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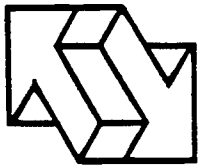
ABSTRACT

Activities undertaken in Ohio to plan and implement continued education and training of adults and to promote economic revitalization of the state are described. The activities represent Ohio's participation in the Education Commission of the States' Lifelong Learning Project. State-level planning for adult continuing education is discussed in regard to demographic, political, and educational factors. The following lifelong learning opportunities for adults in Ohio are also examined: adult basic education, high school equivalency certification, adult vocational education, degree programs, noncredit programs, and other adult learning opportunities (e.g, employer-sponsored training, courses offered by professional societies). Four experimental projects developed by the Ohio Board of Regents are also briefly described that have helped to link the areas of research and technology transfer. Attention is also directed to: regional linkage conferences; a survey of employers and colleges offering noncredit continuing education activities; a continuing education newsletter focusing on linkages between groups; the Ohio Board of Regents' Liaison Linkage Project; regional collaborative structures; the Ohio Resource Network; and policy implications for the future. (SW)

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THE OHIO CASE: BUILDING BUSINESS,
EDUCATION, AND GOVERNMENT ALLIANCES TO
STRENGTHEN ADULT LEARNING OPPORTUNITIES

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FOREWORD

Lifelong education and training of adult workers are processes involving not only education institutions, but also business and industrial organizations, state governmental agencies, and statewide trade and professional associations. Through the sharing of information, equipment, facilities and expertise, these organizations can be more responsive to the development of individuals and their respective communities.

As a pilot state in the Education Commission of the States' Lifelong Learning Project, Ohio has focused its activities on continued education and training of adults for individual and community development related to economic revitalization of the state. Included in this report are summaries of the activities and results of three years of planning and implementing strategies to build stronger linkages between and among the providers and users of educational services for adults.

The Ohio Board of Regents expresses appreciation to the W. K. Kellogg Foundation for its financial support of pilot-state activities through the Education Commission of the States' Lifelong Learning Project. The Regents also wish to acknowledge the assistance of Patricia A. Skinner, Ann H. Moore and other Board staff who assisted with the Ohio pilot project, and to the many representatives of colleges and universities, business and industrial organizations, and state agencies and associations who participated in various project activities.


Edward Q. Moulton, Chancellor

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EDUCATION COMMISSION OF THE STATES'
LIFELONG LEARNING PROJECT

FINAL REPORT OF ACTIVITIES IN OHIO

INTRODUCTION

The Ohio Board of Regents' pilot-state activities in the Education Commission of the States' Lifelong Learning Project have centered around a concern with lifelong education of adults as it relates to employment and economic development in the state of Ohio. Lifelong education and training of adult workers are processes involving not only educational institutions, but also business and industrial organizations, state governmental agencies, and statewide trade and professional associations. Through the sharing of information, equipment, facilities and expertise, these organizations can be more responsive to the development of individuals and their respective communities. Building stronger linkages between and among these organizations has been the thrust of activities undertaken by the Ohio Board of Regents.

This final report of Ohio's pilot-state activities begins with a brief description of the environment for state-level planning, followed by an outline of adult learning opportunities presently available in the state. The three-phased approach used by the Ohio Board of Regents to accomplish the objectives of the pilot-state project is described, and specific sub-projects are discussed in terms of objectives, activities, and results. Finally,

conclusions drawn from the three-year project are reported, and recommendations are made for others wishing to conduct similar projects. A list of project publications and copies of these documents are appended to the report.

ENVIRONMENT FOR STATE-LEVEL PLANNING

Demographic, political, economic, and educational characteristics of the state of Ohio influence long-term planning for the education, training, and development of the state's adult population. The determination of key issues, actors, and strategies to be used in the planning and policy-making processes are shaped by these environmental factors.

Demographic Factors. Approximately 68% (7.4 million) of Ohio's 10.8 million population are over the age of 20. The most densely populated area of the state is the northeast quadrant, where there are three major metropolitan centers with more than 500,000 people. Other large metropolitan cities are located in the central (Columbus, Dayton), southeast (Cincinnati), and northwest (Toledo) regions of the state. Although there are a number of mid-sized cities dispersed throughout the state, the majority of the state's land mass could be characterized as rural.

