older enrolled in related occupational programs to link the educational experiences of the students to practical work experience.

31. **Offer scholarships and other financial assistance to minorities, disadvantaged and other students who might not otherwise attend college** to encourage them to attend.

32. **Provide basic health care, child care, counseling and job placement services to members of the local community who are not students and who need such services as a community service.**

33. **Provide child care services** for students with young children.

34. **Develop new occupational courses and training and degree programs in a variety of occupational areas to meet the present and anticipated manpower needs of business and industry.**

35. **Offer credit courses and programs to Indians on Indian reservations** to assure them access to academic opportunities, occupational training and support services.

36. **Offer occupational courses and programs in business services, technologies, health services and other occupational areas to high school age students with advanced standing** so that they can earn credits toward completion of a degree program at a college or university.

37. **Offer college transfer credit courses in such areas as health and recreation, home economics, physical education and military science** to students college age or older so that they can continue study toward a bachelor's degree in these fields at a college or university.

38. **Organize special support groups and provide counseling to community groups, such as veterans, women and ethnic and racial groups, who are not college students to assist them in achieving personal objectives.**

39. **Grant credit toward college certificates and degrees by professional evaluation of competencies gained by students through previous life and work experiences.**

40. **Offer occupational courses and certificate and degree programs in entry-level technologies, such as welding, machine tool and die, automotive and diesel mechanics and refrigeration repair,** to students college age or older to prepare them for jobs in these fields.

41. **Offer courses and workshops in community issues and other current social, economic and political issues** to all interested members of the local community to help develop an informed citizenry.

42. **Offer college transfer credit courses in the liberal arts and social sciences, such as literature, anthropology, mathematics and psychology,** to students college age or older so that they can continue study toward a bachelor's degree in these fields at a college or university.

43. **Offer credit courses and programs to employees of local business and industry, governmental agencies and non-profit organizations at the work site** to up-grade their job-related skills.

44. **Provide access to facilities such as meeting rooms and exhibition space to local non-profit organizations, local governments and educational institutions and local community groups as a community service.**

Table A1: Pilot Items of the Community College Activities Survey (continued)

45. Offer basic hands-on skills training for semi-skilled jobs, in such areas as fo vices, assembly line production and clerical services, to adults college age o prepare them for immediate employment.

46. Offer college transfer credit courses in business administration, such as acc data processing and management, to students college age or older so that the continue study toward a bachelor's degree in these fields at a college or univer

47. Offer occupational courses and certificate and degree programs in agricult sciences, such as horticulture, animal and crop science and agri-business, t students college age or older to prepare them for jobs in these fields.

48. Offer scholarships and other financial assistance regardless of financial need to of high academic ability to encourage them to attend.

49. Provide special tutoring services and counseling to students with special tale as student athletes, band and orchestra members and other leaders in stude organizations, to assist them in making progress in their college courses and p

50. Offer English language instruction to persons for whom English is not their nati uage to prepare them for entry into the work force or to provide them with e life and survival skills.

51. Offer basic hands-on skills training for semi-skilled jobs, in such areas as food s assembly line production and clerical services, to unemployed high school ag to prepare them for immediate employment.

52. Offer credit courses and programs to inmates in local, county and state corre institutions to increase their chances of employability and success after release prison.

53. Sponsor a student government organization for students to complement the ed tional program and assist their personal development.

54. Offer occupational courses and certificate and degree programs in develop nologies, such as microprocessors, fiber optics, laser beam technology and s energy conversion to students college age or older to prepare them to fill antic manpower needs of these developing businesses and industries.

55. Offer instruction in basic reading, writing and mathematics skills to students age or older who need such assistance to prepare them for entry into academic cupational programs.

56. Organize special support groups and provide counseling and tutoring services f women returning to the work force to assist them in benefiting from college co and programs.

57. Provide occupational counseling, interest and aptitude testing and job place services to students to help them find jobs and identify careers.

58. Offer occupational courses and certificate and degree programs in a variety of tional areas to adults older than traditional college age to retrain them for new portunities.

59. Offer college transfer credit courses in the technologies and engineering sci such as electronics, computer sciences, thermodynamics and metallurgy, to college age or older so that they can continue study toward a bachelor's degree fields at a college or university.

Table A1: Pilot Items of the Community College Activities Survey (continued)

60. Offer courses and workshops in practical life skills, hobbies and crafts and other general interest subjects to senior citizens and other interested members of the community for their general interest and recreation.

61. Offer college transfer credit courses in the health sciences and pre-professional fields, such as physical therapy, nursing, audiology, pre-medicine and pre-dentistry, to students college age or older so that they can continue study toward a bachelor's degree in these fields at a college or university.

62. Provide basic preventative, diagnostic and emergency health care services to students.

63. Make computer services available to local business and industry as a community service.

64. Offer courses and workshops in practical life skills, such as family financial planning, health and nutrition and consumer education, to all interested members of the local community to help them improve the quality of their lives.

65. Offer college transfer credit courses in the arts and sciences, engineering and agricultural sciences, business administration and other academic areas to students college age or older for their general, personal and educational development.

66. Use direct mailing and paid advertisements to inform potential students about college courses, programs and services developed in response to community needs.

67. Organize recreational activities, such as field trips to historical sites or cultural events and other outings for senior citizens and other interested members of the community for their general interest and recreation.

68. Offer occupational courses and certificate and degree programs in business services, such as data processing, accounting, banking and finance, real estate and insurance, to students college age or older to prepare them for jobs in these fields.

69. Offer college transfer credit courses in the agricultural sciences, such as animal science, soil conservation, horticulture and agri-business, to students college age or older so that they can continue study toward a bachelor's degree in these fields at a college or university.

70. Offer college transfer credit courses in the arts and sciences, engineering and agricultural sciences, business administration and other academic areas to adult students older than traditional college age so that they can continue to study toward a bachelor's degree at a college or university.

71. Offer instruction in basic reading, writing and mathematics skills to students college age or older to prepare them for entry into the work force or to provide them with everyday life and survival skills.

72. Organize special support groups and provide counseling and tutoring services for veterans of recent military service to assist them in benefiting from college courses and programs.

73. Offer English language instruction to students for whom English is not their native language and who need such assistance to prepare them for entry into academic and occupational programs.

Table A1: Pilot Items of the Community College Activities Survey (continued)

74. Offer instruction in basic reading, writing and mathematics skills to **mentally handicapped persons** to prepare them for entry into the work force or to provide them with everyday life and survival skills.

75. **Sponsor extracurricular activities, such as film series, intramural sports, field trips and concert series** for students to complement the educational program and assist their personal development.

76. **Operate residence halls** for students who live beyond normal commuting distance from the college.

77. **Offer occupational course and certificate and degree programs in public services, such as fire science, law enforcement, emergency medical technology and social services,** to students college age or older to prepare them for jobs in these fields.

78. **Sponsor intercollegiate sports** for men and women of college age to complement the educational program and assist their personal development.

79. Offer instruction in basic reading, writing and mathematics skills to students college age or older to **earn a General Equivalency Diploma (G.E.D.).**

80. Provide special assistance, such as sign language interpreters and tutoring services, to **deaf and hearing-impaired students** to assure them equal access to college resources and programs.

81. **Offer transfer credit courses taught in the native languages of the students, such as Spanish, Navajo or Vietnamese** to students for whom English is not their native language so that they can earn credits toward degrees while improving their English language skills in other courses.

82. **Offer occupational courses and certificate and degree programs in advanced technologies, such as electronics, computer-assisted and technical drafting, manufacturing technology and computer programming,** to students college age or older to prepare them for jobs in these fields.

83. **Provide basic health care screening and referral services, such as physical examinations and dental hygiene,** to all interested members of the local community in practice clinics staffed by students enrolled in nursing and allied health programs as part of their training.

84. **Provide counseling and advisement services for personal and academic problems** to students.

85. Offer occupational courses and programs in business services, technologies, health services and other occupational areas to **students who have never graduated from high school nor earned a G.E.D. diploma** to prepare them for jobs in these fields.

86. **Provide housing referral assistance** to students who live beyond normal commuting distance from the college.

87. Offer instruction in basic reading, writing and mathematics skills to **students who have never graduated from high school nor earned a G.E.D. diploma** and who need such assistance to prepare them for entry into academic and occuaptional programs.

88. Offer credit courses and programs to **interested adults in the community at such easy-to-reach locations as shopping centers, public libraries and other public facilities** for their convenience or to upgrade job-related skills.

Table A1: Pilot Items of the Community College Activities Survey
(continued)

89. **Offer instruction in study skills and academic survival skills** to students who are unfamiliar with the demands of college work to increase their chances of success in academic and occupational programs.

90. **Make computer services available** to local non-profit organizations, local governments and educational institutions and local community groups as a community service.

91. **Offer academic courses that do not transfer to other institutions in academic areas such as biology, history and psychology** to students with limited reading, writing and mathematics skills to provide them with exposure to these subject areas while increasing their basic skills.

92. **Provide access to the college library and library services** to all interested members of the local community as a community service.

93. Offer special academic courses and programs and special support services to students **with high academic ability** to attract them to [illegible] mmunity college and to encourage excellence.

94. **Provide bus or van transportation** for students who are unable to commute by private automobile or public transportation.

95. **Offer occupational programs in the skilled trades, such as masonry, plumbing, carpentry and electricity,** to apprentices in cooperation with local labor unions and non-union companies.

Phase Two

Administration of Pilot Survey

During the month of September, the pilot version of the Community College Activities Survey was administered to community college students enrolled in evening classes at five community colleges: Mesa Community College, Rio Salado Community College, South Mountain Community College, Phoenix College and Central Arziona College. It was distributed in class to students in the four Maricopa Community Colleges and picked up the following class period. Response to the pilot was voluntary, although a researcher explained the research project and its importance to the classes as the survey was distributed in order to encourage a response. The pilot was administered in class to the evening students at Central Arizona College, and thus the response rate was one hundred percent. The following table details the number of surveys distributed and returned during the pilot administration of the Community College Activities Survey to evening students.

Table A2: Pilot Survey Response Rates by College

Institution	# Distributed	# Returned	# Usable	% Return
Maricopa Community Colleges:				
Rio Salado Community College	478	189	167	39.5
South Mountain Community College	142	45	42	31.7
Mesa Community College	203	90	80	44.3
Phoenix Community College	130	71	59	54.6
SUBTOTAL	953	395	348	41.4
Central Arizona College	216	216	216	100.0
TOTAL	1,169	611	564	52.3

Evening students were chosen as the population to be surveyed in the pilot because they represented a large, relatively captive and accessible group of subjects that was thought to be somewhat representative of both community college students and community members. However, since the primary purpose of the pilot was to test the reliability of the format of the survey and to reduce it from ninety-five to sixty items, no attempt was made to randomize the sample of students to which the survey was distributed. Rather, classes were chosen that were simply judged to be relatively representative of the evening course offerings in both community college districts and that were relatively large and/or convenient to the researchers. In the Maricopa Community Colleges, an attempt was made to sample classes throughout the large district, and thus about half of the classes that were sampled were offered by county-wide Rio Salado Community College. Because of the methods by which the sample of evening students was chosen for the pilot, there was no assurance that this group represented either all students in

community college evening classes, or all community college students. However, the results were adequate to use as the analytical base to revise the survey to a more manageable length.

The results of this pilot were adapted to be comparable to results from the revised Community College Activities Survey. Items on the pilot survey from which the items on the revised survey were synthesized were identified. The mean of the larger set of pilot items determined to be equivalent to the revised items contained in each mission category was calculated and reported as the support of community college evening students for each operational mission. Thus, this report contains a measure of evening student support for community college missions that is equivalent to that used to indicate the support of other constituent groups for these missions. Table A5 identifies the pilot items determined to be equivalent to items on the revised Community College Activities Survey. Qualifications that need to be observed in generalizing from this data have been described in the body of the report.

Revision of the Pilot Study

The design of the research project called for a reduction of the number of items on the survey to be sent to major community college constituencies, including registered voters and state legislators which are two very difficult groups to survey, to a maximum of sixty items. Analysis of the data from the pilot survey was used to accomplish this required reduction. First, descriptive statistics, including the mean and standard deviation of responses, were calculated for each item. Measures of inter-item correlations were calculated, and a varimax rotated factor analysis solution was obtained separately for all responses to "important to do" and "fund with tax dollars" questions. The factor analysis of responses to the importance question suggested missions categories identified by both functional relationships among items as well as by clientele-based relationships. This perception was ultimately verified by results of the factor analyses done on the revised survey responses, but this was a major discovery at this point in the research project. This function versus clientele distinction was determined to be of sufficient importance to be perserved and verified in the revised survey.

So, this distinction and these statistics provided the analytical basis for the reduction of the survey instrument according to the following set of criteria:

1. Items were eliminated from the survey that did not:

   a. load on any "importance" factor at .4 or higher factor loading,

   b. correlate with other items of the a priori classification of missions at .4 or higher, or

   c. deal with the function versus clientele issue as identified by factor analysis.

2. Items were combined that

   a. had inter-item correlation coefficients of .5 or higher, or

   b. had inter-item correlation coefficients of .4 or higher and were obviously related in literal meaning and content,

c. except as indicated in #3 below.

3. Items were not combined, the rules in #2 notwithstanding, that

   a. were included in different a priori mission categories,

   b. loaded on different "importance" factors at .4 factor loading or higher,

   c. varied in mean of "importance" support by .25 or more, or in standard deviation by .20 or more,

   d. would result in the reduction of the number of items that loaded at .4 factor loading or higher on a single factor to fewer than 3 items, or

   e. would result in the elimination of a factor or distinction identified by the a priori classification of missions or by factor analysis to be relevant.

The application of this complex set of criteria resulted in the reduction of the pilot instrument from ninety-five items to the sixty items of the revised Community College Activities Survey. Combined items were rewritten as necessary, and this resulted in the loss of some specificity in the descriptions of community college activities in the items. However, the specificity that was lost was only that determined to be insignificant by analysis of the pilot results. Also, sufficient items were maintained in the revised survey to confirm either the a priori functional classification scheme of missions identified by community college administration and board members or the clientele-based missions suggested by the preliminary data from factor analysis of the pilot results. The format of the pilot was judged to be reliable and was maintained in the revision.

Finally, the items that were saved or rewritten from the pilot were randomly ordered in the revised version of the Community College Activities Survey. Table A5 identifies the pilot items that were combined and reordered into the revised survey, as well as the pilot items that were eliminated from the survey. Table A3 lists the items of the Community College Activities Survey as revised, and Table A4 reproduces a page of the revised survey to indicate the format that was used in the pilot survey and then adopted unchanged for the revised survey.

Table A3: Revised Items of the Community College Activities Survey

1. Offer courses and workshops in practical life skills, hobbies and crafts and other general interest subjects to **senior citizens** for their general interest and recreation.

2. Offer special academic courses and programs and special support services to **students with high academic ability** to attract them to the community college and to encourage excellence.

3. **Offer credit courses, certificates and associate degree programs in business and public services, agriculture, technologies, health services and other occupational areas** to students college age or older to prepare them for jobs in these fields.

4. **Provide special assistance, such as sign language interpreters and tutoring services, to deaf and hearing-impaired students** to assure them equal access to college resources and programs.

5. Organize special support groups and provide counseling and tutoring services for **ethnic and racial minority groups** to assist them in benefiting from college courses and programs.

6. Offer credit courses and programs in business and public services, agriculture, technologies, health services and other occupational areas to **high school age students with advanced standing** so that they can earn credits toward completion of a degree program at a college or university.

7. Offer scholarships and other financial assistance to **students of high academic ability** to encourage them to attend.

8. **Provide access to facilities such as meeting rooms and exhibition space** to local businesses, non-profit organizations and other community groups as a community service.

9. **Offer credit courses in the natural and physical sciences, such as biology, chemistry, physics and geology,** to students college age or older so that they can continue study toward a bachelor's degree in these fields at a college or university.

10. **Assist state and local government agencies, Chambers of Commerce and other local community groups in attracting business, industrial and residential development as** a community service.

11. Offer credit courses, certificates and associate degree programs to **Indians on Indian reservations** to assure them access to academic opportunities, occupational training and support services.

12. Offer credit courses in the arts and sciences, the health, engineering and agricultural sciences, business and other academic areas to **students who have never graduated from high school nor earned a G.E.D. diploma** so that they can continue study toward a bachelor's degree in these fields at a college or university.

13. **Offer credit courses, certificates, and associate degree programs in commercial arts, such as advertising design, photography, media broadcast and production and interior design,** to students college age or older to prepare them for jobs in these fields.

Table A3: Revised Items of the Community College Activities Survey (continued)

14. **Offer scholarships and provide special tutoring and advisement** to students with special talents, such as band and orchestra members, student athletes and other leaders in student organizations, to assist them in making progress in their educational programs.

15. **Offer transfer credit courses taught in the native languages of the students, such as Spanish, Navajo or Vietnamese** to students for whom English is not their native language so that they can earn credits toward degrees while improving their English language skills in other courses.

16. Offer credit courses, certificates and associate degree programs to **inmates in local, county and state correctional institutions** to increase their chances of employability and success after release from prison.

17. **Provide access to the college library and library services** to all interested members of the local community as a community service.

18. Offer college courses, certificates and associate degree programs to **interested adults who are unable to attend classes on the college campus by alternative instructional means, such as television, radio, correspondence, individualized learning materials and other arrangements.**

19. **Make computer services available** to local businesses, non-profit organizations and other community groups as a community service.

20. Offer credit courses in the arts and sciences, the health, engineering and agricultural sciences, business and other academic areas to **adult students older than traditional college age** so that they can continue to study toward a bachelor's degree in these fields at a college or university.

21. Offer credit courses, certificates and degree programs in business and public services, agriculture, technologies, health services and other occupational areas to **adult students older than traditional college age** to prepare them for jobs in these fields.

22. Offer instruction in basic reading, writing and mathematics skills to **mentally handicapped persons** to prepare them for entry into the work force or to provide them with everyday life and survival skills.

23. **Provide applied research and consulting services within the limits of faculty expertise in such areas as resource and energy conservation, staff and community development and needs assessment** to local non-profit organizations and other community groups as a community service.

24. Provide basic health care, child care, counseling and job placement services to **members of the local community who are not students** as a community service.

25. **Provide special assistance, such as Braille and audio texts, aides and guides, tutoring services and adaptive equipment to blind and physically handicapped students** to assure them equal access to college resources and programs.

26. Offer scholarships and other financial assistance to **minorities, disadvantaged and other students** who might not otherwise attend college.

27. **Offer instruction in basic reading, writing and mathematics skills** to students college age or older to prepare for entry into academic and occupational programs, to develop everyday life and survival skills, or to earn a General Equivalency Diploma (G.E.D.).

Table A3: Revised Items of the Community College Activities Survey (continued)

28. Offer credit courses, certificates, and associate degree programs in business and public services, agriculture, technologies, health services and other occupational areas to high school age students as part of their educational program.

29. Act as a clearinghouse and referral agency for educational and social services provided for members of the local community as a community service.

30. Offer instruction in basic reading, writing and mathematics skills to students who have never graduated from high school nor earned a G.E.D. diploma to prepare them for entry into academic and occupational programs.

31. Offer credit courses in the arts and sciences, the health, engineering and agricultural sciences, business and other academic areas to high school age students with advanced standing so that they can earn credits toward a bachelor's degree at a college or university.

32. Offer courses and workshops in practical life skills, such as family financial planning, health and nutrition and consumer education, to all interested members of the local community to help them improve the quality of their lives.

33. Organize recreational activities, such as field trips to historical sites or cultural events and other outings for senior citizens and other interested members of the community for their general interest and recreation.

34. Operate residence halls for students who live beyond normal commuting distance from the college.

35. Offer credit courses, certificates and associate degree programs in entry level technologies and health services, such as welding, diesel mechanics, licensed practical nursing and dental assisting, to students college age or older to prepare them for jobs in these fields.