Political Factors. The Ohio General Assembly, composed of 33 senators and 99 representatives, formulates the laws and standards which govern the state. State laws are administered by the governor's cabinet, 28 state departments, 27 boards, commissions and authorities, and 20 regulatory and licensing boards. The present governor is retiring after 16 years in office, and the

gubernatorial elections held this fall are likely to have a significant impact on educational policy. Changes in the executive and legislative offices, and perhaps of party control, will impact the leadership of state agencies, boards and commissions, as well as shape the issues to be addressed by state government.

Economic Factors. Ohio, like other Great Lakes states, has experienced declining employment in its large steel, rubber, heavy machinery, and transportation industries. Blue collar workers in particular have been hard hit by the state's high unemployment rate. Chronic unemployment has had a serious economic impact on those areas of the state with a concentration of heavy industry, and in some of the rural counties where the unemployment rate is very high. In those areas, many of the unemployed lack skills that are transferable to other occupations. This problem is further exacerbated by the fact that new or expanding companies are reluctant to locate plants in areas with a large semiskilled or unskilled labor pool.

Census data from 1979 revealed 201,238 business/industrial establishments in Ohio. Fifty Fortune 500 firms are headquartered in Ohio, but the overwhelming majority (99.6%) of firms in this state employ less than 500 people. Forty-two percent of the 4.5 million people employed in business/industry and government are employed in trade and industrial occupations.

Unemployment, and some outmigration of companies and families, have resulted in severe losses in tax revenues and a rapid escalation in basic welfare services. These factors together have limited the amount of state money available to public education.

Educational Factors. Ohio's public education system is under the purview of two state agencies: The Ohio Department of Education and the Ohio Board of Regents. The Department of Education coordinates the activities of 615 county, city and local public school districts, which provide elementary, secondary, adult and vocational education programs.

The Ohio Board of Regents is the state coordinating agency for the higher education system. Comprehensive and diverse resources are readily accessible to Ohio citizens through 179 nonprofit, post-secondary institutions including a full array of associate to doctoral programs related to working careers. Included in the post-secondary system are 65 public two-year and senior campuses, 44 private liberal arts colleges and universities, and more than 70 specialized institutions such as art academies, seminaries and nursing schools.

Ohio's public education system is mature and is closely tied to the economy of the state and nation. Issues that will influence the state's public education system during the 1980s include:

- Availability of student financial aid;
- Changes in enrollment patterns (e.g., part-time, older students, women and minorities);
- Public perception of the value of a college degree;
- Competition for limited fiscal resources;
- Competition for students, especially in areas marked by outmigration of population;
- Increase in number of organizations providing educational services;

- Federal policy regarding military draft vs voluntary service;
- Changing nature and format of instructional programs;
- Changes in federal and state educational policy
- Articulation between the public schools and higher education;
- Decline in traditional school age population.

Ohio has traditionally been below the national norm in terms of funding for public education and percent of population attending colleges and universities. These trends, coupled with the political and economic conditions outlined previously, make it imperative that the public education system make efficient and effective use of available revenue. At the same time, it is important that Ohio's vast educational resources contribute significantly to economic revitalization.

OPPORTUNITIES FOR ADULT LEARNERS

In terms of lifelong learning opportunities, adults in Ohio have a vast array of options. While there are a variety of adult education services available, the following briefly describes some of the better known ones.

Adult Basic Education. Approximately 62,000 adults are served annually in Adult Basic Education programs in 131 school districts in Ohio. About 10,000 of these are enrolled in high school continuation programs; the balance are learning basic skills, English as a second language, and citizenship. These programs receive state and federal support and are administered by the State Department of Education through local public school districts.



High School Equivalency Certification. The number of out-of-school adults and veterans passing the General Equivalency Diploma (GED) examination has increased approximately 20% annually for the past three years. Approximately 14,000 adults have passed GED exams this year, which are administered at 70 testing sites around the state. The increase in GED examinations is attributed in part to the tight labor market and an upgrading of minimum requirements for entering military service. The GED program is supported on a fee basis and is administered by the State Department of Education.

Adult Vocational Education. Approximately 325,000 adults are served annually through a variety of adult vocational education programs; about 10,400 of these are enrolled in one-year certificate programs. Fifteen percent of the federal vocational education dollars received in Ohio is set aside for the training of adults. There are 102 Vocational Education Planning Districts in Ohio which offer adult vocational education programs in one or more of the following categories: agriculture, business and office, distributive education, home economics, trade and industrial, and health. Vocational education programs receive state and federal support and are administered by the State Department of Education through the Vocational Education Planning Districts.

Degree Programs. Almost half of the 384,000 students enrolled in the state's colleges and universities are over the age of 22; approximately 80,000 of them are over the age of 30. Adults are enrolled in a wide variety of credit courses and programs leading to associate, baccalaureate, masters, professional, and doctoral

degrees. Student tuition and state subsidies are the main sources of support for degree programs in the public colleges and universities; private colleges do not receive state subsidies. Ohio's colleges and universities are autonomous institutions and determine their own programming needs. The Ohio Board of Regents coordinates degree programs at the state level in order to assure that quality standards are met and that effective use of state resources is being made.

Noncredit programs. Approximately 300,000 adults participate annually in noncredit offerings provided by Ohio's colleges and universities. Of these, approximately 80% are enrolled in skill/personal/professional development courses; the balance are enrolled in cultural/recreational/avocational courses. Noncredit continuing education programs in the colleges and universities are funded on a fee basis, administered by the college or university.

About 35,000 adults are enrolled in noncredit programs in technical education. These programs are supported with federal funds and are administered by the State Department of Education through participating technical colleges.

Noncredit continuing education programs are also available to adults through many of the public school districts. These programs are operated on a fee basis by the school districts and enrollment records are not kept at the state level.

Other Adult Learning Opportunities. Figures are not available on the number of adults who participate in programs sponsored by the following types of organizations:

- Employers in business, industry, and government: in-service and on-the-job training, tuition assistance, personal/professional development, recreational/avocational;
- Voluntary organizations such as the YMCA/YWCA, churches, clubs: personal/professional development, recreational/avocational;
- Federal, state, and local governmental agencies such as Parks and Recreation, Natural Resources, Department of Energy, CETA-Private Industry Councils, Bureau of Employment Services, Bureau of Vocational Rehabilitation, Small Business Administration: skill and personal/professional development; recreational/avocational;
- Professional societies and associations such as American Institute of Banking, American Management Association, American Council of Life Underwriters, Society of Engineers: skill and professional/personal development;
- For-profit schools, colleges, and consulting organizations: skill and personal/professional development;
- Public and/or Cable TV: credit and non-credit courses on a number of subjects;
- Public Libraries: lecture series, seminars and workshops on a variety of subjects;
- Military service: credit/non-credit courses, degree programs, on-the-job training;
- Correspondence schools: credit courses and external degree programs.

It is evident from this description of the adult learning opportunities that a vast array of options exist for Ohio's adults. It is also apparent that a considerable number of adults participate in these programs. Moreover, available enrollment figures suggest that the number of adults participating in these programs is increasing substantially each year.

OHIO'S PROJECT FOCUS

The Ohio Board of Regents has served as a catalyst and change agent in linking the resources of the state's higher

education institutions more closely to the needs of business, industry, and government. These linkage activities have been pursued in direct relation to the tripartite mission of higher education: instruction, research, and public service. Four experimental projects developed by the Ohio Board of Regents and funded by the Ohio General Assembly have served as a basis for linkages in the areas of research and technology transfer.

Briefly described, they are:

- Ohio Inter-University Energy Research Council (OIUERC). Established by the Ohio General Assembly in 1977, the OIUERC was charged to "promote, coordinate, facilitate and evaluate energy research and seek support and accept grants for energy research and development." Ohio's 12 state universities and two private universities have established priorities which include coal research, alternative sources of energy, and energy conservation.
- Ohio Coal Research Laboratories Association, Inc. (OCRLA). OCRLA is a non-profit corporation whose purpose is to pursue research and education programs on coal and coal-related problems. As a consortium of four Ohio universities, OCRLA works in cooperation with other colleges and universities and other research organizations such as Battelle's Columbus Laboratories, the Air Force Institute of Technology, and NASA's Lewis Research Center.
- Urban University Demonstration Program. Through this program, Urban Study Centers have been located on the campuses of Ohio's eight urban state universities to provide training/education, research and assistance capabilities to help solve problems directly related to Ohio's population centers.
- Ohio Technology Transfer Organization (OTTO). OTTO was created to provide coordinated access to the technical information, services and counsel available through Ohio educational institutions, state and federal agencies. A full-time OTTO agent is located at each of 15 technical and community college campuses to help small business enterprises learn and use current technical knowledge. The Ohio State University serves as the research and information hub for the OTTO network.

While instructional and public service components were included in each of these projects, they were not the main thrust. Hence, there was a need to focus more directly on linkages in the areas of instruction and public service.