36. Offer credit courses, certificates and associate degree programs to interested adults in the community at such easy-to-reach locations as shopping centers, public libraries and other public facilities for their convenience or to upgrade job-related skills.

37. Provide housing referral assistance to students who live beyond normal commuting distance from the college.

38. Offer credit courses in the arts and sciences, the health, engineering and agricultural sciences, business and other academic areas to students college age or older for their general personal and educational development.

39. Offer basic hands-on skills training for semi-skilled jobs, in such areas as food services, component assembly and clerical services, to adults college age or older to prepare them for immediate employment.

40. Offer short-term skills training in small appliance repair, tax preparation, investment counseling and other personal services to senior citizens and other interested members of the community to provide them opportunities for self-employment.

41. Provide counseling and advisement services for personal and academic problems to students.

42. Provide special tutoring services and counseling to students whose native language is not English to assist them in benefiting from college courses and programs.

Table A3: Revised Items of the Community College Activities Survey (continued)

43. **Offer courses and workshops in community issues and other current social, economic and political issues** to all interested members of the local community to help develop an informed citizenry.

44. Provide special tutoring services and counseling to **students with limited reading and writing ability** to assist them in benefiting from college courses and programs.

45. **Sponsor intercollegiate athletics and other extracurricular activities, such as film series, intramural sports, field trips and concert series** for students to complement the educational program and assist their personal development.

46. Organize special support groups and provide counseling and tutoring services for **women returning to the work force** to assist them in benefiting from college courses and programs.

47. **Eliminate or reduce all or some of the normal charges for senior citizens** to encourage them to enroll in college courses and programs.

48. **Offer credit courses, certificates and associate degree programs in hospitality services, such as food services, hotel-motel mangement and travel agencies,** to students college age or older to prepare them for jobs in these fields.

49. Offer basic hands-on skills training and occupational courses and programs to **mentally handicapped persons** to prepare them for employment.

50. Offer credit courses and programs in business and public services, agriculture, technologies, health services and other occupational areas to **students who have never graduated from high school nor earned a G.E.D. diploma** to prepare them for jobs in these fields.

51. Offer **credit courses, certificates and associate degree programs in office education fields, such as clerical and typing, keypunch and data entry, stenography and word processing,** to students college age or older to prepare them for jobs in these fields.

52. Offer basic hands-on skills training for semi-skilled jobs, in such areas as food services, component assembly and clerical services, to unemployed high school age youth to prepare them for immediate employment.

53. **Offer English language instruction** to students whose native language is not English to prepare them for entry into academic and occupational programs or to provide them with everyday life and survival skills.

54. **Offer credit courses in the performing and fine arts, physical education and home economics** to students college age or older so that they can continue study toward a bachelor's degree in these fields at a college or university.

55. **Offer instruction in study skills and academic survival skills** to students who are unfamiliar with the demands of college work to increase their chances of success academic and occupational programs.

56. **Offer credit courses in the arts and sciences, the health, engineering and agricultural sciences, and business and other academic areas** to students college age or older so that they can continue study toward a bachelor's degree in these fields at a college or university.

Table A3: Revised Items of the Community College Activities Survey (continued)

57. Offer credit courses, certificates and associate degree programs to employees of local business and industry, governmental agencies and non-profit organizations at the work site to upgrade their job-related skills.

58. Provide bus or van transportation for students who are unable to commute by private automobile or public transportation.

59. Sponsor student government organizations, student publications and other activities for students to complement the educational program and assist their personal development.

60. Offer courses and workshops in hobbies and crafts and other subjects, such as weaving, stamp collecting and bridge to all interested members of the local community for their general interest and recreation.

Table A4: Format of Community College Activities Survey: Sample Pages

Check one box after **important to do** and one after **fund with tax dollars.** Community colleges should...		strongly disagree	disagree	not sure	agree	strongly agree
21. Offer credit courses, certificates and degree programs in business and public services, agriculture, technologies, health services and other occupational areas to adult students older than traditional college age to prepare them for jobs in these fields.	important to do	1	2	3	4	5
	fund with tax dollars					
22. Offer instruction in basic reading, writing and mathematics skills to mentally handicapped persons to prepare them for entry into the work force or to provide them with everyday life and survival skills.	important to do	1	2	3	4	5
	fund with tax dollars					
23 Provide applied research and consulting services within the limits of faculty expertise in such areas as resource and energy conservation, staff and community development and needs assessment to local non-profit organizations and other community groups as a community service.	important to do	1	2	3	4	5
	fund with tax dollars					
24. Provide basic health care, child care, counseling and job placement services to members of the local community who are not students as a community service.	important to do	1	2	3	4	5
	fund with tax dollars					
25. Provide special assistance, such as braille and audio texts, aides and guides, tutoring services and adaptive equipment to blind and physically handicapped students to assure them equal access to college resources and programs.	important to do	1	2	3	4	5
	fund with tax dollars					

Check one box after **important to do** and one after **fund with tax dollars.** Community colleges should...		strongly disagree	disagree	not sure	agree	strongly agree
26. Offer scholarships and other financial assistance to minorities, disadvantaged and other students who might not otherwise attend college.	important to do	1	2	3	4	5
	fund with tax dollars					
27. Offer instruction in basic reading, writing and mathematics skills to students college age or older to prepare for entry into academic and occupational programs, to develop everyday life and survival skills, or to earn a General Equivalency Diploma (G.E.D.).	important to do	1	2	3	4	5
	fund with tax dollars					
28. Offer credit courses, certificates, and associate degree programs in business and public services, agriculture, technologies, health services and other occupational areas to high school age students as part of their educational program.	important to do	1	2	3	4	5
	fund with tax dollars					
29. Act as a clearinghouse and referral agency for educational and social services provided for members of the local community as a community service.	important to do	1	2	3	4	5
	fund with tax dollars					
30. Offer instruction in basic reading, writing and mathematics skills to students who have never graduated from high school nor earned a G.E.D. diploma to prepare them for entry into academic and occupational programs.	important to do	1	2	3	4	5
	fund with tax dollars					

Table A5: Equivalence Between Revised and Pilot Items of the Community College Activities Survey

Revised Item#	Equivalent Pilot Item(s)#	Revised Item#	Equi Pilot
1	60	31	
2	93	32	6
3	54,68,77,82	33	6
4	80	34	7
5	5	35	2
6	36	36	8
7	48	37	8
8	28,44	38	6
9	8	39	4
10	13	40	2
11	35	41	3
12	24	42	
13	9	43	4
14	16,49	44	2
15	81	45	7
16	52	46	5
17	92	47	1
18	17	48	2
19	63,90	49	
20	70	50	8
21	58	51	1
22	74	52	5
23	4	53	5
24	32	54	1
25	23,26	55	8
26	31	56	4
27	55,71,79	57	4
28	27	58	9
29	19	59	
30	87	60	1

Pilot Items Eliminated: 7, 10, 11, 21, 30, 33, 34, 38, 39, 47, 57, 62, 66, 72, 83, 91, 95

Phase Three

Administration of Revised Survey

In November, the revised Community College Activities Survey was sent to 3,540 members of six major constituent groups of the Arizona community colleges. The number of surveys sent and returned for each group is detailed in Table A6. Each potential respondent was sent a copy of the survey, a letter from the Chairman of the State Board of Directors for Arizona Community Colleges identifying the survey as a State Board project and encouraging response to the survey, and a postage-paid, business-response return envelope. In addition, members of specific respondent groups received a second letter from a recognized leader of their specific group encouraging them to respond to the survey. Specifically, legislators received an additional letter from either the Chair of the House or Senate Education Committee encouraging them to respond, while local governing board members received a letter from the president of the Arizona Association of District Governing Boards. Faculty received letters from their campus faculty association leaders, and administrators received letters from their chief executives.

In an effort to maximize the return rate of the survey, second copies of the survey were sent to all registered voters who did not respond to the initial mailing by December 1, 1981. Also 433 additional surveys were sent to a second sample of registered voters in Pinal County to replace the unexpectedly large number of surveys, 218, returned by the Post Office as undeliverable. However, time constraints made it impossible to send a second copy to those of the replacement sample that did not respond to the survey, and this contributed to the low response rate from Pinal County registered voters. A reminder postcard was sent to each non-respondent in the other five respondent groups during the first week of December. Finally, each non-responding state legislator, State Board member, local governing board member or administrator in the Maricopa Community Colleges or Central Arizona College was reminded by telephone contact of the importance of returning the survey prior to January 1, 1982.

Each respondent was initially assigned an identification number which was recorded on the return envelope and in a master log book of the six samples. This number was used to identify those potential respondents who had not responded to the survey in order to guide the follow-up effort. When a survey was returned, the individual returning the survey was checked off as having responded, and the survey was identified as belonging to the appropriate respondent group. The individual respondent's identity was eradicated at this point to assure that the responses remained confidential and could not be associated with an individual respondent. Surveys returned with the identifying number obscured were grouped into respondent groups according to demographic information contained in the final ten questions and postmarks whenever possible. In the case that a respondent returned both the first and the second copies of the surveys, only one was counted as a valid return. Surveys returned substantially incomplete or returned after January 5, 1982 when data analysis was begun were termed "unusable." The return rates of each of the respondent groups is detailed in Table A6.

Table A6: Response Rates to the Community College Activities Survey

Respondent Group	Surveys Sent	Total Returns	Usable Returns	PO Returns	Return Rate%
State Board:	21	19	19	0	90.5
Local CC Boards:					
Maricopa	5	4	4	0	80.0
Pinal	5	5	5	0	100.0
Other	35	27	26	1	79.4
Subtotal	45	36	35	1	81.8
CC Administrators:					
Maricopa CC	38	35	35	1	94.6
Central Arizona	13	13	13	0	100.0
Other CC	36	33	33	0	91.7
Subtotal	87	81	81	1	94.2
CC Faculty:					
Maricopa CC	150	109	105	0	72.7
Central Arizona	90	62	62	1	69.7
Subtotal	240	171	167	1	71.5
Registered Voters:					
Maricopa	2,491	775	740	161	33.3
Pinal	999	151	145	336	22.8
Subtotal	3,490	926	885	497	30.9
Legislators:					
House	60	27	27	0	45.0
Senate	30	15	14	0	50.0
Subtotal	90	*43	*52	0	47.8

*Totals do not necessarily add due to responses not identified by specific respondent groups.

Sample Selection

Population samples, that is, the entire group, were selected for state legislators, the State Board of Directors for Arizona Community Colleges and its four-person staff, local governing boards for all Arizona community colleges, and full-time faculty and administration at Central Arizona College. Community college administrators at the associate dean level, or its equivalent, and above were selected to represent administration in the eight other community college districts in the state A random sample of 150 full-time faculty in the Maricopa Community Colleges, or approximately twenty percent of the total, was selected rrom a list of all faculty. These samples were selected to be representative of the larger groups of which chey were a part.

Separate random samples of registered voters in Maricopa and Pinal counties were generated from a computer listing of registered voters by a commerical firm. Reigstered voters were chosen instead of the larger group of county residents as the population to be sampled because they were judged to be a group that was more likely to influence decision-making at the county or state level. Also, registered voters were viewed as more likely to respond to the survey, as well as more likely to be able to read its relatively difficult items. Initially, it was thought that a sample of 500 voters for each of the five community college districts in Maricopa County and a sample of 500 voters from Pinal County would produce 200 usable responses in each district. However, some districts, particularly District Five in Maricopa County, proved to be underrepresented in the log of registered voters. However, a sample that could be generalized to the entire group of registered voters in Maricopa County was judged to be preferable to an equal size sample in each district. A second random sample was drawn for Pinal County as a contingency to assure sufficient numbers of responses from that county.

The list of registered voters from which the Maricopa sample was drawn was current as of May, 1981, and thus represented a list of all of those voters who had voted in the general election of November, 1980 or who had reregistered since that election. The list of registered voters from which the Pinal County sample was drawn was current as of October, 1980, and thus represented all voters eligible to vote in the general election of November, 1980. Some of those eligible to vote in that election might not have voted or registered since the last general election in November of 1978. This difference in the currency of the two lists of registered voters helps to explain the lower response rates of Pinal County voters and particularly the high number of surveys returned by the Post Office from Pinal County. However, both lists were the most current available to the researchers.

Phase Four

Responses to the survey were coded into computer-readable form and entered into a computer for analysis. The data were subjected to several types of analysis; the major results have been summarized in the main text of this report. Additional detailed results not reported in the main text and the methods used to calculate all results are detailed in this section.

Descriptive Statistics for Specific Activities

Initial analysis of the data included calculation of basic descriptive statistics of the responses to each of the sixty items describing specific community college activities in the survey. The mean and standard deviation of responses to each item for both the importance of community colleges performing each activity and for the use of tax dollars to fund each activity is reported for each major respondent group in Table A7. The responses for each item ranged from one to five; the higher the mean response, the greater was the level of support for the specific activity. A mean score of 3.00 or higher was interpreted as indicating postive support, and less than 3.00 as opposition or lack of support. The standard deviation of each item is a measure of the degree of consensus for support or opposition to each item; the smaller the standard deviation, the greater was the degree of consensus among the members of the group concerning the specific activity.

Table A8 details the fifteen specific activities that received strongest average support from each respondent group both for the importance of the activity for community colleges and for the use of tax dollars to fund the activity arranged in rank order. The table also identifies the fifteen specific activities that received the strongest average opposition from the same respondent groups also in rank order. These rankings of means provide a convenient look at the specific activities that attracted the most positive or most negative responses, and the rankings highlight the differences in priorities for specific activities among major respondent groups.

Another useful descriptive statistic calculated for each item in the survey was the discrepancy between support for the importance of community colleges performing an activity and the support for the use of tax dollars to fund it. In all cases, support for the importance of an activity was greater than the support for the use of tax dollars to fund the activity, so the discrepancy was easily calculated as the simple difference between the two means of each item. High discrepancy scores generally indicated that a specific activity was viewed as important for community colleges to do but should not be funded with tax dollars. Items with high discrepancy scores were thus those that were thought to be appropriately self-supporting. Low discrepancy scores did not necessarily indicate strong support for the use of tax dollars, however, because low discrepancies could be the result of a consensus that a specific activity was neither important nor deserving of funding support. The items with the highest discrepancies are ranked in Table A9 by major respondent groups.

Table A7: Importance and Tax Dollar Support for Specific Activities by Major Respondent Groups

	State Board				Local Boards				Administrators				Faculty				Registered Voters				Legislators			
	Important		Tax Supp.		Important		Tax Supp.		Important		Tax Supp.		Important		Tax Supp.		Important		Tax Supp.		Important		Tax Supp.	
	$\bar{x}$	s.d.	$\bar{x}$	s.d.	$\bar{x}$	s.d.	$\bar{x}$	s.d.	$\bar{x}$	s.d.	$\bar{x}$	s.d.	$\bar{x}$	s.d.	$\bar{x}$	s.d.	$\bar{x}$	s.d.	$\bar{x}$	s.d.	$\bar{x}$	s.d.	$\bar{x}$	s.d.
1	4.32	.67	2.28	1.07	4.14	.77	2.94	1.07	4.41	.63	3.34	1.32	4.20	.85	2.90	1.27	3.91	1.06	2.71	1.27	3.64	1.19	2.26	1.27
2	4.42	.96	4.24	.97	4.47	.99	4.15	1.15	4.66	.66	4.46	.82	4.37	1.00	4.11	1.88	3.95	1.09	3.18	1.31	3.62	1.17	3.07	1.31
3	4.84	.38	4.53	.61	4.80	.41	4.47	1.08	4.93	.27	4.86	.44	4.79	.53	4.59	.81	4.46	.71	3.57	1.28	4.60	.50	4.26	.88
4	4.32	.67	3.84	1.07	3.60	1.09	3.43	1.22	4.20	1.06	4.00	1.16	3.98	1.05	3.64	1.19	4.15	.95	3.73	1.17	3.79	1.07	3.24	1.28
5	3.90	1.29	3.16	1.50	3.49	1.17	3.18	1.14	4.20	1.02	3.99	1.17	3.56	1.24	3.04	1.35	3.04	1.29	2.42	1.22	3.21	1.37	2.68	1.40
6	4.05	1.08	3.78	1.17	4.34	.80	3.89	1.13	4.39	.88	4.30	.95	3.95	1.14	3.51	1.31	3.89	1.07	2.94	1.24	3.71	1.22	3.33	1.41
7	4.47	.84	3.39	1.20	4.34	.97	3.80	1.37	4.54	.75	3.89	1.31	4.29	1.04	3.79	1.32	3.92	1.13	3.19	1.31	3.69	1.32	3.07	1.47
8	4.47	.96	2.11	1.45	4.29	.57	3.09	1.33	4.43	.74	3.30	1.29	4.10	.94	2.53	1.36	3.71	1.14	2.21	1.13	4.29	.64	2.05	1.12
9	4.63	.76	4.67	.49	4.63	.65	4.38	.95	4.81	.55	4.77	.64	4.69	.53	4.47	.90	4.23	.78	3.31	1.29	4.00	.91	3.70	1.22
10	4.21	1.13	3.22	1.43	4.34	.97	3.46	1.25	4.39	.91	3.59	1.32	3.58	1.27	2.61	1.33	3.23	1.27	2.38	1.17	3.19	1.37	2.24	1.23
11	3.95	1.18	2.84	1.46	3.60	1.27	2.88	1.30	4.31	.94	3.89	1.20	3.66	1.29	3.17	1.35	3.44	1.28	2.73	1.34	3.52	1.40	2.95	1.45
12	3.79	1.23	3.26	1.33	3.74	1.12	3.46	1.31	4.30	1.15	4.25	1.14	3.59	1.45	3.41	1.49	2.94	1.36	2.40	1.25	3.22	1.41	2.97	1.51
13	4.32	.67	3.95	1.08	4.29	.75	3.89	1.11	4.58	.69	4.54	.76	4.30	.80	4.12	.99	3.92	.97	3.02	1.28	4.07	.84	3.45	1.31
14	3.47	1.07	2.83	1.10	3.57	1.09	2.79	1.37	4.10	1.06	3.33	1.35	3.75	1.23	3.17	1.40	3.22	1.23	2.52	1.18	3.05	1.19	2.29	1.12
15	3.11	1.49	2.83	1.54	2.89	1.35	2.27	1.21	3.01	1.48	2.80	1.40	2.75	1.42	2.52	1.41	2.97	1.33	2.33	1.19	2.76	1.34	2.50	1.33
16	4.26	.93	3.90	1.20	4.03	.99	3.21	1.32	4.34	.69	3.93	1.08	3.88	1.11	3.35	1.36	3.45	1.26	2.80	1.33	3.62	1.10	3.20	1.31
17	4.47	.61	3.72	1.23	4.23	1.00	3.68	1.34	4.40	.92	4.20	.99	4.06	1.16	3.51	1.45	4.05	1.04	3.33	1.32	4.05	.99	3.43	1.31
18	4.32	.89	3.72	1.13	4.23	.65	3.71	1.23	4.38	.85	4.25	.96	3.92	1.05	3.51	1.23	3.76	1.06	2.91	1.23	3.57	1.25	2.76	1.39
19	2.35	1.22	1.94	1.06	2.91	1.44	1.82	.94	2.59	1.36	1.83	1.04	2.59	1.37	1.81	1.00	2.86	1.24	2.01	.99	2.83	1.27	1.83	.77
20	4.37	.83	3.90	1.24	4.44	.71	3.94	1.25	4.76	.46	4.73	.55	4.60	.63	4.36	.96	4.12	.81	3.10	1.32	4.02	.85	3.39	1.34
21	4.47	.70	4.11	1.05	4.51	.66	4.00	1.21	4.75	.46	4.70	.60	4.61	.65	4.33	1.02	4.12	.75	3.15	1.29	4.21	.57	3.73	1.27
22	4.05	1.08	3.58	1.22	3.40	1.09	3.17	1.18	3.00	1.39	3.03	1.41	3.15	1.34	3.02	1.35	3.74	1.19	3.46	1.26	3.24	1.30	3.05	1.34
23	3.47	1.22	2.37	1.07	3.57	1.07	2.74	1.05	3.70	1.22	2.77	1.36	3.59	1.16	2.66	1.31	3.28	1.15	2.50	1.10	3.24	1.16	2.51	1.10
24	2.32	1.00	1.89	.83	2.29	1.07	1.82	.76	2.20	1.15	1.89	1.05	2.00	1.15	1.69	.99	2.25	1.17	1.93	.99	2.10	1.14	1.83	.91
25	4.16	.96	3.90	.94	3.66	1.19	3.51	1.20	4.16	.93	4.06	.96	3.89	1.07	3.67	1.21	4.14	.88	3.79	1.01	3.93	1.03	3.73	1.12
26	4.11	.88	3.47	1.02	3.77	1.11	3.27	1.33	4.33	.95	3.76	1.34	3.82	1.18	3.40	1.34	3.47	1.19	2.98	1.27	3.36	1.28	2.93	1.31
27	4.37	.68	3.95	.91	4.14	.94	3.77	1.26	4.33	.84	4.16	1.00	4.13	1.00	3.86	1.20	3.74	1.14	3.06	1.26	3.39	1.30	3.20	1.29
28	3.42	1.31	3.28	1.36	3.49	1.15	3.06	1.28	3.46	1.45	3.44	1.45	2.88	1.34	2.70	1.36	3.17	1.23	2.66	1.16	3.02	1.31	2.87	1.30
29	2.53	1.12	2.33	1.24	2.71	1.18	2.50	1.19	2.89	1.37	2.64	1.30	2.75	1.26	2.33	1.13	2.61	1.16	2.29	1.05	2.19	1.29	1.76	.91
30	3.90	1.10	3.63	1.01	3.74	1.22	3.46	1.31	4.04	1.17	3.91	1.23	3.72	1.29	3.44	1.38	3.32	1.29	2.72	1.28	3.48	1.42	3.05	1.43