As a pilot state in the Education Commission of the States' Lifelong Learning Project, Ohio has focused its activities on continued education and training of adults for individual and community development. More specifically, the pilot-state activities of the Ohio Board of Regents have been designed to bring together representatives of a variety of organizations to accomplish the following objectives:

- To probe the concept of linkages and ascertain structures, actors, and barriers important to the linkage process.
- To assess the needs of adult learners in the workplace.
- To assess the capabilities of educational institutions to meet the needs of business, industry, and government.
- To determine the scope of training and development opportunities available within business and industry.
- To determine how higher education institutions can be more responsive to the training needs of Ohio adults.
- To develop and pilot test structures for continued collaboration and cooperation between the providers and users of educational services.
- To evaluate project activities in the context of future Ohio Board of Regents' linkage efforts, particularly those which will result in policy planning and implementation.

Activities designed to accomplish these objectives were organized into three phases: exploration of needs and capabilities, development of linkage strategies, and implementation/evaluation of activities which would lay the foundation for state-wide policies related to lifelong learning in Ohio.¹ Project activities were organized in a way that encourages local colleges to assume the major responsibility for building stronger relationships with business, industry and governmental agencies in their own communities. Those project activities coordinated by the Ohio Board of Regents and developed through the ECS Lifelong Learning Project, are discussed in greater detail in the following pages.

EXPLORATION PHASE: ASSESSING NEEDS AND CAPABILITIES

The exploration phase was designed to: (1) probe the relationships between higher education institutions and the business, industry and government sectors, (2) assess the education and training needs of adult learners, and (3) determine how and to what extent these needs were being met. Specific projects designed to accomplish these objectives are briefly described in terms of purpose, nature, and outcome of activities.

Regional Linkage Conferences. Regional conferences were held in Akron/Canton, Cincinnati, Columbus, Dayton, and Toledo to accomplish the following objectives:

- To explore the means by which educational institutions can provide better services to meet the needs of business, industry, and government.

¹ Supplemental funding for some of these activities was provided through Title I of the Higher Education Act, and the Comprehensive Education and Training Act (CETA).

- To describe successful programs of cooperation which have already been initiated between business, industry, government, and higher education.
- To serve as a catalyst for future action-oriented, problem-solving activities.

The planning and implementation of these conferences was a cooperative venture involving the Ohio Board of Regents, representatives of two- and four-year public and private colleges and universities, the American Society for Training and Development, the Ohio Chamber of Commerce, the Ohio Manufacturers' Association, the Ohio Department of Economic and Community Development, and local business, industry, and governmental groups. Approximately 350 persons participated in the conferences, discussing topics such as financing small business, developing human resources, and meeting Ohio's needs in high technology and telecommunications.

Some tangible results of the conferences included: development of a local resource directory, design of a framework for regional work and learning councils, and provision of an opportunity for cooperation/communication among diverse groups not accustomed to working together. Although each conference was evaluated separately, the conferences were generally successful in meeting their objectives. The examples of follow-up activities further support their success. One weakness encountered, and a constant challenge to such meetings, was under-representation of the business/industrial and government sectors in some regions of the state.

Survey of Noncredit Continuing Education Activities in Ohio's Colleges and Universities. A survey was conducted in September 1981 of the noncredit courses and workshops offered at Ohio's public and private colleges and universities during the

academic year 1980-1981. The purpose of the survey was to determine the type and number of noncredit offerings being conducted in Ohio and to obtain information about the major target audiences and location of offerings. This was a first attempt in Ohio to collect such data. Objectives to be accomplished by the survey were:

- To develop a structure for obtaining suggestions from continuing education deans and other relevant persons regarding the development of a data collection system for Ohio.
- To develop a centralized data collection system for noncredit continuing education offerings, to be up-dated each year.
- To collect, analyze, and report information on noncredit offerings of Ohio's public and private colleges and universities.

Data from the 1981 report indicated 79 of 115 institutions provided a total of 10,473 noncredit offerings during 1980-81, with 267,077 registrants. A total of 48% of these offerings were in the skill and professional development categories; the balance were dispersed among the categories of personal/intellectual development, personal/family living, society/community awareness, and cultural/recreational/avocational. A similar questionnaire using the same categories in the 1981 survey was administered in July 1982, providing a basis for comparative trends. The 1982 data indicated that 88 of 124 institutions offered 10,902 noncredit courses with 278,298 registrants. This is an increase of approximately 400 offerings and 10,000 registrants over the previous year. The findings also indicated a general increase in skill and professional development offerings and a decrease in recreational/avocational offerings. Additional findings are reported in "Noncredit Continuing

Education Activities in Ohio's Colleges and Universities, 1980-81," and "Noncredit Continuing Education Activities in Ohio's Colleges and Universities, 1981-82."