Table A7: Importance and Tax Dollar Support for Specific Activities by Major Respondent Groups

(continued)

31	4.16	.96	3.67	1.19	4.26	.78	3.63	1.19	4.50	.64	4.43	.67	4.02	1.05	3.69	1.24	3.74	1.08	2.94	1.24	3.67	1.24	3.36	1.30
32	3.90	1.20	3.06	1.21	4.17	.89	3.09	1.27	4.26	.79	3.63	1.26	4.23	.77	3.25	1.31	3.82	1.03	2.76	1.24	3.60	1.25	2.45	1.19
33	3.47	1.02	1.94	.87	3.14	1.14	2.09	.75	3.51	1.25	2.35	1.10	3.42	1.28	2.40	1.22	3.09	1.30	2.20	1.08	2.54	1.36	1.81	1.01
34	4.21	.86	3.33	1.37	3.49	1.50	2.65	1.50	3.56	1.45	2.64	1.42	3.08	1.51	2.65	1.48	3.04	1.28	2.25	1.12	2.83	1.31	2.31	1.14
35	4.53	.61	4.21	.92	4.69	.47	4.32	.95	4.83	.38	4.78	.50	4.46	.81	4.30	.89	4.09	.88	3.27	1.27	4.41	.67	4.02	1.16
36	3.74	1.20	3.00	1.41	3.89	1.08	3.50	1.35	4.39	.83	4.40	.79	3.70	1.19	3.22	1.35	3.32	1.21	2.60	1.20	3.21	1.39	2.71	1.37
37	4.16	.50	2.95	1.27	3.77	1.22	3.15	1.40	3.98	1.12	3.45	1.35	3.63	1.13	2.88	1.30	3.60	1.10	2.65	1.17	3.71	1.24	2.88	1.44
38	3.79	1.23	3.24	1.52	4.17	.75	3.88	1.09	4.50	.68	4.28	.88	4.44	.63	3.93	1.23	3.78	.97	2.73	1.25	3.71	1.12	2.67	1.33
39	4.44	.78	3.83	1.20	4.23	.84	3.74	1.21	4.39	.86	4.32	.95	3.96	1.02	3.77	1.12	3.60	1.11	2.83	1.22	3.88	1.11	3.56	1.27
40	4.21	.71	3.11	1.41	4.11	.72	3.27	1.21	4.39	.76	4.04	1.17	4.12	.83	3.43	1.25	3.69	1.08	2.73	1.23	3.62	1.17	2.93	1.35
41	4.53	.77	4.21	1.08	4.40	.65	4.03	1.00	4.56	.71	4.48	.80	4.41	.76	4.23	.96	3.90	.96	3.27	1.22	3.81	1.03	3.32	1.21
42	3.90	1.29	3.33	1.24	3.91	1.01	3.62	1.23	4.26	.92	4.09	1.04	4.02	1.06	3.60	1.27	3.27	1.24	2.56	1.18	3.39	1.32	3.10	1.34
43	3.47	1.26	2.82	1.07	3.80	.90	2.82	1.27	4.17	.93	3.30	1.33	3.85	1.05	2.87	1.33	3.29	1.18	2.49	1.15	3.32	1.21	2.20	1.03
44	4.33	.77	3.78	1.00	3.71	1.07	3.24	1.33	4.30	.89	4.20	.96	3.97	1.04	3.66	1.22	3.32	1.21	2.68	1.19	3.38	1.19	2.77	1.22
45	4.00	.88	2.78	1.31	3.69	1.23	2.97	1.27	4.16	1.03	3.26	1.34	3.92	1.16	3.13	1.39	3.31	1.21	2.57	1.19	3.63	1.14	2.73	1.36
46	3.90	.99	3.39	1.24	3.89	.87	3.65	1.04	4.33	.81	4.11	.93	3.96	1.14	3.56	1.31	3.64	1.10	2.89	1.23	3.78	1.19	3.33	1.33
47	2.95	1.43	2.39	1.20	2.97	1.32	2.62	1.35	3.78	1.01	3.45	1.15	3.35	1.26	3.08	1.25	3.05	1.30	2.63	1.22	2.51	1.31	2.18	1.11
48	4.21	.71	3.74	1.20	4.14	.85	3.65	1.30	4.51	.68	4.43	.76	3.98	.99	3.67	1.14	3.61	1.07	2.76	1.19	3.63	1.22	3.35	1.27
49	3.90	.94	3.53	1.22	3.23	1.11	3.09	1.15	2.94	1.42	2.97	1.44	3.07	1.28	2.91	1.30	3.64	1.14	3.37	1.18	3.29	1.45	3.13	1.44
50	4.00	1.16	3.79	1.23	3.57	1.20	3.37	1.26	4.21	1.00	4.19	1.01	3.57	1.34	3.40	1.39	3.03	1.24	2.52	1.16	3.35	1.33	3.03	1.37
51	4.42	.61	4.11	.94	4.54	.51	4.11	1.02	4.76	.43	4.72	.53	4.52	.55	4.37	.75	4.05	.83	3.16	1.26	4.15	.88	3.88	1.16
52	3.53	1.07	3.37	1.17	3.70	.95	3.39	1.12	3.58	1.30	3.45	1.43	3.11	1.31	2.88	1.32	3.29	1.20	2.78	1.20	3.39	1.34	3.05	1.26
53	4.11	1.10	3.53	1.39	3.91	.95	3.47	1.26	4.27	.87	4.08	1.07	4.04	.98	3.73	1.18	3.64	1.12	2.85	1.24	3.37	1.36	3.10	1.32
54	4.05	.91	3.89	1.08	4.23	.88	3.79	1.39	4.60	.71	4.54	.76	4.40	.74	4.20	.96	3.76	1.02	2.98	1.24	3.68	1.19	3.32	1.39
55	4.05	.91	3.78	1.11	4.03	1.01	3.74	1.21	4.55	.75	4.42	.89	4.32	.78	4.09	1.02	3.66	1.05	2.94	1.19	3.76	1.02	3.30	1.16
56	4.21	.86	4.11	.96	4.57	.50	4.24	1.05	4.78	.45	4.73	.55	4.63	.50	4.51	.71	4.10	.73	3.23	1.24	4.07	.91	3.81	1.10
57	4.37	.76	3.50	1.38	4.29	.67	3.09	1.36	4.67	.69	4.50	.87	4.20	.94	3.28	1.35	3.33	1.20	2.28	1.07	3.75	1.13	2.72	1.21
58	2.84	1.17	2.44	1.10	2.74	1.34	2.26	1.20	2.96	1.44	2.26	1.27	2.85	1.39	2.34	1.25	2.74	1.28	2.20	1.13	2.22	1.24	1.85	.91
59	3.95	.97	2.50	1.34	3.91	1.04	3.50	1.21	4.06	1.07	3.19	1.52	3.89	1.02	3.26	1.35	3.36	1.13	2.64	1.19	3.66	.99	2.73	1.30
60	3.42	1.12	1.83	1.04	3.51	1.25	2.09	1.11	3.89	1.07	2.29	1.19	3.59	1.19	2.02	1.02	3.06	1.27	1.98	.99	2.78	1.29	1.63	.77

Table A8: Rankings of Importance and Tax Support for Specific Activities by Major Respondent Group

Rank	State Board				Local Boards				Administrators				Faculty				Registered Voters				Legislators			
	Important		Tax Supp.		Important		Tax Supp.		Important		Tax Supp.		Important		Tax Supp.		Important		Tax Supp.		Important		Tax Supp.	
	#	$\bar{x}$	#	$\bar{x}$	#	$\bar{x}$	#	$\bar{x}$	#	$\bar{x}$	#	$\bar{x}$	#	$\bar{x}$	#	$\bar{x}$	#	$\bar{x}$	#	$\bar{x}$	#	$\bar{x}$	#	$\bar{x}$
Top 15																								
1	3	4.84	9	4.67	3	4.82	3	4.49	3	4.93	3	4.86	3	4.79	3	4.59	3	4.46	25	3.79	3	4.60	3	4.26
2	9	4.63	3	4.53	9	4.63	9	4.48	35	4.83	35	4.78	9	4.69	56	4.51	9	4.23	4	3.73	35	4.41	35	4.02
3	41	4.53	2	4.24	35	4.63	35	4.28	9	4.81	9	4.77	56	4.63	9	4.47	4	4.15	3	3.57	8	4.29	51	3.88
4	35	4.53	41	4.21	51	4.50	56	4.19	56	4.78	20	4.73	21	4.61	51	4.37	25	4.14	22	3.46	21	4.21	56	3.81
5	8	4.47	35	4.21	21	4.50	2	4.18	51	4.76	56	4.73	20	4.60	20	4.36	20	4.12	49	3.37	51	4.15	25	3.73
6	7	4.47	56	4.11	2	4.45	51	4.11	20	4.76	51	4.71	51	4.52	21	4.33	21	4.12	17	3.33	56	4.07	21	3.73
7	21	4.47	51	4.11	56	4.44	41	4.09	21	4.75	21	4.70	35	4.46	35	4.30	56	4.10	9	3.31	13	4.07	9	3.70
8	17	4.47	21	4.11	41	4.44	21	4.04	57	4.67	14	4.54	38	4.44	41	4.23	35	4.09	41	3.27	17	4.05	39	3.56
9	39	4.44	27	3.95	20	4.42	20	3.93	2	4.66	54	4.54	41	4.41	54	4.20	17	4.05	35	3.27	20	4.02	13	3.45
10	51	4.42	13	3.95	7	4.39	13	3.91	54	4.60	57	4.50	54	4.40	13	4.12	51	4.05	56	3.23	9	4.00	17	3.43
11	2	4.42	16	3.90	8	4.35	6	3.85	13	4.58	41	4.48	2	4.37	2	4.11	2	3.96	7	3.19	25	3.93	20	3.39
12	20	4.37	20	3.90	17	4.32	27	3.83	41	4.56	2	4.46	55	4.32	55	4.08	13	3.92	2	3.18	39	3.88	31	3.36
13	27	4.37	25	3.90	57	4.32	54	3.83	55	4.55	48	4.43	13	4.30	38	3.93	7	3.92	51	3.16	41	3.81	48	3.35
14	57	4.37	54	3.89	39	4.30	39	3.77	7	4.54	31	4.43	7	4.29	27	3.86	1	3.91	21	3.15	4	3.79	6	3.33
15	44	4.33	4	3.84	10	4.30	55	3.75	48	4.51	55	4.42	32	4.23	7	3.79	41	3.90	20	3.10	46	3.78	46	3.33
Bottom 15																								
46	12	3.79	14	2.83	52	3.64	34	2.89	37	3.98	43	3.30	10	3.58	37	2.88	10	3.23	33	2.50	12	3.22	15	2.50
47	36	3.74	15	2.83	5	3.63	11	2.87	60	3.89	8	3.30	50	3.57	52	2.88	14	3.22	43	2.49	5	3.21	32	2.45
48	52	3.53	43	2.83	22	3.63	43	2.82	47	3.78	45	3.26	5	3.56	43	2.87	28	3.17	5	2.42	36	3.21	34	2.31
49	33	3.47	45	2.78	23	3.54	14	2.81	23	3.70	59	3.19	33	3.42	28	2.70	33	3.09	12	2.40	10	3.19	14	2.29
50	43	3.47	59	2.90	14	3.54	8	2.74	52	3.58	22	3.03	47	3.35	23	2.66	60	3.06	10	2.38	14	3.05	1	2.26
51	14	3.47	58	2.44	60	3.48	1	2.71	34	3.56	49	2.97	22	3.15	34	2.65	47	3.05	15	2.33	28	3.02	10	2.24
52	23	3.47	47	2.39	49	3.46	23	2.60	33	3.51	15	2.80	52	3.11	10	2.61	5	3.04	29	2.29	19	2.83	43	2.20
53	28	3.42	23	2.37	28	3.46	47	2.54	28	3.46	23	2.77	34	3.08	8	2.53	34	3.04	57	2.28	34	2.83	47	2.18
54	60	3.42	29	3.33	33	3.26	15	2.46	15	3.01	29	2.64	49	3.07	15	2.52	50	3.03	34	2.25	60	2.78	8	2.05
55	15	3.11	1	2.28	47	2.96	29	2.44	22	3.00	34	2.64	28	2.88	33	2.40	15	2.97	3	2.21	15	2.76	58	1.85
56	19	2.95	8	2.11	15	2.96	58	2.32	58	2.96	33	2.35	58	2.85	58	2.34	12	2.94	58	2.20	33	2.54	24	1.83
57	47	2.95	33	1.94	19	2.93	33	2.04	49	2.94	60	2.29	29	2.75	29	2.33	19	2.86	33	2.20	47	2.51	19	1.8[illegible]
58	58	2.84	19	1.94	58	2.78	60	2.00	29	2.89	57	2.25	15	2.75	60	2.02	58	2.74	19	2.01	58	2.[illegible]2	33	1.8[illegible]
59	29	2.53	24	1.89	29	2.65	19	1.87	19	2.59	24	1.90	19	2.59	19	1.81	29	2.61	60	1.98	29	2.19	29	1.76
60	24	2.34	60	1.83	24	2.30	24	1.85	24	2.20	19	1.83	24	2.00	24	1.69	24	2.25	24	1.93	24	2.10	60	1.63

Table A9: Rankings of Discrepancies Between Importance and Tax Dollar Support for Specific Activities by Major Respondent Groups

Rank	State Board		Local Boards		Administrators		Faculty		Registered Voters		Legislators	
Top 15	Item	Discrepancy	Item	Discrepancy	Item	Discrepancy	Item	Discrepancy	Item	Discrepancy	Item	Discrepancy
1	8	3.00	8	2.39	34	2.61	8	2.33	8	2.19	8	2.61
2	40	2.63	59	2.32	59	2.41	60	2.25	60	2.13	38	2.50
3	59	2.55	34	2.09	60	2.29	57	2.21	20	2.10	40	2.36
4	1	2.40	21	2.08	33	2.07	38	2.05	21	2.07	60	2.30
5	33	2.23	19	2.08	26	2.05	19	2.05	38	2.07	35	2.29
6	60	2.21	60	2.08	7	2.04	43	2.04	57	2.05	57	2.22
7	17	2.14	57	2.00	9	2.00	40	2.02	9	2.03	56	2.20
8	11	2.10	20	2.00	19	2.00	23	1.96	19	2.00	13	2.17
9	34	2.00	17	2.00	37	2.00	10	1.93	35	1.98	59	2.11
10	28	2.00	33	2.00	45	2.00	1	1.91	32	1.98	43	2.09
11	41	2.00	37	2.00	8	1.94	33	1.91	33	1.97	20	2.00
12	57	2.00	32	1.96	14	1.91	37	1.91	56	1.97	21	2.00
13	45	2.00	40	1.92	58	1.87	32	1.88	51	1.94	39	2.00
14	37	1.92	1	1.90	43	1.85	14	1.83	40	1.93	30	2.00
15	23	1.91	7	1.86	1	1.83	58	1.83	13	1.92	45	1.95

Also, the reliability of the Community College Activities Survey was examined for all responses to the questions of "importance" and of "tax dollar support." The alpha coefficients calculated for both questions across all respondent groups indicated the very high reliability of the responses to the survey. The alpha coefficient for importance was .948 and for tax dollar funding was .963. Alpha coefficients of this magnitude would commonly be interpreted to indicate that this survey elicited highly reliable responses.

These common statistics were calculated for the specific activities of community colleges identified in the sixty items of the Community College Activities Survey to supplement the data presented in the main text of this report. They were not provided in the main chapters because the primary concern of those chapters is the support or opposition to the broader community college missions that are comprised of the specific activities considered in this section.

Factor Analysis of the Responses

One of the principal assumptions of this research design was that factor analysis of the responses to the Community College Activities Survey would result in clusters of specific community college activities that would operationally identify and define community college missions. In order for the assumption to be verified, activities with identifiable common characteristics needed to be grouped together by the factor analysis solution. The factor analysis performed on the responses from all respondent groups, as well as the alternative factor analyses performed on specific subsets of responses, resulted in the clustering of activities into a well-defined set of mission categories that fulfilled the original assumption. The principal set of mission categories defined from the responses of all respondent groups has been described in some detail in Chapter One.

The factor matrix of all responses to the "importance" question identified twelve factors with eigenvalues of greater than 1.00 -- the Kaiser criterion value used to determine the number of factors to extract. These twelve factors accounted for 57.6 percent of the variance among all responses to the sixty items in the survey. The factor matrix for the "tax dollar funding" question identified ten factors with eigenvalues of 1.00 or greater that accounted for 61.1 percent of the variance among all responses to the survey. Varimax rotation was used for both "importance" and "tax dollar funding" questions to produce the factor pattern matrices. The "importance" factors solution produced the more coherent and differentiated set of mission categories, as expected due to the nature of the questions asked, and these were defined as the operational mission categories of this study.

To determine the specific activities to be included and the name of each mission category, the sixty activities were assigned to one of the twelve factors (mission categories) identified by factor analysis on which its factor loading was highest. Only those items (activities) whose factor loadings were .40 or higher -- the standard minimum factor loading score used in social science research -- were included in that factor. In order to maximize the number of the original sixty activities loaded into the twelve mission categories, those activities whose factor loadings were .30 or higher and whose inclusion in a category resulted in an increase of ten percent of the reliability of the category were also included. However, only one additional item was added by this criterion and forty-eight of the original sixty activities were included in the twelve mission categories. Alpha coefficients were calculated by considering each category to be a sub-scale of the total survey. Each demonstrated sufficiently

high reliability to reinforce our claim of the validity of the survey and identified mission categories. The twelve factors (mission categories), t items (activities) included in each, the factor loadings of each item in t factors, and the alpha coefficients of each factor are detailed in Table A Finally, the activities clustered in each mission category were examined f literal commonality. This commonality was interpreted and expressed as a brief description of the cateogry. These are the twelve operational miss described in Chapter One.