Survey of Employer-Sponsored Instruction in Ohio. The purpose of this project was to gain a better understanding of the nature and scope of training provided by business and industrial firms in Ohio. Underlying the study were two basic questions: To what extent does employer-sponsored instruction serve the continuing education needs of the adult workforce? How can business/industry and higher education institutions work cooperatively to ensure that these training needs are met? Project objectives included:

- To provide a context for the Ohio Study through an extensive review of the literature on employer-sponsored instruction at the national level.
- To survey manufacturing and nonmanufacturing firms in Ohio to explore the nature and scope of their training programs.
- To draw conclusions and implications from the data to be used to strengthen work-education relationships in Ohio.

Findings of this study are reported in "Employer-Sponsored Instruction: Focus on Ohio Business and Industry." Information is provided on the type and size of business/industry training efforts, format of instruction, clientele served, tuition assistance provided, and instructional needs not currently being met by companies. General conclusions and implications regarding employer-sponsored training programs included:

- Employer-sponsored instructional programs are less pervasive than some have led us to believe, indicating a substantial need for continued educational and professional development of the adult workforce.

- Employer-sponsored instruction is provided to a rather small segment of the total adult workforce, indicating a substantial population of adults in the workforce not presently being served.
- Many companies are meeting only a small portion of their human resource development needs through their own instructional programs, indicating a need for assistance.
- Colleges and companies often work at cross purposes toward similar training and education objectives, indicating a lack of communication and understanding on the part of both organizations.
- Colleges and universities can play a more significant role in the retraining and upgrading of the adult workforce.

The data collection method used for this survey served an important end in itself. It put a local college representative in contact with executives of companies in his/her community, opening channels for further dialogue and cooperative activities. This occurred by design, and is a unique feature of the overall project. The survey did have some methodological limitations, although it is apparent that other studies of business and industry training have experienced similar problems which have been attributed largely to the nature of the research subject. The limitations were not serious enough to detract significantly from the value of the findings.

Survey of Exemplary Services Provided to Business/Industry/Government by Ohio's State-Assisted Colleges and Universities. The purpose of this project was to assess both the actual and potential capabilities of Ohio's postsecondary institutions for service to business, industry, and government. Two major objectives guided this project:

- To identify exemplary service activities performed for business, industry and government by Ohio's state-assisted postsecondary institutions.
- To publicize these services both as a means of explaining to the general public what it is higher education does and as a means of demonstrating to present and prospective businesses and industries the capacities of higher education to assist them in resolving production, management, or other problems having an economic impact.

Each of the state-assisted colleges in Ohio was asked to submit at least three specific examples of services provided to business, industry, and governmental agencies at little or no charge to the client. More than 300 examples of services were submitted which ranged across a broad spectrum of technical and managerial assistance, including research and instruction tailored specifically to company needs. The majority of institutional examples, however, were of specifically designed instructional programs.

Two major problems were encountered in the collection of service examples. First, the quality of examples varied significantly, due in part to the fact that top-level college administrators often have limited knowledge of the kinds of service activities taking place on their campuses. Second, accessing an institutional representative who could provide the best examples was problematic. The requests were sent to the college presidents and responses came back from various locations within the colleges, indicating that most institutions did not have a systematic way to catalog service activities.

Summary. Several insights were gained from the exploratory activities just described. First, a number of valuable contacts were made and issues determined as a result of the regional linkage conferences. These conferences also provided new information on the array of adult learning opportunities available and the number of nontraditional educational service providers that exist in communities throughout Ohio. It became readily apparent that these organizations were often working at cross purposes, resulting in duplication and/or gaps in service. In many cases they knew little or nothing about the other services being provided.

Second, the survey of business/industry training yielded new knowledge about the nature and scope of employer-sponsored instructional programs. It also indicated areas of need in terms of adult continuing education which are not currently being met.

Finally, the findings of the noncredit and exemplary services surveys illustrated that Ohio's colleges and universities are at various stages in the development of linkages with business/industry/government. The comparison of findings from the two noncredit surveys also indicated that continuing education administrators are beginning to add greater focus to their noncredit offerings. They appear to be reducing their offerings to courses and workshops which have a history of success (e.g., skill and personal/professional development) and are reducing the number of recreational/avocational offerings.

A number of conclusions were drawn from an evaluation of these exploratory activities, such as:

- The major issue of concern to policymakers and business, industry, government, and educational leaders is economic revitalization.
- There is evidence of greater cooperation between colleges, companies, and governmental agencies, but efforts can be made to expand and sharpen the focus on these linkages.
- Large companies in Ohio are meeting most of their own training needs internally, but the rest are seeking some assistance from outside vendors.
- Continuing education needs of the adult workforce can most effectively be met through a joint effort between companies and colleges.
- There are a number of internal barriers within colleges and companies which inhibit cooperative work-education relationships.
- There is a need to publicize more effectively the availability of college/university resources.
- There is a need for greater flexibility in the format of adult learning opportunities.
- All parties to the linkage process need to be represented in structures designed to strengthen work-education relationships.
- The best place for work-education relationships to be developed and strengthened is at local or regional levels.
- There is a need for collaboration between education service providers to guard against duplication of effort and gaps in service (to make maximum usage of all educational resources).

The following section describes efforts by the Ohio Board of Regents to address the issues and concerns revealed in the exploration phase of the pilot-state activities.

DEVELOPMENT PHASE: DESIGNING AND TESTING LINKAGE STRATEGIES

The outcomes of exploratory activities provided a basis for the development and testing of strategies and structures to foster collaboration and cooperation. Objectives of the development phase included:

- To publicize the ways higher education is meeting the needs of business, industry, and government on a regional and statewide basis.
- To encourage institutions which may have been neglecting the service component of their mission to improve these efforts.
- To provide a forum for future problem-solving, action-oriented activities between higher education and business, industry, and government.
- To demonstrate to appropriate governmental leaders that higher education is an important resource and that it can play a significant rôle in revitalizing the states' economy.

Four specific projects evolved from the exploratory activities cited earlier.

Continuing Education Newsletter. "Continuing Education in Ohio," a newsletter originally developed under a Title I grant from the U.S. Department of Education, was redesigned to focus on higher education linkages with business, industry, and government. Dissemination of this newsletter was designed to accomplish the following objectives:

- To serve as a central communication vehicle for disseminating information of significance to continuing education professionals in Ohio.
- To publicize activities of the Board of Regents which are relevant to continuing education planning.
- To provide a vehicle for disseminating information relative to linkage activities.

Quarterly issues of the newsletter have provided information to college and university continuing education administrators, chief instructional officers, presidents and librarians on institutional, local, regional, statewide, and national linkage activities. This newsletter proved to be a valuable communication strategy,

increasing the general awareness of issues concerning the linkage process, and stimulating new activities at the local level. It has also served as a mechanism for consensus building among continuing education administrators, and demonstrated to college and university leaders the role continuing education professionals serve in enhancing the relationship between their institutions and the local community.

Regents' Liaison Linkage Project. The overall purpose of this activity was to establish continuing contacts between the Ohio Board of Regents and statewide organizations and state agencies. Specific objectives included:

- Make trade and professional associations, and governmental agencies knowledgeable about the resources available to them within the higher education system, and make them aware of higher education's willingness to provide those resources.
- Help institutions identify those needs which exist on a statewide basis.
- Provide statewide organizations with a mechanism for identifying and articulating their needs to the appropriate higher education institution.

An administrative team of the Ohio Board of Regents was assigned responsibility for maintaining continuing relationships with state agency and association heads. On March 31, 1981 a meeting was held, with 55 persons participating, which brought together the leaders of statewide organizations and Regents' administrative liaisons. The meeting was designed to reaffirm the Regents' commitment to linkage activities, outline the purpose of the Liaison Linkage Project, and provide an opportunity for agency and association executives to get acquainted. Since that meeting, administrators have worked on an informal basis to facilitate identification

and articulation of statewide needs. Continued relationships have been strongest with the State Department of Economic and Community Development, State Department of Education/Division of Vocational Education, Ohio Manufacturers' Association, Ohio Chamber of Commerce, Associated General Contractors of America, and American Society for Training and Development.

The major objectives of this project were accomplished successfully. Time constraints placed on Ohio Board of Regents' staff, however, have inhibited follow-up activities. After the gubernatorial elections this fall, another attempt will be made to bring these statewide leaders together.