Following the same procedures, other factor analyses were also perfor four subsets of the total number of responses to the Community College Act Survey -- the responses of rural constituencies only, the responses of urb constituents only, the responses of internal community college constituent and the responses of external constituents only. The mission categories a activities clustered into each produced by these analysis are contained in Tables A11 and A12, though in somewhat less detail than the principal fact analysis on all responses. There are some noticeable differences in the f factor solutions, and the most significant differences have been previousl However, two of the factor analyses -- the ones performed on rural and int responses only -- violated the rule of thumb for number of responses requi number of items in order to perform a factor analysis. The rule of thumb ten times the number of responses as numbers of items, which in this case require a minimum of six hundred responses. So, the results of these two analyses might be somewhat less valid. Nonetheless, all four solutions pr insight into the differences of patterns of responses among the different of respondents, and these differences might be fruitfully explored in a su sequent study.

Descriptive Statistics for Missions

Descriptive statistics were calculated to indicate levels of support opposition for the twelve operational missions identified by factor analys level of support for a mission was determined to be the simple average of of support for each of the specific activities included in each mission ca Thus, support for an operational mission was the calculated mean of the re all of its included activities for each major respondent group. Separate were calculated for the "importance" of a mission for community colleges a the use of "tax dollars" to support each mission. Again, a mean score of or higher indicated positive support for a mission, and less than 3.00 lac of support. These means and their associated standard deviations are deta Table A13 for major respondent groups and in Table A14 for specific urban constituencies and their rural counterparts.

Tables 14 and 15 in the main text arranged the twelve missions in ran according to the support each receives for each major respondent group, an these will not be duplicated here. It is necessary to explain the method to calculate the average ranks or priorities of these missions, however, because several alternative methods of calculation were available, and bec these overall rankings represent a powerful summary of the priorities atta to each mission category that is at the heart of this report.

First, the mean score of each operational mission was calculated and twelve missions arranged in descending order for each major respondent gro the State Board, local community college governing boards, administrators,

Table A10: Principal Components Factor Analysis of Importance of All Respondents to the Community College Activities Survey

Factor #1	
Item	Load
#20	.74
#21	.72
#56	.65
# 9	.58
#38	.52
# 3	.45
#13	.44
#41	.31
#55	.31
(alpha = .83)	

Factor #2	
Item	Load
#33	.61
#60	.54
#47	.52
# 1	.50
#40	.48
#32	.46
#36	.43
#43	.43
#46	.38
#18	.32
#29	.31
#57	.31
(alpha = .83)	

Factor #3	
Item	Load
# 5	.64
#42	.60
#26	.55
#15	.45
#11	.44
#44	.39
#53	.39
#16	.36
(alpha = .78)	

Factor #4	
Item	Load
#39	.63
#51	.54
#35	.52
#48	.49
#52	.35
(alpha = .75)	

Factor #5	
Item	Load
#49	.75
#22	.73
# 4	.59
#25	.59
(alpha = .81)	

Factor #6	
Item	Load
#45	.59
#54	.54
#59	.48
#14	.45
(alpha = .76)	

Factor #7	
Item	Load
#19	.57
# 8	.45
#10	.44
#23	.38
#17	.36
#24	.27
(alpha = .65)	

Factor #8	
Item	Load
#31	.69
#28	.60
# 6	.59
(alpha = .74)	

Factor #9	
Item	Load
#34	.60
#37	.49
#58	.45
(alpha = .64)	

Factor #10	
Item	Load
#12	.70
#50	.67
(alpha = .78)	

Factor #11	
Item	Load
#30	.64
#27	.61
(alpha = .79)	

Factor #12	
Item	Load
# 2	.59
# 7	.59
(alpha = .71)	

*Items below the dotted line for each factor were not included in defining the factor.

Table A 11: Factor Analysis of Importance Responses of Urban and Rural Respondents to the Community College Activities Survey

URBAN RESPONDENTS

Factor #1	
Item	Load
#20	.78
#21	.73
#56	.65
# 9	.53
#38	.49
# 3	.42
#13	.40

Factor #2	
Item	Load
#45	.63
#54	.60
#59	.54
#55	.47
#14	.44
#41	.39

Factor #3	
Item	Load
#33	.57
#60	.51
#47	.50
# 1	.51
#40	.46
#43	.42
#32	.42
#36	.38
#46	.34

Factor #4	
Item	Load
#39	.62
#48	.59
#51	.55
#35	.54
#40	.45
#52	.35
#53	.34
#57	.29

Factor #5	
Item	Load
#50	.73
#30	.65
#12	.63
#27	.42
#44	.40

Factor #6	
Item	Load
#22	.73
#49	.72
#25	.60
# 4	.58

Factor #7	
Item	Load
# 5	.59
#26	.51
#15	.49
#11	.44
#16	.39

Factor #8	
Item	Load
#31	.70
# 6	.65
#28	.57

Factor #9	
Item	Load
# 8	.58
#19	.51
#10	.41
#17	.40
#23	.37

Factor #10	
Item	Load
#34	.64
#37	.55
#58	.40

Factor #11	
Item	Load
# 2	.60
# 7	.56

Factor #12	
Item	Load
#24	.36
#29	.35

Factor #13	
Item	Load
#42	.55

RURAL RESPONDENTS

Factor #1	
Item	Load
#21	.77
#20	.76
# 9	.63
#35	.61
#56	.60
# 3	.56
#13	.56
#51	.56
#38	.55
#54	.54
#55	.40
#17	.40
# 8	.34

Factor #2	
Item	Load
#45	.71
#14	.59
#59	.53
#34	.49
#37	.46
#15	.28

Factor #3	
Item	Load
# 1	.57
#33	.55
#60	.49
#47	.49
#36	.48
#40	.47
#57	.47
#32	.39
#18	.34
#43	.30
#10	.25

Factor #4	
Item	Load
# 5	.72
#26	.68
# 4	.54
#11	.52
#16	.37
#44	.37
#58	.33

Factor #5	
Item	Load
#19	.62
#24	.56
#29	.50
#23	.40

Factor #6	
Item	Load
#22	.79
#49	.78
#25	.50

Factor #7	
Item	Load
# 6	.73
#31	.66
#28	.47

Factor #8	
Item	Load
#50	.73
#12	.70
#52	.32

Factor #9	
Item	Load
#30	.71
#27	.62
#53	.37

Factor #10	
Item	Load
# 7	.70
# 2	.64

Factor #11	
Item	Load
#48	.55
#39	.53

Factor #12	
Item	Load
#41	.53
#42	.50
#46	.32

Table A12: Factor Analysis of Importance Responses of Internal and External Respondents to the Community College Activities Survey

INTERNAL RESPONDENTS

Factor #1	
Item	Load
#56	.76
#54	.74
# 9	.59
#13	.47
#38	.47
#41	.44
#45	.43
#55	.41
#59	.34
#14	.35

Factor #2	
Item	Load
#60	.67
#43	.61
#33	.50
#32	.49
# 1	.35

Factor #3	
Item	Load
#30	.76
#44	.57
#27	.56
#53	.53
#42	.47

Factor #4	
Item	Load
# 4	.72
#25	.67
# 5	.60
#26	.51

Factor #5	
Item	Load
#29	.65
#24	.60
#19	.55
#58	.46
#23	.45
#28	.35

Factor #6	
Item	Load
#35	.59
#40	.57
#51	.57
#39	.55
#57	.32

Factor #7	
Item	Load
#31	.75
# 6	.64
# 7	.53
# 2	.50

Factor #8	
Item	Load
#22	.81
#49	.76
#52	.42

Factor #9	
Item	Load
#21	.78
#20	.73
# 3	.47

Factor #10	
Item	Load
# 8	.55
#17	.55
#36	.41
#18	.38
#10	.30
#16	.29

Factor #11	
Item	Load
#12	.84
#50	.69

Factor #12	
Item	Load
#34	.81
#37	.56

Factor #13	
Item	Load
#48	.47
#46	.38

Factor #14	
Item	Load
#47	.47
#11	.36

Factor #15	
Item	Load
#15	.30

EXTERNAL RESPONDENTS

Factor #1	
Item	Load
#33	.62
#47	.55
#60	.55
# 1	.51
#40	.49
#32	.45
#36	.43
#46	.38
#43	.38
#29	.32
#57	.27

Factor #2	
Item	Load
#20	.76
#21	.71
#56	.61
# 9	.54
#38	.49
#13	.43
# 3	.37
#18	.31

Factor #3	
Item	Load
# 5	.71
#26	.56
#42	.43
#15	.52
#11	.48
#16	.39
#53	.32

Factor #4	
Item	Load
#50	.71
#30	.68
#12	.54
#27	.48
#52	.40

Factor #5	
Item	Load
#39	.64
#48	.52
#51	.51
#35	.49

Factor #6	
Item	Load
#45	.63
#59	.56
#54	.55
#14	.45
#55	.40
#41	.30

Factor #7	
Item	Load
#22	.69
#49	.64
#25	.56
# 4	.55
#44	.35

Factor #8	
Item	Load
#31	.75
# 6	.67
#28	.62

Factor #9	
Item	Load
# 8	.54
#19	.52
#10	.45
#17	.39
#23	.39

Factor #10	
Item	Load
#34	.58
#37	.47
#58	.34
#24	.32

Factor #11	
Item	Load
# 2	.41
# 7	.41

Table A13: Support for the Operational Missions by Major Respondent Groups

	State Board		Local Boards		Administrators		Faculty		Evening Students		Registered Voters		Legislators	
	x	s.d.	x	s.d.	x	s.d.	x	s.d.	x	s.d.	x	s.d.	x	s.d.
Mission #1														
Importance	4.38	.55	4.45	.49	4.71	.43	4.58	.41	4.17	.56	4.10	.58	4.09	.46
Tax Support	4.08	.75	4.09	.85	4.66	.50	4.33	.70	3.41	1.02	3.16	1.06	3.56	.86
Mission #2														
Importance	4.40	.56	4.40	.51	4.62	.42	4.23	.63	4.01	.68	3.83	.75	4.01	.71
Tax Support	3.97	.89	3.95	.95	4.56	.52	4.02	.78	3.26	1.00	3.00	1.04	3.70	.97
Mission #3														
Importance	3.66	.99	4.42	.88	4.60	.55	4.33	.88	3.39	1.02	3.94	.98	3.66	.99
Tax Support	3.06	1.14	3.89	1.09	4.17	.78	3.95	1.08	2.82	1.12	3.18	1.11	3.06	1.14
Mission #4														
Importance	4.13	.83	4.01	.93	4.19	.90	3.92	1.03	3.80	.85	3.53	1.10	3.41	1.32
Tax Support	3.79	.87	3.68	1.07	4.04	1.03	3.65	1.18	3.11	1.05	2.89	1.16	3.11	1.28
Mission #5														
Importance	4.25	.80	3.86	.76	4.22	.78	3.99	.76	3.42	.74	3.41	.88	3.49	.74
Tax Support	3.00	.83	3.17	.92	3.59	.85	3.44	.95	2.66	.80	2.68	.92	2.77	.92
Mission #6														
Importance	3.88	.98	3.98	.84	4.12	.76	3.62	.91	3.72	.91	3.60	.93	3.48	1.10
Tax Support	3.57	1.08	3.54	.98	4.06	.76	3.31	1.00	3.04	1.06	2.85	1.02	3.19	1.18
Mission #7														
Importance	4.11	.59	3.69	.85	3.56	.95	3.53	.95	4.12	.72	3.92	.83	3.56	1.04
Tax Support	3.71	.84	3.44	.93	3.54	.96	3.32	1.03	3.75	.88	3.59	.95	3.27	1.08
Mission #8														
Importance	3.68	.69	3.71	.68	4.09	.63	3.81	.65	3.55	.73	3.41	.79	3.15	.91
Tax Support	2.57	.67	2.73	.77	3.36	.77	2.91	.82	2.61	.78	2.52	.83	2.27	.85
Mission #9														
Importance	3.90	1.08	3.74	1.05	4.25	1.00	3.58	1.31	3.04	1.18	2.99	1.16	3.25	1.29
Tax Support	3.53	1.14	3.45	1.15	4.22	1.02	3.41	1.35	2.54	1.11	2.46	1.09	2.95	1.35
Mission #10														
Importance	3.79	.89	3.62	.80	4.04	.76	3.57	.90	3.21	.97	3.24	.97	3.26	1.04
Tax Support	3.06	1.06	3.05	.92	3.75	.95	3.15	.97	2.61	.97	2.59	.97	2.91	1.13
Mission #11														
Importance	3.78	.64	3.78	.64	3.77	.73	3.46	.80	3.12	.83	3.27	.86	3.88	.70
Tax Support	2.40	.92	2.68	.90	2.90	.85	2.41	.92	2.33	.77	2.28	.80	2.14	.80
Mission #12														
Importance	3.74	.56	3.48	.90	3.50	.95	3.18	1.11	3.13	1.00	3.13	.93	2.94	.95
Tax Support	2.88	.77	2.77	.92	2.79	.98	2.62	1.10	2.45	.96	2.38	.88	2.38	.97

Table A14: Support for Operational Missions of Urban (MCCCD/Maricopa) and Rural (CAC/Pinal) Respondent Groups

	CAC/RURAL										MCCCD/URBAN									
	CAC Board		CAC Admin.		CAC Faculty		Pinal Voters		CAC Students		MCCCD Board		MCCCD Admin.		MCCCD Faculty		Maricopa Voters		MCCCD Students	
	x	s.d.	x	s.d.	x	s.d.	x	s.d.	x	s.d.	x	s.d.	x	s.d.	x	s.d.	x	s.d.	x	s.d.
Mission #1																				
Importance	4.45	.47	4.86	.23	4.59	.37	4.05	.67	4.09	.53	4.82	.27	4.71	.44	4.57	.43	4.11	.55	4.21	.56
Tax Support	3.71	1.36	4.81	.22	4.31	.73	3.16	1.07	3.22	.96	4.60	.39	4.71	.34	4.33	.68	3.16	1.05	3.51	1.03
Mission #2																				
Importance	4.60	.37	4.82	.23	4.28	.62	3.91	.70	4.03	.66	4.56	.55	4.52	.45	4.19	.64	3.81	.74	3.99	.69
Tax Support	3.75	1.42	4.78	.32	4.07	.79	3.17	1.06	3.20	.97	4.56	.42	4.49	.46	3.99	.77	2.97	1.02	3.29	1.01
Mission #3																				
Importance	4.60	.41	4.50	.54	4.14	1.03	4.05	.97	3.35	.96	4.87	.25	4.64	.58	4.43	.76	3.92	.96	3.41	1.04
Tax Support	3.70	1.56	4.03	.85	3.89	1.17	3.23	1.17	2.79	1.08	4.87	.25	4.32	.64	3.98	1.03	3.17	1.09	2.83	1.14
Mission #4																				
Importance	4.20	.97	4.46	.74	3.98	.99	3.60	1.15	3.84	.82	4.37	.75	4.01	.99	3.93	1.00	3.50	1.09	3.77	.85
Tax Support	3.80	1.15	4.38	.84	3.76	1.19	2.98	1.18	3.09	1.02	4.00	1.41	3.73	1.17	3.63	1.12	2.87	1.14	3.12	1.05
Mission #5																				
Importance	3.90	.87	4.50	.55	3.99	.83	3.40	.96	3.31	.79	3.87	.59	4.19	.64	3.99	.71	3.41	.85	3.48	.70
Tax Support	2.60	1.54	3.53	.74	3.44	1.04	2.77	.97	2.56	.79	3.81	.47	3.72	.81	3.45	.88	2.66	.90	2.74	.79
Mission #6																				
Importance	4.13	.65	4.25	.78	3.72	.90	3.63	.95	3.87	.85	4.25	.87	3.97	.68	3.55	.91	3.59	.91	3.62	.93
Tax Support	3.46	.98	4.25	.73	3.41	1.03	2.89	.97	3.15	1.03	4.16	.96	3.69	.66	3.23	.98	2.85	1.02	2.98	1.06
Mission #7																				
Importance	3.50	.91	4.03	.71	3.57	.98	3.81	.87	4.19	.69	3.56	.74	3.48	.86	3.52	.92	3.93	.82	4.07	.73
Tax Support	3.35	1.27	3.94	.87	3.38	1.07	3.48	.96	3.82	.83	3.62	.77	3.49	.75	3.30	.99	3.06	.94	3.70	.90
Mission #8																				
Importance	3.67	.89	4.35	.37	3.87	.70	3.45	.84	3.58	.69	4.21	.58	3.99	.61	3.76	.61	3.40	.77	3.53	.75
Tax Support	2.62	1.10	3.67	.33	3.09	.91	2.70	.89	2.66	.76	3.03	.77	3.21	.80	2.79	.72	2.49	.81	2.58	.79
Mission #9																				
Importance	3.80	1.09	4.65	.47	3.46	1.35	2.98	1.02	3.11	1.18	4.00	.91	4.21	.95	3.67	1.27	2.98	1.14	2.99	1.18
Tax Support	3.60	1.15	4.50	.64	3.33	1.42	2.47	1.16	2.55	1.07	3.75	1.19	4.19	.98	3.48	1.30	2.46	1.03	2.54	1.13
Mission #10																				
Importance	3.60	.73	4.53	.69	3.48	.99	3.26	1.01	3.09	1.01	3.55	.61	4.15	.49	3.63	.84	3.24	.95	3.26	.94
Tax Support	2.92	1.13	4.07	.73	3.00	1.03	2.59	1.12	2.53	.95	3.40	.71	3.95	.95	3.25	.91	2.58	.93	2.65	.96
Mission #11																				
Importance	4.10	.74	4.03	.62	3.64	.87	3.38	.84	3.16	.79	3.37	.52	3.63	.68	3.35	.74	3.25	.85	3.09	.84
Tax Support	3.00	1.31	3.05	.73	2.55	.97	2.43	.89	2.46	.72	2.56	.42	2.63	.83	2.33	.88	2.25	.77	2.25	.78
Mission #12																				
Importance	4.13	.86	4.38	.50	4.00	.77	3.54	.82	3.36	1.01	2.58	1.13	3.03	.83	2.69	.99	3.04	.92	2.99	.97
Tax Support	3.06	.72	3.35	.85	3.27	1.01	2.71	.99	2.64	1.02	1.91	1.25	2.53	.91	2.25	.94	2.31	.84	2.34	.91

faculty, evening students, registered voters and state legislators. Then, the sum of the ranks assigned each mission by the seven respondent groups was divided by seven in order to calculate an average rank. This method of calculation assured that the priorities of no single group could unduly influence the average priority assigned any given mission. The missions were then arranged in descending order of overall priority separately for "importance" and "tax dollar funding." These average ranks contained in Tables 14 and 15 represent the overall mission priorities of the various constituencies of the Arizona community colleges.

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ABSTRACT

This collection of essays focuses on issues in bilingual education. First, Elizabeth Flynn examines different kinds of bilingual programs; efforts made towards cultural pluralism in a number of countries; national benefits to be derived from bilingualism; the needs of American ethnic groups, new immigrants, and foreign students; and the pros and cons of bilingual instruction as an alternative to foreign language instruction. Next, Alma Flor Ada presents a humanistic view of language as an aspect of individual and social identity, demonstrating the psychological ties of first language, its role in cognitive development, and the value of maintaining an oral tradition while encouraging literacy. Then, Gabriela Pisano examines training programs for bilingual/bicultural teacher aides in California's community colleges and their articulation with 4-year college programs; cites three major program modes currently in existence; and emphasizes the need for uniformity in program development. Next, Donald Scott considers the impact of Southern Asian immigration on California community colleges and the special problems faced by these groups. He discusses the staffing, teaching and training methods used within English as a Second Language programs that can facilitate immigrants' transition into American life. Finally, a historical perspective on bilingual education is provied by Hilda Hernandez, who reviews the experience of German and Cuban immigrants. (KL)

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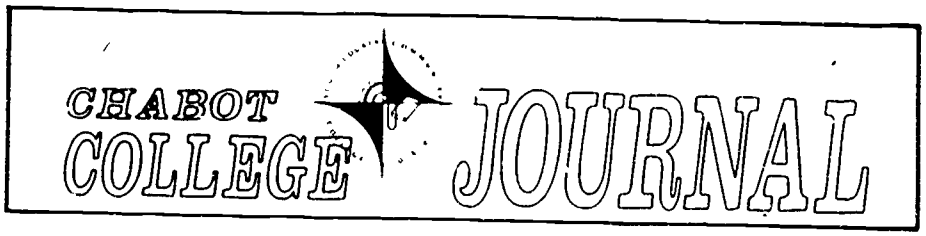

CHABOT COLLEGE JOURNAL

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Donald S. Mayo
Editor

IN THIS ISSUE:

Something To Think About:
THE DEBATE ON BILINGUAL EDUCATION

by Elizabeth Flynn

A humanities educator and ESL teacher looks at the debate now going on across the nation, and presents an overview of the bilingual education issue from several perspectives. Dr. Flynn is a member of the Interdisciplinary Studies in Letters and Science teaching team at Chabot College. --DSM

The debate on bilingual education seems to run to extremes. There are those who believe that every proposal for extending bilingual programs is either a subversive plot or a ploy for power. On the other side of the debate are speakers and writers who see bilingual education as the solution to every problem in the schools and who believe that any caution about it originates in racism. This polarization is unfortunate because bilingual education offers some very hopeful possibilities, and may even be necessary if the nation is to fulfill its commitments at home and abroad. What is necessary is language planning,[1] the building of a national system of goals in language instruction consistent with the national character. Within such a plan, the strengths and weaknesses of bilingual education can be evaluated without resort to emotionally laden arguments.

National Needs

If we look at bilingualism and bilingual education in the context of national language needs and obligations, we shall be aware that the United States needs more bilingual individuals to meet its international commitments, at the domestic level, many bilingual citizens need more language instruction. Bilingual education is one of the ways in which the nation's schools can meet both its needs and its obligations. How can we maximize the contribution that bilingual education can make and for what kind of students is it most appropriate? There are still many unknowns about this system, especially about its effect on students. There are also real problems in financing and administering such programs. But in the interests of the nation it must have a fair chance.

Definitions

Bilingual education is foreign language instruction in which the language is not merely the product of instruction but the medium for instruction. Hence, students are taught some subjects in their native language and some in the target language. The core curriculum is sometimes taught in both languages. In bilingual/bicultural education, the teacher is expected to represent or belong to the culture of the target language, in addition to teaching it.[2] There are different kinds and degrees of bilingual education, and most people in the field would

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[1] The term language is sometimes used to mean deliberate planning for change in language dominance or distribution in education or in the nation. Here, however, the term is used to mean deliberate study or increase in awareness by a large segment of the population in order to make intelligent choices.

[2] The system in which children learn each others' languages is called "reciprocal bilingual" education. For definition of common terms see Marda Woodbury, *Selecting Materials for Instruction, Subject Areas and Implementation* Littleton, Colorado: Libraries Unlimited, 1980, pp. 198-199.

argue in addition that the character, even of each kind, varies with the intention of the program and with the attitude of the majority language community towards the minority group language.

Kinds of Programs

Three kinds of programs can be singled out: remedial, transitional, and maintenance. A *remedial* program is one in which the minority group language is not considered the primary language of instruction; any instruction given in that language is merely to help the students catch up. *Transitional* instruction in a bilingual system gives more weight to the native language of the students but only up until such time as they are able to make a full switch to the accepted dominant language of their geographical area. *Maintenance* bilingual instruction gives equal weight to both languages. This is the form which arouses talk about cultural pluralism and brings forth fears and stereotypes. Maintenance education in two languages is the form usually chosen when a minority group wishes to maintain and bolster its own traditions and cultures, or to maintain a separate identity from the mainstream. The choice can be motivated by religious values, as in the Yeshivas, or by political values, as in Gaelic instruction in the Republic of Ireland. But maintenance bilingual education has been practiced in the United States before, without seriously disrupting life in the community and there is nothing intrinsically political in it.[3]

Confusion

Some of the debate about bilingual instruction springs from confusion about which of these kinds of instruction is at stake. Those who most adamantly oppose bilingualism are usually thinking of the strongest case, maintenance education, when the school may actually be offering no more than remedial or transitional instruction. Those who are most concerned with the failures of minority group students may, on the other hand, want a higher commitment on the part of the school to value the culture of the student in order to offset the demoralizing effects of minority group membership.

Bilingualism is not so infrequent an occurence in the world as most Americans would like to believe and, in most countries, bilingualism in itself does not taint one's national identity or bring suspicion of disloyalty. Most nations of the world have a higher proportion of bilingual citizens than does the United States, and foreign visitors here are sometimes shocked at how few Americans know a second language.

Nor is bilingual education an anomaly or even an innovation in the world at large. During the 1960's and 1970's through all of the American continents, North, Central, and South, there was a very lively surge of interest in bilingual education, which one observer likened to the turning toward vernacular language and away from Latin as a language of instruction during the Renaissance.[4]

[2] For an opposite view see Bernard Spolsky and Robert L. Cooper, editors, *Frontiers of Bilingual Education* Newbury House Rowley Massachusetts, 1977 p. 8

[3] [illegible], I believe much rarer for a linguistic outcome to be the basic motivation for a bilingual program. For the linguist and a few other language romantics, the maintenance or revival of a language is a sufficiently important value in itself. For most of those concerned, however, language serves a secondary role. [illegible]

[4] Rudolph C. Troike and Nancy Modiano, *Proceedings of the First Inter American Conference on Bilingual Education* Center for Applied Linguistics, Arlington, Virginia, 1975 p. iii

Canada now has a government program fostering education in Inuit and Indian languages. Mexico has taken steps to educate its Indian population in bilingual schools, reversing an earlier trend favoring Spanish-only instruction. Bolivia is a very nearly bilingual country, with Quechua, the Indian language as the unofficial majority language. In this turning towards bilingual instruction, the United States has roughly kept pace with its neighbors to the North and to the South, but is probably not in the forefront. If any disparity exists, it would probably be fairest to say that the United States lags behind in the actual delivery of programs compared with its neighbors to the North and South.

Cultural Pluralism

Beyond the Americas, many nations offer bilingual education to indigenous peoples or make available the options of cultural pluralism where the population is ethically diverse. Fewer nations offer bilingual education to immigrants, although several European nations have been experimenting with it in recent years as a response to the problems of the children of Gastarbeiter. These systems, for example, the work with children of Turkish transient workers in Switzerland, might be compared with proposals for the bilingual education of migrant farmworkers' children in the West.

The United States itself has never been a monolingual country. In New Mexico, the state constitution is written in English and Spanish, and Spanish is an official language. Spanish was also once an official language in California. There have always been Native American inhabitants who spoke exotic tongues and immigrants bringing their own speech patterns. But many Americans have thought of their country as an English speaking nation and the belief has been more important than the reality.

Destiny

The drive towards monolingual English speaking America is intimately bound into the destiny of a nation of immigrants, and it may have been a necessity for the country. It was a necessity as well for the individual seeking citizenship to learn English in order to survive. In a world where "just off the boat" was a pejorative term, many an immigrant child abandoned the language of his parents or regarded it with shame and did his best to assimilate. Was monolingualism a sign of acceptance? Well then, he or she would be monolingual. If the emotional price was high, the choice was at least a voluntary one, and the benefits were considered worth the price.

The rule for immigrants was "When in Rome, do as the Romans do." There may be reasons why this is necessary in an immigrant nation, at least administrative reasons, and perhaps others. This also has been the customary expectation in most countries of the world which accept immigrants. Among the three nations with the largest annual immigration, Israel, Australia and the United States, the trend has been one official language. In the States, the strong drive toward monolingualism allowed the building of a national sense of identity and seemed to assure the loyalty of the newer citizens or of their children. The classic cases of language diversity within national boundaries are, of course, India and Israel, both of which found that governing in many languages was too cumbersome to be practical, that the sheer duplication of Government documents

in many, many languages slowed the government to ineffectuality. Israel chose Hebrew as its official language. India, which is not an immigrant nation, found itself with so much language diversity that it could not carry on communication with a national government in any one language without prejudice against civil servants or other groups. For that reason, India at one time governed and educated in English. At present, it recognizes fourteen official languages.

The case of India may be instructive as a caution against language diversity, especially in the schools. One UNESCO report estimated that the cost of educating India's people, who have over 1000 mother-tongues, could absorb three-fourths of the total revenue of the state and national budgets. Thus, in order to sustain mother-tongue instruction, Indian educators have had to choose major language groups and exclude others.[1] (The United States is currently trying to give equal benefits of instruction to all children, especially in the early grades; teachers may have to make some difficult decisions, just as Indian schools have had to do.)

Russian Model

If we look for examples of nations successfully managing education in many languages and living successfully with cultural pluralism, the examples are few. The linguistic policies of the Soviet Union are a model both of accepting linguistic diversity and of strong central organization. Our own policy towards Native Americans looks shameful by comparison. Many, many language and ethnic groups are contained within the Soviet Union and each area is governed in its own language; Russian has not been imposed and rights of linguistic minorites to be educated in their own language are respected. Liaison with authorities in Moscow does not seem to be a problem. But for reasons probably unrelated to these linguistic policies, the Soviet Union is usually not chosen as a homeland by potential immigrants and, presumably, an immigrant would have to be educated in one of the existing regional languages rather than in some other language of his/her choice. The fact that the same policies are not followed in countries accepting immigration, suggests that there may be serious reasons for the way "monolingual America" has evolved.

The United States Constitution does not specify any language as official for the nation. The choice was decided by various European wars and by early immigration. The norm through most of the history of the United States has been that voluntary immigrants took it upon themselves to learn the language of their adopted country. But the United States now finds itself in a new position in the world, worried about its prestige abroad and battling to maintain leadership in trade and diplomacy. It may be time to take a fresh look at national language habits and policies. Specifically, there has been some increase lately in the government's acknowledgement that knowlege of languages may be in the national interest.

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[1] In a speech given in 1961 the President of India pointed out that a mother tongue policy "is feasible only if the linguistic group is of an appreciable size and forms a compact region. The financial and other implications of accepting such a demand can be easily perceived. In every well defined linguistic region of India, small numbers of persons speaking other languages are to be found. If separate arrangements have to be made in each school, in each college, and in each university of that region for teaching of the children of all these different linguistic groups, the cost would be colossal."

Rajendra Prasad, Speech at the Convocation of Osmania University August 30, 1961. *The Unity of India* (Ministry of Information and Broadcasting 1961). Julian Brunstetter Dublin and H.G. Widdowson, *Language in Education: The Problem in Commonwealth Africa and the Indo-Pakistan Sub Continent* Oxford University Oxford Press pp. 13-15 1968.

President's Commission

One conclusion of the Report of the President's Commission on Foreign Language and International Studies counsels that "We must increase our specialized international analytic and linguistic skills so that future crises will not find us ill-prepared as was the case with recent situations in Iran, Yemen, Ethiopia and Angola."[6]

In fact, the language of the President's Commission leaves no doubt about the situation:

"Americans' incompetence in foreign languages is nothing short of scandalous, and it is becoming worse.[7]

The report links our language needs very clearly to our position in the world. "Effective leadership in international affairs, both in government and in the private sector, requires well-trained and experienced experts. And in a democratic society like ours, leadership is paralyzed without a well-informed public that embraces all our citizens. But the hard and brutal fact is that our programs and institutions for education and training for foreign language and international understanding are both currently inadequate and actually falling further behind.[8]

If the language of the report of the President's commission is strong, it is intentionally so. It is attempting to evoke a response, which we hope it will achieve.

As early as 1952, John Foster Dulles warned, "The United States today carries new responsibilities in many quarters of the globe, and we are at a serious disadvantage because of the difficulty of finding persons who can deal with the foreign language problem.[9]

And in the same government publication that published Dulles' advice, William Parker warned: ... "a marked increase in both the quantity and quality of foreign language instruction is today essential to America's welfare, ..."[10]

Listeners at the Western Regional Hearing of the President's Commission on Foreign Language Instruction were given two examples of our national ineptitude in language. At the time of the fall of the Shah in Iran, only one reporter from the Western world was conversant in Farsi. That one reporter was a Canadian married to an Iranian woman. No other reporters from Western Europe or in the United States knew the languge. Apropos of Vietnam, a government employee estimated that if, at the time of the conflict, the United States had had a total pool of 500 persons in the entire United States able to speak the language, it

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[6] James A. Perkins, Chairman *Strength through Wisdom: A Critique of U.S. Capability* A Report to the President from the President's Commission on Foreign Language and International Studies U.S. Government Printing Office Washington, D.C., November 1979, p. 69

[7] Perkins, p. 5

[8] Perkins, p. 1

[9] William R. Parker, *The National Interest and Foreign Language: A Discussion Guide and Work Paper for Citizen Consultations* initiated by the U.S. National Commission for UNESCO. U.S. Department of State Preliminary Edition U.S. Government Printing Office, Washington, D.C., April, 1954 p. 4

[10] Parker, p. iii

might have recruited from that number enough workers to make a difference in the course of the war.

World Trade

The business community may also be waking up to realize the importance of language for competition in world trade. There is some reason to suppose that inability to compete with Japanese in trade is related to America's reluctance to study foreign languages and cultures.[11]

From these few examples, we may conjure up a different picture of the American position in the world than we are accustomed to. The American tourist or businessman who could wander through the world expecting others to know his language has usually been seen as exercising *dominance,* which may well be true. But the other side of this coin is total *dependence,* for we are dependent on others to learn our language and interpret their cultures for us. We are in a mental isolationist world although our government does not, at present, follow an isolationist foreign policy. We have contacts with the world around us but always through the prism of our language.

Time for Change

Perhaps it is time for a change, and that change deserves some thought. The present controversy about bilingual education is triggered by immigration, by court decisions and by frantic school systems trying to meet daily demands. Not having been challenged before, the United States does not participate actively in language planning, as do countries like India or Israel. If the country were to undertake language planning, what groups would it have to plan for the education of? What problems must a language policy deal with?

Monolingual Speakers

Most Americans are monolingual speakers of English. Although they have the option of studying a foreign language in school, most choose not to take the option. When they do study a language, it is likely to be Latin, French, German or Spanish, a rather limited choice. Graduate schools have, in the past, required reading knowledge of a foreign language but even that requirement has eroded during recent years.[12]

Unlike European students, who encounter language diversity every day, American students do not "need" foreign language instruction, or do not perceive themselves as needing it. How can they be encouraged to undertake foreign language instruction? Not many plans have been forthcoming to encourage language awareness in the schools, but a new spirit of competitiveness in the business community might have some effect.

Bilingual instruction is another possibility. One merit of bilingual education is that it works well when native speakers of English are paired with native

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There are 10,000 English speaking business representatives from Japan currently studying the U S market In Japan, there are some 900 American businessmen, very few of whom know Japanese

Emma Burkmaier, "Research on Teaching Foreign Languages" Chapter 41 in *Second Handbook of Research on Teaching* Project of the American Educational Research Association Rand McNally Chicago, 1973, p 7 For special problems of language instruction in two year colleges, see Chapters 5, 6, and 7 in Renate A Schulz, *Options for Undergraduate Foreign Language Programs Four Year and Two Year Colleges* Modern Language Association, New York 1979

speakers of other languages. Both together then learn their subjects in both languages. The speakers of foreign languages avoid being segregated and speakers of English are exposed to language instruction. Some elementary schools in California are now following this plan successfully.

Non Immigrant Bilinguals

Another important part of any national policy must be consideration for those ethnic groups which, though not immigrants within historical times, are either bilingual or monolingual in a language other than English. Here we must include the Native American population, the Eskimos, some Hawaiians and the Hispanic population whose ancestors resided within the current boundaries of the United States before Statehood or territorial acquisition — the people who were the "welcoming committee" when the first immigrants arrived.

Disenfranchised Americans

These are today among the most dispirited and most disenfranchised of Americans. They may honestly be considered victims of history, for great western migrations of the last century not only deprived these peoples of their land but of their living cultures and often of their means of livelihood. In some of these groups the incidence of alcoholism, unemployment, even suicide, is extremely high. Language problems result in low school achievements, high drop out rates and alienation from the world of work. School achievement levels for Spanish and Native American students are the lowest of any minority groups.[1] Toward the Native American, the government has always acknowledged a special kind of obligation by assuming responsibility for education under the Bureau of Indian Affairs. The education that the government undertook to provide usually turned out to be "moral education," and this education was undertaken in English. Even in the 1970's, bilingual education was practiced only in that small percentage of the schools under control of the tribes. How effective was the education which the Federal government provided? Not very effective, by any of the usual standards of evaluation, such as reading level, school drop-out rates and achievement scores. Federal laws now mandate bilingual and bilingual/bicultural education programs for such populations. It will be interesting to watch results of the new policies.

Hispanics

Hispanic Americans are another large group who, although they may not be immigrants nor the descendants of immigrants, are bilingual or monolingual in a language other than English. Newspaper accounts of migrations from Cuba or Mexico bring to the public mind a picture of Spanish-speaking recent arrivals in need of special services or slipping across the border without papers, but we know there was a Spanish-speaking population in the Western States area before the arrival of large numbers of English-speaking Americans, the "Yankees."

The Puerto Rican population in New York also has an image of foreignness, although these people are United States citizens and not, in fact, immigrants. Their citizenship was conferred on them by territorial annexation and by no

[1] See Troike, Rudolph C., and Nancy Modiano, Editors. *The Proceedings of the First Inter-American Conference on Bilingual Education* Center for Applied Linguistics, 1975, p 228

choice on their part.[4] These Spanish speaking citizens are mentioned here to dispel a misconception that clouds the issue of bilingual education. In this nation of immigrants, foreign speech has been a sign of recency of arrival and has marked the bearer for lower status.

The Question

One popular misconception about bilingual programs is that they are for recent arrivals who "don't even want to learn English." If other immigrants could learn English, it is said, why can't these people? One answer is that some of the people we have in mind are not immigrants at all and that justice and a sense of history demand a totally different way of looking at their problems. If we distinguish, only theoretically, between the pre-Yankee inhabitant and the recent voluntary immigrant, we can see that some of the concern about bilingual instruction is unwarranted. We know full well that it is impossible to make a distinction in practice, either in federal allocations or in individual schools or classrooms, between the child of recent immigrants and the child whose family have been Americans, though non-English speaking, for generations. But we can ask the question whether the obligation of the government toward its indigenous bilingual population is deeper and more binding than that toward recent and voluntary immigrants.

Eskimo, Native Americans and Hispanic American peoples acquired citizenship as a result of active expansion by the United States. In the case of the immigrant, a person or family has chosen to relocate and knows in advance that he and his children will have to make adjustments. Just as we expect the immigrant to assume responsibility for his actions, we may expect the government to assume responsibility for its actions, and in the colonial wars of Nineteenth and the early Twentieth Century, the United States was an active party.