Regional Collaborative Structures. In 1981, the Ohio Board of Regents began pilot testing the development of regional Work and Learning Councils in several areas of the state. The Councils are designed to accomplish the following:

- To provide a structure for continuing communication and exchange of information regarding work and learning issues, problems and events.
- To provide a mechanism for the dissemination of information on educational and training opportunities appropriate to adult citizens in the area, and the articulation of employer training needs.
- To increase communication and cooperation among providers and users of educational services which might result in better planning and utilization of limited resources.

More specific objectives and membership criteria are determined locally, although representation has generally included existing consortial groups, and key individuals from the educational, employer, employee, and governmental sectors.

Regional collaborative structures are in varying stages of development in five areas of Ohio: Central Ohio, Southeast Ohio, Dayton/Miami Valley, Akron/Canton, and Toledo. Each of these structures are unique in their chosen emphasis and in their point of origin. Two of these groups are in more advanced stages of development; the remaining three are involved in feasibility studies.

One model, the Central Ohio Work and Learning Council, was established in a metropolitan community in December, 1981 for a one-year trial period to strengthen work-education relationships in Central Ohio. Specific Council objectives are:

- To exchange information on programs and activities related to cooperation between the sectors of education and work.
- To explore areas of possible new cooperative efforts.
- To explore ways to eliminate unnecessary duplication.
- To develop and refine a model for regional work and learning councils that could be transferred to other areas of the state.

This Council is co-chaired by representatives of the business and educational communities. Membership consists of persons from consortia and associations as well as individual business and educational representatives, such as the following:

- Colleges and universities: 1 technical college, 1 private university, 1 public university, 1 proprietary institution;
- Columbus Public Schools;
- American Society for Training and Development;
- CETA;
- Columbus Area Chamber of Commerce;
- High Technology Task Force;

- Higher Education Council of Columbus, Ohio (consortia of 7 area colleges and universities);
- Ohio Board of Regents;
- Ohio Council for Private Colleges and Schools (proprietary schools);
- Ohio Technology Transfer Organization;
- OPTIONS (career counseling agency);
- Private Industry Council;
- Job Training Consortium (vocational schools);
- Business and industry: one policy-level representative from one company in each of the following categories: retail, insurance, utilities, manufacturing, scientific/research.

Council activities for 1982 centered around three tasks:

(1) developing a directory with summary statements about participant organizations; (2) developing a system for the identification, organization, and delivery of information on education and training; and (3) developing a system for the identification, organization, and delivery of information on employer education and training needs. Task forces with equal representation from business/industry and education are mid-way through the accomplishment of the three tasks outlined above. An evaluation of the first year's activities will be conducted and recommendations made for: (1) implementation of delivery systems; (2) continuation/expansion of the Council; and (3) the broader application of this collaborative model.

A second model of a work and learning council, the "Buckeye Tourway Business and Industry Training, Research and Assistance Cooperative Extension Service" (TRACES), emerged in a rural area in southeast Ohio. Initiated by a technical college president,

TRACES evolved from a regional merger of the services provided by agents of the Ohio Technology Transfer Organization (OTTO) and the Job Training Consortium (a regional training brokerage for business and industry administered by the Ohio Department of Education). As a result of this merger, TRACES coordinates the education, training, and technology transfer needs of business, industry, government, and other agencies in a six county area, to promote economic stability and growth.

Membership on TRACES is institutional--available to service providers such as public and private educational, industrial development, employee placement or training organizations, institutions, or agencies in the six-county area. At this point, institutional representation on this council includes:

- 3 area Chambers of Commerce;
- 1 private college;
- 2 technical colleges;
- 2 university branch campuses;
- 3 offices of the Ohio Bureau of Employment Services;
- 1 Joint Vocational School District;
- Regional offices of CETA;
- Regional offices of the Bureau of Vocational Rehabilitation;
- Ohio Mid-Eastern Governments Association.

The Ohio Board of Regents, Ohio Department of Development and Ohio Department of Education are ex-officio members.

In contrast to the Central Ohio Work and Learning Council which emphasizes education and training and includes equal representation of business/industry and education, TRACES does not

include direct participation by company personnel. Two full-time staff members are employed by TRACES to provide assistance to area business and industrial organizations in meeting training and technology transfer needs. As a collaborative organization, TRACES pools the resources of several area agencies to provide a "package" of services to prospective clients, rather than each organization approaching the client independently. Just recently, for example, TRACES was able to attract an out-of-state manufacturing company to its service area. The company relocation provided 70 new jobs in an area with a 22% unemployment rate, and training and technical assistance for the company were provided by several of the organizational members of TRACES.

At the end of this year, each of the regional collaborative structures will be evaluated as models to be used in other areas of the state. It is expected that features from these models can be incorporated into other existing structures.