The Recent Immigrant

The traditional solution for the foreign born immigrant has been assimilation into an English speaking culture, sometimes with the aid of instruction in English. That this is still the favorite recourse, is attested by the vitality of language instruction in the adult schools. Many immigrant groups have continued their native traditions, however, in churches, clubs, newspapers, and neighborhood customs. Where a population receives fresh immigrants from time to time, foreign language skills have shown a remarkable vitality; in some cases into the sixth generation. Also, in foreign language enclaves, there are likely to be passive bilinguals, those who do not speak a second language but who understand it. If we count these peoples among the language resources of the nation, the richness and diversity is immense, because almost every nation on earth has sent some of its offspring to the United States. There are, for example, lively communities speaking Norwegian in New York, and tens of thousands of Czech speakers in Texas. Should some of these language groups be nurtured in foreign language or bilingual instruction? Should steps be taken to offset the assimilation

[4] Puerto Rico was ceded to the United States by Spain in 1898. U.S. citizenship was extended to Puerto Ricans in 1917.

process, to preserve cultural pluralism? The limits to what can be done are set only by budget and talent available.

Insights

The study of these peoples, descendants of earlier immigrants, might provide us with some insights into our present dilemmas. The viable foreign language communities within the United States usually date back to a great wave of immigration from Europe that began in the middle of the last century and continued into this one. These peoples are supposed to represent the "melting pot," but as we have seen, they are not always totally assimilated. Many of the ethnic groups are still political forces, for example, in cities in the East and Middle West. But we speak as if assimilation were complete and most educators believe that the schools were the primary agent of assimilation. They expect the schools to exercise a similar degree of power with a later wave of immigrants. But there is little historical evidence that the schools did the job they are given credit for. Historians are skeptical, and point instead to employment and other means of social integration. Before we launch enormous resources into the schools, we might inquire as to what results we expect and whether the school can in fact deliver those results.

Non Voluntary Immigrants

We might mention here one other group in the population, the American Black, whose ancestors were "immigrants" but not of their own free-will. Over a span of centuries, they were deprived of their native language and excluded from job advancement. Today, Black students have low achievment rates in school, although not as low as Hispanics and Native Americas. Their situation is relevant because of financial considerations. One problem about bilingual programs is that they are expensive. Sometimes limitations of budget impose restrictions on funds available for black students. Any overall plan for language development must assure that in a time of shrinking funds for education, no group in the population suffers unduly.

The Foreign Visa Student

The United States has probably given little thought to the education of foreign students in this country as requiring a policy. There are reasons why the country and its schools should think in those terms, and there are other modern and powerful nations which do plan for instruction of foreigners. The Soviet Union, for example, treats the education of foreign visa students as an important part of its world mission. Foreign students in Moscow are commonly offered free housing and tuition - and, of course, language study. The most common origin of these students is Africa. If we were to search for reasons for the generosity of the Soviet Union towards these students, the political benefits of fostering young, talented people from developing nations comes to mind readily.

Contrast

We see another attitude toward language for foreigners among the French. France provides training in French abroad through the Alliance Francais and regards this as an important part of its diplomatic effort. The language is seen as an important part of French culture — something of which the French are very proud, and which they believe will enhance their prestige in the world and ultimately firm diplomatic ties. The French government pays approximately one half of the costs of instruction in the Alliance Francais and the recipient pays the remainder.

If the Soviet Union's style of dealing with foreign students is a buyer's market, then the United States' pattern is a seller's market.

American institutions charge tuition, have entrance requirements and, we might add, occasionally have difficulty enforcing the requirement that the foreign visa student return home at the end of his schooling. The hosting and guiding of foreign students is managed by volunteers in this country and on these volunteer efforts depends much of the student's happiness. Although the United States is currently disillusioned by experience with Iranian students, foreign students must be mentioned here because they are part of a network of language ties between the United States and the rest of the world in trade, science, diplomacy and scholarship. At present, they are a disproportionately large part of that network because of American reluctance to study languages.[15]

If the groups enumerated above constitute the language populations of the United States, then a planning policy can readily distinguish between those groups most in need and those groups toward which the nation might look to fill its own need for individuals skilled in languages. The problem then becomes "how?"

Pros and Cons

Supposing that schools were to devote themselves to encouraging the study of languages as the President's Commission seems to wish and as the current situation of the nation seems to demand, and supposing that they should pinpoint geographical areas where funds should be expended on language instruction Why should a district commit itself to bilingual instruction? The alternative would be foreign language instruction, of which English as a second language is just one sub-type. There are two objections against bilingual education, but still strong reasons for going ahead with caution: Simple foreign language instruction is less expensive and could avoid the burgeoning of educational bureaucracy which turns many teachers against bilingual programs in their schools. If foreign language instruction or ESL were combined with strong affirmative action policies in hiring, some of the benefits of both systems might be gained. Strong policies for hiring of minority teachers are still recent enough that we have probably not seen all they can do.

The second problem with bilingual education is that there are many unknowns about it There is a real question, for example, whether introduction of a second language of instruction at the wrong age may not impede cognitive development rather than foster it.[16] There is a crucial question, indeed, all of the questions about bilingual educaion and cognitive development must be clarified before our society should give it its unqualified acceptance. Yet in spite of these very serious problems, many schools now have bilingual education programs and more will be established as more and more school districts comply with State and Federal mandates. Why should they do so when the results of research are still uncertain?

(Continued on page 32)

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[15] Proposal VI of the President's Commission Report advises "Because foreign students trained in the U.S. often provide an indispensable contact and stepping U.S. business relations abroad, state colleges and universities should keep tuition increases for foreign students in line with those of local American students" Perkins, p. 12

[16] An enormous amount of research is underway on the relationship between cognitive growth and bilingualism Theodore Anderson in "Philosophical Perspectives on Bilingual Education" Spolsky, *Frontiers in Bilingual Education* believes that the negative evidence slightly outweighs the positive at the moment Research and methodology of teaching are very much in flux right now and improvements may be expected

Guest Essay:

CONSIDERATIONS ON THE INCORPORATION OF LITERACY TO TRADITIONAL ORAL CULTURES

by Alma Flor Ada

An internationally reputed author, writer and teacher provides an informal, humanistic view of language as an aspect of individual and social identity. Dr. Ada, a Harvard Scholar and now Director of Doctoral Studies in Multicultural Education at the University of San Francisco, has taught also for Chabot and other community colleges. In this essay she shares some personal thoughts about literacy development and first language maintenance --key concerns in the dialog of bilingual/bicultural education. --DSM

The flaming red of the flowers of the *atbot de fuego*, the fragrance of the earth after the rain, the deepness of the ocean blue, the waking sounds of roosters in the morning, the flavors of mangos, guavas and *ates*, and even the names of places and people could very well mislead me to believe I had returned to my own island.* The openness of heart and generosity, the friendship and hospitality could even more corroborate this thought. But welcomed as I feel, and at home as I find myself it is imperative to acknowledge a fundamental difference: On my island, Cuba, as on the other islands of the Caribbean there is no living presence today of the people that once inhabited them, who created a culture of their own, and who, by sharing, and hoping and suffering and loving had — as people of all lands do — created a language all their own. A language once capable of expressing concepts and emotions and feelings, a language now dead with its only vestiges in the names of plants, food, and surviving toponyms, can only serve to awaken in the conscience the tragic awareness that even though it takes millenniums to create a language, it may well disappear in two or three generations. And once obliterated, nothing can bring it back to life again.

Perhaps the greatest man that my country, Cuba, has ever had, one of the most creative men in the history of the New World, of the Americas, José Martí, was keenly aware of the importance of language as the foundation for culture. Preoccupied by the overwhelming pressure of the United States' cultural and linguistic impact upon the rest of the Americas, Martí expressed a warning: "When a people loses its language," he wrote, "it also loses its identity." I would like to focus here on this thought from Martí.

Language and Culture

Language is the principle vehicle by which culture is both developed and transmitted. It develops as an integral part of a cultural reality, as a response to the particular world outlook of a given group of people and sustains that outlook If the language disappears, the uniqueness of that optic disappears as well Those who speak and know different languages are acutely aware of how

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* *The text of this first paragraph is printed without editorial change from its original language as an introduction to the essay for readers on Guam where the author was asked to address the question suggested in the title of this article. Later portions of the essay have been adapted for presentation here.*

those languages structure their societies to analyze, internalize and deal with reality differently. They know that to believe a culture will survive its language is erroneous. Individuals who propose to be representatives of a culture without speaking its language must be especially aware of this, and particularly conscious of the fact that they cannot be representatives in the true sense because they are only vicariously partaking of a culture that is being sustained and developed by a community that **does** speak the language. Experience has demonstrated that when all the members of a community stop using the language, the culture of that community disintegrates and ends up transformed into something else, with only vestiges of the original culture remaining. It is this kind of experience which may be seen in the history of the pre-Colombian inhabitants of the islands of the Caribbean.

Decisions Are Needed

Let us say, in other words, that a language lives in its speakers, and only in as much as they speak it. Educators in multilingual and evolving language communities are faced with the need to come up with methods for approaching curricular decisions regarding languages to be used in the classroom, the time to be allotted to each one, and the role that will be assigned to each. They are faced with the need to determine what they should propose to parents and the community at large as best for their children's education. To reach such decisions with good effect, it is necessary to take certain elements into consideration, among them that language is a human creation; it will be preserved so long as it is spoken. It is a legacy of multiple generations, created through a process of many centuries. It incorporates as a body the struggles, hopes, desires, anxieties, feelings and thoughts of a people. It may be forever lost in a few generations' time, and with it, the culture of the society which gave it birth, and lived by its use.

Now let us turn to the question of what language means to individuals. This will help us to understand why a sound educational policy must have as its first priority the upmost development of the child's first language.

Psychological Ties

The psychological ties of an individual to his or her first language are the strongest of ties. Most bilingual or multilingual persons will attest to the fact that, driven to strong emotions, the language of childhood — even if seldom used otherwise — will be the one to come out in exclamations as it would in prayers.

What this means is much deeper than just the implication that a first language is a 'natural' language. There is an unbreakable alliance implied in the identity expressed in a language. Young children in a multi-ethnic society, for example, when asked what they are, will many times respond, *"At home we speak Spanish"* (or Chinese, or Greek), and they will view their parents' identity in the context of the language they speak.

If we examine the sense of self-esteem experienced by an individual, in other words, we discover that the importance of the development of that first language, a first expression of his or her identity, is central to this experience.

Cognitive Development

Certainly the cognitive development of the child is strongly correlated with his or her linguistic development. Even though Piaget has shown us that a degree

of cognitive development free from linguistic dependence is possible, there is no question of the transcendental role that language plays in the transmission, acquisition, storage, and categorization of thought and knowledge. To guarantee sound cognitive development we must provide opportunities for linguistic growth. And this can hardly be obtained by supplanting one language with another and interrupting the growth process until mastery of a second language has been attained, nor by exposing the child to a limited degree of a language that is not expressive of his total environment. It is a bonus to know, however, that sound development of the first language will, on the other hand, then facilitate acquisition of a second.

Cultural Identity

We have seen, then, that both for the preservation of the language, and with it the culture and identity of a people, as well as for the benefit of individual self-esteem, pride and cognitive development, it is imperative to develop the first language.

Now I would add to the above what has been very well expressed by Bruce Garder, that perhaps the best reason for educating in a first language is that every society has the inalienable right of educating its children to its own image and in a language that will allow total communication with ancestors, grandparents and other relatives.

Plus Value

The fact that most linguistic skills are transferable becomes a plus value in this context. A person possessing the ability to reason, to organize thoughts, to categorize, to exemplify, to infer, to present ideas with clarity and precision and to avail himself or herself of the literary resources of language will be able to transfer these abilities, among many others, to the second language.

We do not teach children to read in the first language only because reading skills are transferable, however, or simply because they will be more successful as readers in the second language, but for many other reasons, including the development of self-identity and the preservation of culture. Likewise, sure as we are of the transferability of linguistic skills, it is not only this factor either which persuades us to this view. We advocate the development of first language because it is clear that by doing so we provide the child with a strong instrument for cognitive growth, for total communication with his or her culture and history and for the preservation and enhancement of identity.

No Panacea

Committed as I am to the development of literacy I do, however, want to insert a word of caution at this point. Reading, *per se*, is not a panacea for every kind of human and social linguistic need. Reading may be turned to — is unfortunately turned, many times, into a sterile process by which the mechanization attached to the learning process turns children into non-readers — not because they couldn't master the skills but because they simply did not want to. Even worse, it may be transformed into a process by which the critical aspects are kept to a minimum and children are taught simply to decode and follow directions and never really allowed to become a part of the creative aspect of reading as a dialoguing, liberating intellectual activity.

Oral Tradition

Finally, I would like to suggest a personal concern regarding the effect of a literacy process superimposed upon a traditional oral culture. It seems to me that insufficient thought has many times been given to the fact that, important as literacy may be as a social tool, it may also be destructive and detrimental to a society by eradicating the long-established oral tradition of such cultures.

It also seems to me that an alternative ought to be sought in which the acquisition of literacy could be an enriching rather than a supplanting activity.

I'm sustained in this conviction by an experience that I consider of great importance. I had the personal fortune and the honor of being introduced to a remarkable gentleman, Don Leonardo Tenorio of Talofofo, Guam, while residing on that island as a visiting professor at the University of Guam. Leonardo generously shared with me not only several old Spanish songs, but a very lengthy and detailed rendition of a medieval Spanish ballad. I asked him how had he learned this intricate version, which he surprisingly remembered to the most intricate detail, and found that he had learned it from a brother-in-law of his wife's uncle who had recited it to him after which he had copied and memorized it.

Supportive Skill

That old ballad will generate a lot of interest — once published as an article — for scholars specializing in that medieval period, of course. But for me, especially, this experience highlighted and supported my conviction that the incorporation of foreign, or "new" instruments — reading and writing in this case — to a culture as a supportive skill is a positive contribution to human society.

Don Leonardo listened to the ballad, then wrote it, then memorized it. The pages on which he copied the ballad - more than 80, he told me - have been long lost, but the ballad remains very much alive and enriched by his story telling ability to this day.

Reading and writing are excellent tools, and in most cases - as opposed to individual story telling, better ways of preserving content. But there is no convincing reason or justification for literacy to supplant other abilities — those of listening, and telling, explaining and sharing through the spoken language that is so inherently a part of the oral culture.

Let Our Children Read

Let our children read and write — and first in their own mother tongue, if possible, so they will share the fullness of the cultural legacy which is theirs. Then let them read, and record, and describe — define and explain that legacy, fully appreciating not only their literary opportunities, but the importance and richness as well of the identity which is theirs — through the oral history they live and learn as a part of their life.

Grabbing The Greased Pig:
ARTICULATION OF BILINGUAL/BICULTURAL CURRICULA IN CALIFORNIA COMMUNITY COLLEGES

by Gabriela Pisano

A bilingual educator and college administrator offers insights into what she terms the "present dilemna" of providing bilingual/bicultural teachers for California while lacking a comprehesive articulation system for present programs. Dr. Pisano was Assistant Dean for Natural and Applied Sciences at Chabot College, and Coordinator for Bilingual Programs, when this article was written. She is now Dean of Instruction at the College of Alameda. --DSM

Perspectives

In 1976, concurrently with the Supreme Court decision of Lau Vs. Nichols,[1] the California Legislature expressed its commitment to providing equal education opportunities for children in the state who speak little or no English at all. The Chacon-Moscone Bilingual/Bicultural Education Act of 1976 required that "Each limited-English speaking pupil, enrolled in the California public school system in Kindergarten through grade 12, shall receive instruction in a language understandable to the pupil which recognizes the pupil's primary language and teaches the pupil English" (Education Code Section 52165).

In its analysis of the demand for bilingual teachers, the Commission estimated that in 1980 there was a need for between 13,000 and 18,000 bilingual teachers in the state.[2] Current supply of such teachers was estimated to be 7,350 or about half the number required To meet this demand, approximately 30 California Community Colleges established bilingual cross-cultural bilingual aide programs, articulating with four-year institutions, as career teacher ladder programs.

Obstacles

The path to successful completion of a bilingual/bicultural teacher ladder program, however, is fraught with obstacles and confusion. In fact it is miraculous that anyone manages to overcome them at all. The present structure of the articulation mode for bilingual/bicultural programs and the four-year institutions in California requires duplication of student work due to the lack of transferability of many courses offered at the community college level. An individual may even take a subject two or three times under different titles because there is no evaluation of performance and competencies in the ladder switch.

Loss of Credit

Community colleges in California articulate primarily with neighboring four-year State colleges and universities. There is no state-wide articulation, often

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[1] The Supreme Court of the United States in Lau Vs. Nichols, (414 U. S. 563) held that to insure equality of treatment and meaningful education, persons with a primary language other than English must be taught in a language understandable to them

[2] Figures rounded (Commission for teacher Preparation Report, 1978 p 2)

resulting in loss of credit for course work completed when a student moves from one location to another within the State, not only upward but also laterally, from one community college to another.

In addition to obtaining a degree, an individual must qualify for a Ryan credential[1] (issued by the state) to be eligible for employment with a public institution in California. Because of a lack of clear curricular guidelines leading to the attainment of this credential, a student may finish his or her program and still not be able to obtain it.

State of the Art

Perhaps the logical question at this point is: What are the colleges really doing, and what do these bilingual bicultural teacher aide programs consist of at the Community College level? There seems to exist a pattern of categories among colleges offering these programs, and three major program modes emerge across the board: a) Language and linguistics, b) Social sciences and ethnicity, and the c) Bilingual/bicultural education mode.

Two Languages

Because a degree of competence is required in both the primary and secondary languages in order to qualify as a bilingual teacher, a strong component of the teacher aide curriculum deals with the attainment of both oral and written skills in two languages. This category includes such courses as bilingual communication skills, Spanish for Spanish speakers and English grammar and composition.

Further, to produce a bilingual/bicultural instructor, it is not enough simply to produce an individual proficient in two languages. An element of culture is also essential for the understanding and teaching of a differentiated population, culture meaning that complex whole which "includes knowledge, art, morals, law, customs, and any other capabilities and habits acquired by man as a member of society." (Tylor 1889, p. 1). This category includes also the Sociology of the Mexican-American Chicano culture, for example, and the bilingual/bicultural child.

The third component, and perhaps the most controversial one, has to do with teaching approaches By mandate of the Ryan Commission the teaching of pedagogy is primarily a function of a four-year institution, although community colleges are allowed to address this topic in a limited way at a technician's level. Note, however, that in the majority of cases, teacher aides carry a major load of the instructional responsibility. This is primarily because of the lack of certificated bilingual/bicultural instructors cited earlier in this article.

This writer urges educators working with bilingual programs to consider the need to expose students in these courses to basic methodology, considering that most of them are already in the classroom performing as teacher aides. It is both unwise and unsound to have them wait until their third year (i.e. after transfer) to

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[1] In order to obtain a certificate of competence the applicant has to meet the following requirements:

a) Possession of a valid California teaching credential based upon a baccalaureate degree and student teaching

b) Verification of ability to read, write, and communicate orally in the target language, and knowledge of the culture of the target population through an approved assessment process

c) Verification of the ability to teach the basic teaching authorization in English and a language other than English

ARTICULATION OF BILINGUAL/BICULTURAL CAREER LADDER PROGRAM
COURSES IN CALIFORNIA COMMUNITY COLLEGES TO STATE UNIVERSITIES

From	To	From	To:	From	To
Fresno City College Long Beach City College Hartnell College	California State, Fresno California State, Long Beach California State, San Jose	Mt. San Antonio College Ohlone College	California State Poly Tech. Pomona California State, Hayward & San Jose	Palomar College San Diego City College	California State San Diego

COMMUNITY COLLEGE	CULTURAL CONTENT COURSES				
	SOCIAL SCIENCES	HISTORY	CREATIVE ARTS (MUSIC, ART, LITERATURE)	COMMUNICATION SKILLS LANGUAGE/LINGUISTICS	MISCELLANEOUS
FRESNO CITY COLLEGE			Cultural Studies - Chicano Lit	Contrastive Linguistics (in process) Spanish for Bilingual students	
HARTNELL COLLEGE	Meso-American Culture (elective)	Mexican American Hist		Spanish 3, 4, 25	Intro to Bilingual Programs
LONG BEACH CITY COLLEGE	Sociology of Mexican American Bilingual/Bicultural Child (Child Development)	History of Mexico History of Mexican-American History of the Americas	Intro to Mexican-American Lit	Bilingual Oral Expression Spanish 1, 2 or 11* (*Spanish for Chicanos) Spanish 3 (emphasis on readings-Span./Amer.) Spanish 4 (emphasis on contemporary issues)	Intro to Bilingual/Bicultural Education TA in Bilingual/Bicultural Environment
MT. SAN ANTONIO COLLEGE	Mexican American in Contem. Society Minority Group Dynamics in American Government	History of Mexican-American	Intro to Folk & Ethnic Music History of Mexican American Art Contemporary Mexican-American Literature Spanish Literature (2)	Bilingual Linguistics Bilingual Communication Skills	Intro to Bilingual/Bicultural Education
OHLONE COLLEGE	Chicano Culture Institutions and "La Raza" Perspective Philosophy of the Chicana (2) Machismo in Contemp. Society Understanding Bilingual Child (2) Field World Study in Barrio	Chicano History	The Chicano and the Arts Intro to Mexican Culture through Music & Dance Chicano Lit Songs and Games for Bilingual Children Bilingual Children's Lit (Spanish emphasis)	Intermediate Spanish for Bilinguals Chicano Writing Reading and Bilingual Elementary Student (emphasis on psycho-linguistics)	Intro to Bilingual/Bicultural Education Field Work in Bilingual Survey of Bilingual Bibliographies and Materials
PALOMAR COLLEGE	Chicano & American Political System Bilingual Biculturalism		Chicano Lit (elective) Contemp. Mexican Lit (elective) Modern Lit of Latin America (elective) Mexican & Chicano Folkloric Music	Aovanced Spanish Spanish for BC student Bilingual Comm. Skills and materials Development Bilingual Systems Bilingual Linguistics	Beginning Chemistry for Bilingual/Bicultural Students Intro to Bilingual Education
SAN DIEGO CITY COLLEGE	Chicano Studies 203 or 204			Spanish (2) Bilingual Systems Oral Communication Composition (2) (Emphasis on Chicano Literature)	

learn methodology. Some of these students may not continue to four-year institutions, and for this reason alone the burden of providing a well-rounded basic program rests with the community college. This category includes such course titles as Introduction to Bilingual/Bicultural Education, and Survey and Field Work in Bilingual/Bicultural Education, for example.

A chart of articulation agreement and course offerings of some representative programs from which these comments are drawn is included with this article for the reader's perusal, and should illustrate the diversity of design which is presently true of such programs across the state.

Grabbing The Greased Pig

Thus, like the challenge of grabbing a greased pig, the present dilemma centers around the need for producing competent bilingual/bicultural teachers in the state, while lacking a comprehensive articulation system for present programs. We are short-changing individuals who need to transfer laterally or upwardly by supporting duplication of effort and time. Something needs to be done about it.

No Simple Question

In all fairness, it is important to recognize that this is not a simple question; rather, it is a complex issue which will demand the best thinking we can give it, and soon. Certainly the alternatives are not simple. A state articulation program dictated from the department of education or the California Community College Chancellor's office, for example, presents just as many dilemmas as does the present inaction. Local autonomy, or the community colleges' history, has dictated programs that do not lend to articulation even within the system itself. The bilingual/bicultural teacher aide programs have most often evolved out of individual efforts under the aegis of different areas, departments, and agencies; under different sections and titles, at different locations, and the like. It would be extremely difficult to implement a state plan until some uniformity of programs is attained.

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By The Thousands:
THE NEW INTERNATIONAL COMMUNITY COLLEGE STUDENT

by Donald H. Scott

A community college educator and trustee looks at the impact of South-East Asian students upon these institutions in California and shares insights gained from many years in both the classroom and the Board Room. --DSM

Thousands of people from the Pacific, lacking a knowledge of the American way of life and the English language, are coming to our community colleges in California to learn how to live, study and work in the United States. Local, state and federal agencies, as well as many volunteer service groups, are recruiting these new students and sending them to college.

The community colleges are suddenly facing new challenges to meet the needs of these students. What are their problems and what kinds of programs best meet their needs? What staffing, teaching and training methods are required to meet these new demands on our educational system? What can the colleges do to facilitate the transition of these people into American society?

Fall of Saigon

The fall of Saigon in April, 1975 forced a resettlement of Indochinese refugees escaping from the Hanoi government. What was at first a trickle has now become a flood as the result of international agreements in 1979 and federal government policies adopted in 1980. Of some 1,000,000 Indochinese refugees who have settled in other countries of the world, over 500,000 have come to the United States.

The New International Student

Between 35 and 40 percent of the U.S. share are found in California. This state now has some 190,000 Indochinese refugees. They have settled chiefly in or near the port cities from San Diego to San Francisco, with some in the San Joaquin valley area and the inland communities of southern California. Although the federal government's resettlement plans have placed them in every state of the Union, they range in numbers from less than 500 in Vermont to about 40,000 in Texas.

California, as one of the "sunbelt" states, promises to become even more attractive as these people from the tropics escape from the colder winters of the eastern states and seek warmer climates in "secondary migrations." It is estimated that 70 percent of these secondary migrations are to California.

Dr. Scott, a member of the Board of Trustees at Long Beach City College, was formerly an instructor of Spanish and political science on the LBCC faculty. His doctoral dissertation was concerned with teaching English as a foreign language in Mexico as an instrument of foreign policy. The following paper was presented at the annual conference of the California Community College Trustees in San Diego in May, 1981, and at the Pacific Region Seminar of the Association of Community College Trustees in Portland in June, 1981. He is a member of the CCJCA Commission on Instruction.

"The bounty of America is not unknown at the other end of the pipeline," said one observer. "They think they've found the cornucopia. The people write back to the camps (in Southeast Asia) and say, 'Here they send everyone — even lowly refugees from the hills of Laos — to college!' "

Open Door

The colleges they have in mind are the "open door" community colleges because of their ability to adapt their educational programs quickly and effectively to new situations. It is estimated from a review of the statistics available that between 10 and 20 percent of the Indochinese in a community where they have settled will be enrolled in a community college this year.

Among the refugees from Southeast Asia, the Vietnamese and Cambodians predominate, but there are also significant numbers of Laotians, Hmong, I Mien and ethnic Chinese from Vietnam as well as others. These peoples differ greatly from each other in terms of their native cultures, languages, educational backgrounds, work experience and aspirations.

These differences, combined with their historical rivalry in Southeast Asia, prompt them as well to gather together in separate national enclaves in American communities. They tend to submerge their differences in the classroom, but not to mix together in the community. Their local self-help associations, where they exist, are generally organized by nationality.

The Vietnamese and Cambodians, especially the younger people, tend to have the least difficulty in making adjustments to their new environments, while Lao and Hmong people, for example, and others from the northern mountains of Laos, who have lived a rural, often rustic life, appear to have had more cultural shock to deal with. These same people have in many instances needed special training in the use of tap water, drinking fountains, standard American toilets, health and child care, for example.

Other Problems

The Indochinese have faced other problems as they resettled in the American environment. Many of the first Vietnamese to arrive in 1975 and 1976, for example, were educated professionals who had worked with U.S. government agencies, spoke English, and wanted professional level jobs not available to them.

They found it difficult to adjust to less desirable or menial work in the United States. Wives often had to find work to help support their families, becoming somewhat "Americanized" in the process, damaging male egos, however, in a society that was traditionally male dominated. Family tensions developed, children lost respect for their fathers, and some family separations occurred.

There have been difficulties also in the communities in which they have settled. Hard working and diligent, they compete successfully with other minority groups in the labor market, for low cost housing and for education. Protected by federal legislation, they also compete for social services, including public health, mental health and welfare. Inevitably as new immigrants, they face a certain amount of animosity from the American public as they suddenly become highly visible in the community.

Violence and resentment have even occurred in a few densely settled enclaves of Indochinese, with some of the more pessimistic observers predicting an increase in crime and civil disturbances in communities having more unemployed minorities than the community can absorb. At least one community college, in cooperation with a consortium of police departments, has organized special training classes for the local officers and the Indochinese to promote better mutual understanding.

Cultural Attitudes

The cultural attitudes which the Southeast Asians bring to the classroom hold many surprises for American teachers. The Indochinese do not share the idealized, egalitarian and informal concepts of American students. Teachers and older persons in the Orient hold positions of great respect. This makes for good discipline in the classroom. There is virtually no willful disobedience.

Their political, social and religious traditions emphasize the individual's place in a hierarchical social structure. A person's honor lies in avoiding shame or embarrassment. They are very interested in learning, and evidence a tendency towards perfectionism that may even inhibit progress in the classroom.

Quaint Customs

And, for Americans, they have some quaint customs. Beginning students may give an Oriental bow to the teacher. They may hide their emotions, avoid saying "No" for fear of offending or say "Yes" in response to a teacher's question whether or not they understand it.

They may avoid looking the teacher in the eye, which is "bad manners" in some places. Used to helping others, they may share answers on examinations and homework.

Academic Backgrounds

The Southeast Asians present a wide range of academic backgrounds and ability when they arrive in college classrooms. The children of some of the "first wave" of college educated Vietnamese to arrive in 1975 and 1976 are now earning a bachelor's degree at four-year institutions. The University of California reports that they are outperforming many other ethnic groups, especially in scientific and technical fields. The Vietnamese who arrived later have usually had some academic experience in elementary and secondary schools in their own country.

Other Southeast Asians, however, present a variety of problems to educators. The Cambodians, for example, generally a rural, agricultural people with a history of low annual per capital income, often have had no previous schooling and are non-literate in their own written language.

The more primitive Lao-Hmong and I Mien are most often pre-literates with no concept of a written language or even a fragmentary knowledge of formal education. They are unaccustomed to buildings, classrooms and group learning, much less the idea of books, and the most difficult to get started in school.

Common Problem

Regardless of their intellectual talents and their social, cultural and educational experience in the country of origin, the Southeast Asians share a common problem: all except the fortunate few with some education and previous contact

with Americans must learn a new language to succeed in the American educational and economic environment.

Teachers, on the other hand, often cannot cope with the problems of imparting knowledge to such students. Even regular teachers of English sometimes throw up their hands in defeat when confronted with students unskilled in English.

ESL

Fortunately, something is being done about it. For more than four decades, often with federal government assistance, American academic institutions have been developing methods for teaching foreign speaking peoples English as a Second Language (ESL). This academic discipline, however, is still "new" in the community colleges.

Usually labelled ESL, English as a Second Language is not the same as remedial English for native American speakers and writers. Nor is it a "bilingual-bicultural" program with instruction in two languages, or a foreign language as we traditionally think of foreign language instruction (e.g., French or Spanish, in our schools). These approaches are impossible when there is a multitude of languages represented in a single classroom. A typical ESL program may include students who are native speakers of as many as 30 different languages. They may come from the Middle East, Africa, Europe, Asia, Mexico and the rest of Latin America. The Indochinese nowadays constitute the majority in many community college ESL classes.

English as a Second Language, as taught in the United States in an English speaking environment, gives students as much immersion as possible in English in the classroom and in the community. ESL in the classroom concentrates on two-way communication in English, both oral and written and involves four basic components — listening, speaking, reading and writing.

Special Breed

Teachers of English as a Second Language are a special breed. They include foreign language teachers and English teachers more interested in language than in literature. Most have had training in linguistics. Some have degrees in ESL or certificates in teaching English as a Second Language. The English Language Institute at the University of Michigan was an early pioneer in this field, but this training can now be obtained at many major four-year institutions in California.

Learning a new language as an adult and becoming fluent in it is a long, difficult process. Most ESL teachers have had first-hand personal experience in learning and using a foreign language as the result of travel, study, work or residence abroad. Their experience enables them to relate easily to foreign students.

ESL teachers are among the most dedicated and hard-working in the community college system. They have taken special training to get into the program. They often write their own course materials, text books and placement examinations to determine student ability and progress in English.

Recently, the ESL teachers in California have formed their own professional association — California Association of Teachers of English to Speakers of

Other Languages (CATESOL for short). They now hold regular in-service meetings and conferences, and offer their services as consultants to colleges wishing to start ESL programs.

Programs and courses in English as a Second Language can generally be classified academically in three major categories depending on student ability, progress and educational objectives: baccalaureate level transfer, general academic non-transfer and specialized vocational non-transfer offerings.

The transfer course was developed several decades ago in a few American universities and colleges to meet the special needs of foreign students with deficiencies in English who were studying for a bachelor's or higher degree. It is generally a full-year course which emphasizes pronunciation, advanced English grammar, reading college level essays, imitative writing, precis writing and original expository essays on some aspect of American life, culture, science or technology.

A major objective of the transfer course is preparation for upper division work through experience in dealing with concepts, principles and abstractions, as well as the cultural and rhetorical aspects of the English language. Reading and writing are emphasized and essays are usually required every week.

Somewhat more recently, many community colleges have developed extensive non-transfer programs in ESL at a lower level of difficulty. The more highly developed programs include, on the beginning level, a sequence of six non-credit courses, twelve hours per week for nine weeks each of an "English for Everyday" variety The emphasis is on listening and speaking and the vocabulary deals with everyday life situations. They may be repeated until mastered.

Fluency in English

These are followed on the intermediate level by as many as five non-transfer credit courses aimed at "Attaining Fluency in English." They are also comprised of twelve hours of study per week for nine weeks each. These courses maintain a balance of listening, speaking, reading and writing. The materials and activities covered include role playing, oral presentations, reading of newspapers, expository writing, business and personal communications, the subtleties of intonation, and of formal and informal language.

Students may also take, concurrently with the beginning and intermediate courses, supplementary "electives" three hours per week for nine weeks. These are intensive courses specializing in a single aspect of the language such as handwriting, spelling, reading, conversation, pronunciation, composition, English through typing, test taking and vocabulary building.

Standardized tests administered by ESL teachers determine the entry level for students in the series of six beginning courses, the five intermediate courses and the more advanced transfer course. Progress through the program is regulated by a system of prerequisites. The most proficient and academically talented students may take standard college freshman transfer courses, including the transfer course in ESL, which can apply toward a bachelor's degree. The others, according to their ability, may earn a community college degree or a high school diploma.

A third type of program is vocational ESL. It was developed only recently in response to federal government funding through the Indochinese Refugee Assistance Program — IRAP for short. Enrollment is limited by the federal funding law to Indochinese refugees with specific vocational objectives. In California, these federal funds are distributed by the Department of Social Services, a state agency. No local matching funds are required.

IRAP

The basic course structure in the IRAP program is similar to that of the regular academic non-transfer program but with vocational terminology and vocabulary. "Vocational English for Beginning ESL Students" for example (VESL), consists of a series of five non-credit courses fifteen hours per week for nine weeks. The first three courses are designed especially for pre-literates, those unacquainted with written language. After completing these, students can go to specialized credit courses, ten hours per week for nine weeks each, for four half-semesters. The vocabulary in these courses is geared to work-day job language in specialized occupational areas.

Areas covered by these courses include such subjects as general occupational English, machine shop, automotive trades, welding, blue print reading, upholstery, needle trades, electronics, clerical skills, business data processing, technical mathematics, child care, health technologies, medical technologies, social work, bilingual instructional aide training and citizenship courses.

Students may take these specialized VESL courses while enrolled concurrently in regular shop or vocational courses. They may be placed in special sections for Indochinese or in regular classes with American students, depending on enrollments. Regular ESL teachers are present during the lecture portions of shop courses. Bilingual Indochinese instructional aides help students in their own language with the concepts involved, and the ESL instructor supplies the needed vocabulary.

IRAP programs are found in about ten community colleges in California. Most of these are in the coastal areas from San Francisco to San Diego. The most successful have developed a continuous, integrated program on a single college site to meet the needs of the Indochinese from the "boat" (an airplane nowadays) to a job.

The staff for one fully developed college IRAP program consists of a full-time manager with expertise in ESL, a curriculum specialist, two counselors, a placement officer, 20 full-time and 18 part-time ESL instructors, about 45 bilingual aides, nine counseling assistants and four clerks. This program expects to serve, in 1981-1982, some 1500 students in training plus 1000 in various assessment and job placement activities.

The major services developed for the Indochinese refugees consist of testing by ESL teachers for ability in English, assessment by counselors of job skills and career preferences, assignment to appropriate types, and levels, of ESL or VESL classes, tutorial assistance in vocational classes and job assessment and placement.

Job Placements

Can these students be placed in jobs? Yes, indeed. So far, in the first two years of the IRAP program, they have successfully passed stiff state licensing requirements for nurses aide and medical technicians, and have been placed in jobs in general shops, machine shops, welding, small businesses, a fish cannery and public social service positions. A small manufacturing firm is currently negotiating with one college to contract for special classes in ESL for its Indochinese employees.

Their drive to succeed makes them desirable employees. They are found working in fast food shops, service stations, restaurants, grocery stores, in janitorial work and positions where unskilled labor is needed. Some have established businesses of their own.

Management Problems

What are the special management problems in this complex program? First of all, department heads in ESL programs need extra clerical assistance to maintain a detailed card file history for each individual student. These files show test results, placement and progress in the program, repetition of courses, successful completion, departure from the program and referrals to other agencies.

Dropouts are rare. The Indochinese are highly motivated to learn English — to the point where dual enrollments in day, evening and IRAP classes may occur. Dropouts are replaced from a waiting list, for this is a growing and impacted program, at least in some colleges in California.

Routine computerized registration procedures in use for other students have proved to be unsatisfactory for the Indochinese. Each student is registered individually by ESL instructors in the classroom to assure instruction at the proper level. Registration data are then reported to the department head so that opportunities for others to enroll may be fairly distributed.

The recent rapid growth in the number of Indochinese in many communities has affected opportunities for other non-English speaking students to take ESL classes. The Southeast Asians seem to get up early to sign-up on the first day of registration and often fill the regular ESL classes.

To meet the rapidly shifting demands on the curriculum, administrators have had to recruit new properly training instructors of English as a Second Language. An alternative is to provide retraining of the present foreign language staff or selected members of the English department. In either case, additional funding is required.

Residence Requirements

State residence requirements may also affect enrollment patterns. The Indochinese must have a "green card" issued by the U.S. Immigration Service proving legal residence to avoid tuition charges, in order to enter all but the federally funded IRAP courses. Arrangements need to be made for them to obtain appropriate residence documents from the U.S.I.S. Volunteer agencies, often affiliated with church groups, are often willing to help with this activity.

The more successful programs have recognized the need for the colleges to establish close cooperation with other community and government agencies, business and industry, church and service groups, and Southeast Asian community associations. A college advisory committee composed of representatives

of these organizations is essential to both determine the needs of the community and for referrals for assistance and employment.

Some Antipathy

Some members of the community and even some members of the college staff may have some antipathy toward foreigners, especially non-Europeans. Some staff members may even fear a decline in academic standards or fail to understand the need to know more about these new students. "Why should *we* learn about *them*? *They* should be learning about *us*!"

College faculty members, specialists in their own subjects, are generally uninformed about the Indochinese way of life and the problems these people face in adjusting to life in California. Special in-service training for colleges with large numbers of Indochinese may be required to help certificated staff make adjustments and develop new teaching strategies.

Community Understanding

Administrators may also need to find ways to help their communities better understand the nature of the challenges faced by their colleges. The community may need to be reminded that immigration to the United States is controlled by the federal government, that state and local governments are prevented by the U.S Constitution from restricting freedom of movement into their areas, and that the community colleges, with their "open door" policies, are unable and unwilling to exclude those who need an education and who meet residence, age and other requirements that apply to all.

College Policies

Current college policies may need to be re-examined to determine whether provision is made for a system of planning, evaluation and review of programs affecting these new international students. They have arrived so recently on the scene that many colleges have no stated policy with regard to them. A review of college efforts to locate funds through special state and federal grants recently made available should be a matter of major concern to college boards.

Community college trustees may also be able to help with funding problems. Politically elected by their communities, trustees are generally acquainted with their state legislators and Congressmen. Trustee contacts in Sacramento and in Washington can help lawmakers understand the need for special funding to support community college programs designed to assist these new immigrants in becoming successful, productive residents.

It is especially important for the colleges to keep their representatives in Washington fully informed about the impact of federal policies on the local colleges Present federal programs frequently fail to cover some of the hidden costs. Federal legislation, for example, provides assistance to the Indochinese only for their first 36 months of residence.

When federal funding expires or is unavailable for certain portions of the program, general state and community college funds become vulnerable. In today's conservative fiscal climate, this can all too easily impact upon other college programs.

More Coming

Eventually, the pool of people who wish to leave Southeast Asia and come to the United States will dry up. But not any time soon, according to the U.S. Department of State. It is estimated there are still some 350,000 Indochinese in refugee camps in Southeast Asia who seek to come here. All predictions indicate that many community colleges will have large Indochinese populations in their areas for many years to come.

THE DEBATE ON BILINGUAL EDUCATION

(CONTINUED FROM PAGE 13)

English - "the Foreign Language"

The most cogent educational reason is the schools' failure with Native American and Spanish speaking children. In both of these minority groups, children are already studying all of their school subjects in a foreign language. If there are negative results from bilingual schooling, these children are already suffering them in an English-speaking classroom. If there are positive results to be gained from studying at least part of the curriculum in one's native language, bilingual instruction can bring it to these children. The failure of the present instructional system with these children on every index by which education can be measured certainly warrants the introduction of experimentation. Because the link between schooling and "Americanization" on social integration is still unproven, we must pursue social equality by other means as well and not expect schools to work in a vacuum.

For the other language populations mentioned above, various choices can be made. Obviously, some populations need more attention and some less, but all might be studied in line with a goal of actively encouraging language instruction.

At present, federal and state governments mandate bilingual and bilingual/bicultural education for certain school populations, especially those receiving federal funds. In certain cases, bilingual education is necessary in grades K-6; this is equivalent to a transitional program. Where the law demands bilingual programs for grades K-12, we have in effect a maintenance program. The decision of who gets bilingual services is made entirely on the basis of the number of children speaking that language in the school or in the district. Such a policy seems to be necessary, for the Supreme Courts' decision in the Lau case, that every child had an absolute right to an education regardless of language limitations, is difficult to implement. In cities that are centers of immigrantion and in university towns, there are likely to be children of so many different language origins that management of the classroom becomes a problem.

Arbitrary but Fair

The decision to favor the larger groups is arbitrary but probably as fair as can be achieved. It is similar in principle to the choice made in India. But the law determines the minimum level of services, not the optimum. If we were to bear in mind the extrememly low interest in second language learning in the United States generally, and the special needs of the groups described above, would we plan our goals for language instruction differently?

Other Questions

In this brief article I have attempted to point out some important areas for thought which should help to dramatize the very broad scope of what otherwise becomes, too easily, a single polarized issue. I have not insisted upon answers, although some may have emerged. Most importantly, I have attempted to leave the reader with sufficient information and incentive to accept the urgent need to consider at least one remaining question. in light of present realities and the historial experience of this country as a nation of both immigrant and indigenous, language-differentiated peoples, will we continue to demand language learning only of minority groups as if it were simply a remedial subject or will we begin to realize that knowledge of a second language is an important part of belonging to the modern world for everyone? Something to think about.

PARALLELS IN THE HISTORY OF AMERICAN BILINGUAL EDUCATION

by Hilda Hernandez

Dr. Hernandez suggests some historical perspectives in the American experience with bilingual education which reach back more than a century, and are a part of the fabric of this country's growth as a nation of immigrants. Formerly with Stanford University, Hilda Hernandez has taught for Chabot College and is now associated with California State University, Chico. --DSM

Germans and Cubans make strange bedfellows, but in the history of bilingual education in the United States, striking parallels can be drawn between these two immigrant groups. There are two basic ways in which they are similar: (1) The position of German and Cuban immigrants in their respective communities was enhanced by advantageous demographic, economic, social and cultural circumstances which were important factors in their abiiity to influence American education; and (2) The Germans in the nineteenth century and the Cubans in the last half of the twentieth were both able to successfully introduce their native languages into the public school system.

There are important similarities in the nature of the immigrant groups themselves and their status in their respective communities. The Germans and Cubans were educated and skilled immigrant groups which settled in large numbers in selected areas and established themselves solidly in the economy of the community.

German Immigrants

During the nineteenth century, German immigrants represented a significant proportion of the population of the United States. For decades the Germans constituted the largest non-English-speaking immigrant group in the nation, and between 1820 and 1910, six million arrived in the United States.[1] In 1850, they represented 75 percent of the foreign born non-English-speaking population, and even in 1880, when 3.4 million non-English-speaking inhabitants were foreign born, 60 percent were German.[2] Many Germans settled in large language islands. In Ohio, for example, those who migrated were attracted to cities like Cincinnati and Cleveland. The 1910 census indicated that statewide, 673,800 persons were first or second generation Germans. Over half of the population of Cincinnati was of German descent that year, with 35 percent of the inhabitants listed as first or second generation Germans.[3]

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[1] Edwin H. Zeydel, "The Teaching of German in the United States from Colonial Times to the Present," in *Reports of Surveys and Studies in the Teaching of Modern Foreign Languages* (New York: Modern Language Association of America, 1961), p. 294.

[2] Heinz Kloss, *The American Bilingual Tradition* (Rowley: Newbury House Publishers, Inc., 1977), p. 82.

[3] Kloss, p. 152.

So significant was the special position accorded the Germans because of their numerical, political and economic strength that government documents, legislative laws and official announcements were printed in their native language in many areas at both the local and state levels. In characterizing the German population of St. Louis in 1855, the assistant superintendent of schools stated the following: "They form a considerable portion of our active business and manufacturing community, holding a great amount of the wealth of our city, and contributing largely to its revenues".[4] Although the German population was only one-fourth of the city's total, it was a skilled and educated minority able to effectively wield economic power in excess of its proportionate strength.

The Germans had the further advantage of coming from a country whose educational system was highly regarded in the United States. Respected educators such as Horace Mann and Calvin E. Stowe commended German education. Stowe's study of the Prussion school system in 1836 was very favorable, and many recommendations made in his report were later adopted in Ohio, Pennsylvania and other parts of the nation.[5]

Emigrant Schools

The prevailing system of education in Germany was also deemed superior by the better educated Germans, most notably those who came after the unsuccessful German revolutions of 1830 and 1848. Efforts were made to establish similar institutions in America, and numerous German private schools were created and supported in cities with large German populations during the second and third quarters of the nineteenth century. Several years prior to the use of the native language in the public schools of Cincinnati, for example, German private schools, such as the German Protestant "Emigrant School," were in existence and flourishing.[6] In 1860, the Germans in St. Louis preferred their own schools to the city's by a ratio of four to one. At that time, there were thirty-eight private schools, almost all parochial, and use of the native language in these institutions was customary, for even the teachers frequently lacked adequate control of English.[7] The German private schools waned in importance only after the common schools improved in quality and yielded to pressure from the German community to make the teaching of German part of the curriculum.

Cuban Refugees

In many ways the situation of the Cubans in Dade County is similar to that of the German immigrants in the Midwest. Almost ten percent of the Cuban population left their homeland after the Cuban Revolution, and approximately 650,000 of the 800,000 Cuban exiles entered the United States.[8] In 1959, less than five percent of the 900,000 residents of Dade County were Spanish-speaking, and

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[4] Twenty First Annual Report of the Board of Directors of the St. Louis Public Schools for the Year Ending August 1, 1875

[5] Zeydel, p. 293

[6] Zeydel, p. 293

[7] Troen, Selwyn K., *The Public and the Schools: Shaping the St. Louis School System, 1838-1925* (Columbus, Mo.: University of Missouri Press, 1975), p. 56

[8] William Francis Mackey and Von Nieda Beebe, *Bilingual Schools for a Bicultural Community* (Rowley, Newbury House Publishers, Inc., 1977) p. 24

half of these were Cuban; by the mid-seventies the Cuban population represented over one-third of the area's 1 1/2 million people.[9] The majority of Cuban refugees were urban, predominantly middle-class and unilingual.

During the fifteen-year period following the revolution, the Cuban population in Miami evolved from a group of refugees on temporary resident status to a community of American citizens of Cuban culture and tradition.[10] That the Cubans were in Miami to stay is demonstrated by the fact that on reaching the mid-seventies they owned one-third of the businesses in town.[11] As a group, the Cubans returned in taxes five times the amount received in public assistance programs during the sixties.[12] In *Bilingual Schools for a Bicultural Community,* William Francis Mackey and Von Nieda Beebe observe that the success of the Cubans in business and the professions and its benefit to the economy of the area have had a positive effect on the public's opinion of bilingual schooling: "The economic power of the Spanish language in the Miami area paralleled the growth of bilingual programs in the public schools during the 1960's and stimulated further growth of these programs in the seventies. This gain in power was primarily a result of the continued influx of Cuban refugees and their industriousness."[13]

Second Official Language

As with the Germans decades before, public policy established the practice of providing governmental services in the native language as well as in English. The impact of the Cubans in the Miami area was so great that in April, 1973, the county's top elected officials declared Dade County a bilingual and bicultural community and made Spanish the area's second official language.[14]

With respect to education, the Cubans, like the Germans before them, transpanted the customs of their past. The first wave of emigres brought many wealthy and well-educated Cubans. As in Cuba, those who could afford it enrolled their children in private Catholic schools. Many sectarian schools were founded during the first decade of resettlement, and by the mid-seventies there were still 30 Cuban-operated private schools serving about 15,000 students.[15] Just as in the German schools, teaching was often exclusively in the native language except for classes in English as a Second Language, and only later, with the increased use of English did these schools become bilingual in character.[16] For both the Germans and the Cubans, use of the native language in private schools preceded the developoment of bilingualism in the public school system.

The Germans and Cubans enjoy a special place in the history of American education, because they are examples of ethnic groups which have been successful in introducing their native language into the public school system. Comparison of the programs implemented in German and Cuban communities reveals that the

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[9] Mackey and Beebe, p. 28

[10] Mackey and Beebe, p. 39

[11] Mackey and Beebe, p. 30

[12] Mackey and Beebe, p. 40

[13] Mackey and Beebe, pp. 136-154

[14] Mackey and Beebe, p. [illegible]

[15] Mackey and Beebe, p. 45

[16] Mackey and Beebe, p. 45

programs of yesteryear dealt with many of the same problems and issues faced by educators today, i.e., language maintenance, funding and opposition to bilingual education from other segments of the community.

Language Maintenance

A fundamental tenet of the programs past and present has been the goal of language maintenance, and the Germans and Cubans were equally devoted to the ideal of keeping their respective languages alive. In *The Chicago Schools*, Mary J. Herrick observes that the German immigrants wanted their children to grow up knowing how to speak their native language: "The Germans wanted their children to know English, but they did not want them to lose the German language and the traditions of German culture."[17] The Germans went to great lengths to introduce and promote the use of their native language as a means of instruction in the public schools. In cities like St. Louis, they exercised considerable political power to obtain favorable school laws, and at the local level they were often accused of exerting influence over school boards and superintendents.[18]

Cubans, on the other hand, were equally adamant about the retention of Spanish. When Mackey and Beebe describe the desires of Spanish-speaking parents in Miami, they seem to echo Herrick's remarks about the Germans: "They wanted their children to learn the English language and the cultural background of North Americans; but they insisted that, at the same time, they did not want their children to lose their ability to communicate in the Spanish language or to forget their own cultural heritage."[19]

Language and Tradition

In order to achieve cultural and linguistic maintenance, both groups strived for the integration of their native language and traditions into the public school system. The tendency in the Midwest was not to establish German public schools, but rather German-English schools. Even in Cincinnati, where separate institutions were first established, a bilingual program was soon incorporated into the regular grade schools. In *The American Bilingual Tradition*, Heinz Kloss observes that "from the beginning we find conscious actions which, disregarding rare exceptions, never aspired to a purely German school but at best to a bilingual school patterned after the Cincinnati and Baltimore example."[20] Through the years the role of German in the schools underwent considerable change. In the beginning, it was a language of instruction in the bilingual schools; then it was taught as a subject from the first grade on and eventually only in the upper grades of the elementary schools.[21] Efforts were made to convince English-speaking citizens of the value of learning a second language. Arguments cited included the linguistic kinship of English and German, its scholarly, economic and cultural value, and the advantages of initiating the study of a foreign laguage at an early age.[22]

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[17] Mary Herrick, *The Chicago Schools* (Beverly Hills: Sage Publications, 1971), p. 61

[18] Charles Hart Handschin, *The Teaching of Modern Languages in the United States*, United States Bureau of Education, Bulletin No. 3 (Washington: Government Printing Office, 1913), pp. 67-68

[19] Mackey and Beebe, p. 65

[20] Kloss, p. 90

[21] Kloss, p. 90

[22] "School Report: Chicago, 1900," (Chicago: H. Anderson, Printers, 1900), pp. 235-241

Billion Dollar Market

The creators of the bilingual program in Dade County envisioned a program similar to the German-English schools in two important ways. First, the public school curriculum was changed to accommodate use of both English and the native language. The goal in Miami was to create a program which would achieve linguistic and cultural maintenance without ethnic segregation. Great care was taken to ensure full participation on the part of English-speaking children. This concern is reflected in the selection of Coral Way School as a model because of its uniquely balanced student population. half Cuban and half non-Spanish speaking. Educators fashioned a two-way school for both Cubans and Americans, one in which "each would become integrated into the culture of the other while maintaining his own language and cultural identity."[21] In Coral Way students are taught in their vernacular and their second language, studying in classes organized on the basis of language proficiency and then mixed in selected activities during the day. As the students acquire language skills and progress from grade one through grade six, the amount of time spent in combined classes also increases. A great deal of variety in organization and structure exists among the different elementary and secondary schools offering bilingual education programs in Dade County. However, all of the programs are designed to offer native and English-speaking students the opportunity to become bilingual and bicultural through the use of two languages as tools of instruction. Second, English-speaking students are still encouraged to acquire a second language for many of the traditional reasons, only now with renewed emphasis upon its economic value. Meeting the needs of the Spanish speaking population is a billion dollar market, and in many businesses, large and small, bilingualism has become a definite asset, even a prerequisite, for employment in the Miami area.[24]

Higher Salaries

Bilingual education is and always has been expensive. A century ago, the cost of operating bilingual German schools surpassed that of the common school. In Ohio, this was due in part to a policy which established longer terms for the English and German schools and set "considerably" higher salaries for the bilingual teachers." The St. Louis school board, facing the budgetary burden of additional teachers of German, tried to save the then impressive sum of $20,000 annually by placing German instruction in the hands of the regular staff; suffice it to say that the plan was never fully implemented.[26] Identical financial considerations were given in San Francisco when the decision was made to curtail its program in the 1880's.[27] Records for the program of German instruction in Indianapolis indicate that the total cost of the program in the district schools in 1908 was $28,142.58, with the approximate expenditure per student of $4.33.[28] Staffing figures were not available for 1908, but in the following year the pro-

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[21] Kloss, p. 301

[22] Mackey and Beebe, p. 138

[23] Hindschau, pp. 70, 74

[24] Zevdel, p. 296

[25] Zevdel, p. 296

[26] Theodore Anderson, *Foreign Language in the Elementary School* (Austin: University of Texas Press, 1969), p. 76

gram required forty-two grade school teachers plus additional high school personnel for an enrollment of 7,496 students.[9] In addition, administrative positions were frequently created to supervise the programs, and this added to their cost. Some districts, for example, established German departments and then appointed "supervising principals" or "directors" to head them.

Even by today's standards, the program in Dade County has been very expensive. Federal funding for the Dade County Public Schools from 1960 to 1975 reached $141,811,621 for the program in grades one through twelve.[10] This figure does not even include local contributions nor the three-year grant awarded by the Ford Foundation in 1963. The basic cost of the bilingual program for the 1975-76 school year alone was $7,500,000.[11] Just as in the earlier programs, the bilingual school organization in Florida has generated professionals at the district level, and in Dade County this has resulted in the creation of an entire Department of Bilingual Programs with its corresponding project director, coordinators and other administrative assistants. In short, a considerable expenditure is involved in maintaining an extensive, countywide bilingual program.

Arguments

Many of the basic arguments used by opponents of bilingual education have remained unchanged through the years. Some of the more common contentions center around the view that bilingual education is "un-American" and that it burdens children unnecessarily. During the nineteenth century, citizens saw the public schools as an agent of assimilation; i.e., an institution through which the "homogeneity of the population" was to be achieved. Resistance stemmed in part from the fear that the inculcation of "true democratic principles" would be hampered if foreign languages were brought into the public system. The state superintendent of education in Minnesota from 1886 to 1888 expressed these concerns in the following report:

> Particular attention is called to the fact that in some of the schools of the State which are supported by Americans the language used is un-American and carries with it traditions and associations connected with different countries, and so the schools fail to harmonize the feelings and ideas of foreign-born parents with those of their adopted country They do not require that knowledge of our patriots and statesmen, of the formation of our Government and its subsequent history, which inspires a worthy pride in American citizenship and a love for American institutions.[12]

This sentiment was reinforced by members of other minority ethnic groups who were jealous and resentful of the favored position of the Germans and protested by pointing to "their unwillingness in any way to neglect the English language of their new homeland."[13]

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[9] Andersson, p. 76

[10] Mackey and Beebe, p. 141

[11] Mackey and Beebe, p. 143

[12] Handlin, p. 67

[13] Bessie Pierce, *A History of Chicago* (New York: Alfred A. Knopf, Inc., 1937), p. 24

A strikingly similar stance was taken by some English-speaking residents in the Miami area. Claiming that bilingual education was "anti-American," they held that the "melting pot" philosophy had been a "stabilizing force" in the United States and that "the exclusive use of English for instructional purposes in the public schools was one of the crucial factors in the success of the Americanization process."[14]

It is interesting to note that the same individuals who advocate exclusive use of English in teaching the immigrant child express concern over the effects of learning a second language on English-speaking children. Opponents of the study of German in grade school maintained that "children in the early years of their training had quite enough to learn in their English studies without burdening them with a second language."[15] Their contemporary counterparts in Florida still see bilingualism as "a mysterious, essentially alien process."[16] For the most part this group consists of monolingual speakers of English who lack experience with another language and question whether "a person can 'think' equally well in two languages."[17] Apparently, they see no contradiction in recommending a second language for one group of children and not for another.

Shining Achievement

It seems particularly fitting to close with a tribute which Heinz Kloss bestows upon the accompiishments of the best German public school programs of the past century. His words are especially appropriate because they could also be used to describe the ongoing bilingual experiment in Dade County, Florida:

> The bilingual public school systems of Cincinnati, Baltimore, and Indianapolis were shining achievements of which the Anglo-Americans could be as proud as their German-American brethren — achievements in the three dimensions of linguistic maintenance efforts, of bicultural education, and of minority rights."[18]

[14] Mackey and Beebe, p. 135

[15] Andersson, p. 79

[16] Mackey and Beebe, p. 135

[17] Mackey and Beebe, p. 135

[18] Theodore Andersson and Mildred Boyer, *Bilingual Schooling in the United States*, Vol. II (Austin: Southwest Educational Development Laboratory, 1969), p. 128