Ohio Resource Network. This activity was designed to accomplish the second objective of the survey of exemplary services which was initiated in the exploratory phase. From the materials submitted by the colleges, examples were chosen for inclusion in a booklet that would showcase the variety and scope of linkages that currently exist. Also included in the publication is a list of names and telephone numbers of persons appointed by the college and university presidents to serve as liaison officers in relations with business, industry and government.

A local advertising agency was contracted to design a booklet that would have the greatest appeal to the target audience

(business/industry executives), using text materials provided by Board of Regents staff. The booklet, "Ohio Resource Network: Mobilizing Colleges and Universities to Benefit Business and Industry," emphasizes five areas of service: new ventures, technology, financial planning, production, and personnel. It also lists liaison officers at each of the state-assisted colleges and universities in Ohio. The booklet was introduced to business/industry representatives at the annual meeting of the Ohio Chamber of Commerce in March 1982. Approximately 20,000 copies are now in circulation throughout Ohio's business and industrial community. In addition, copies were supplied to members of the Ohio General Assembly and to state agency and association leaders.

An orientation session was held in the spring, 1982 for college and university liaison officers to familiarize them with statewide linkage networks already in existence, and provide them with information germane to their new or expanded roles. A follow-up session with liaison officers is planned for November, 1982. Although the full impact of this marketing strategy has not been assessed, preliminary analysis indicates that companies have more often requested personnel services (e.g., training, testing, and evaluation) than any of the other four services advertised.

Summary. The activities just described will continue beyond the period of the ECS pilot-state project. A preliminary assessment of these activities, however, indicates there are several factors which have made it possible to strengthen work-education relationships in Ohio. First, the timing has been good, and the economic, political, and educational climates have been conducive to change. Representatives from colleges, companies, and

governmental agencies perceive a need to work more closely together and are demonstrating a willingness to collaborate on projects of mutual interest. There is also a concern on the part of college leaders to improve the quality of programs and to target their activities to prevent spreading their resources too thin.

Second, the communication strategies used in this project (e.g., newsletter, wide distribution of project reports and the Ohio Resource Network booklet), have increased the awareness of issues, concerns, and strategies used in the linkage process. In addition, involvement of key actors from all sectors on advisory and planning committees has strengthened the interest in and commitment to cooperative work-education relations.

Finally, from a state-level perspective, some institutional changes are observable as a result of increased cooperation with business and industry. There is evidence of better planning and utilization of limited resources through cooperation with other service providers. Also, Ohio's colleges and universities have increasingly emphasized skill and professional development in the area of noncredit instruction. Finally, structural changes which foster collaboration and cooperation are emerging. This suggests there will be better coordination of all continuing education activities in Ohio. These same structural improvements will provide a much stronger basis for formulating and implementing state policy to revitalize Ohio's economy.

IMPLEMENTATION PHASE: A POLICY FOCUS

The third and final phase of Ohio's pilot-state activities brings to a policy focus the activities of the exploration and

development phases. The primary objective of this phase is to evaluate all of the linkage activities coordinated by the Ohio Board of Regents in light of their application to statewide policy on lifelong learning. The policy formulation and implementation process will continue beyond the life of the pilot-state project, but three activities have developed fully enough to be highlighted.

Changing Issues in Continuing Education. The Ohio Board of Regents is working closely with continuing education administrators in Ohio on two task forces which may have major policy implications in the future. A recent statewide conference of continuing education professionals identified a need for statewide standards to assure quality in noncredit continuing education programs. Thus, a Task Force on Quality Standards is currently studying the issue of quality and will make recommendations regarding standards and implementation procedures by October, 1983. The Task Force includes representatives of college/university continuing education administrators, college/university academic affairs officers, and client groups (e.g., students, human resource development personnel in business and industry).

At the same statewide conference, it was suggested that Ohio should organize its continuing education professionals into one statewide group rather than remain somewhat fragmented in the two groups which currently exist (two-year and four-year public colleges have separate associations). Thus, a second task force is being considered which would make recommendations regarding the structure and functions of a statewide continuing education organization.

Several outcomes are anticipated as a result of the activities of these two task forces. First, strength in unity will prevail when continuing education issues reach the policy-making stage. Second, wider participation, including consumer groups, will exist in the policy-making process. Finally, greater credibility will be gained at the institutional, community and state levels when continuing education professionals demonstrate their concern for excellence through the implementation of measurable, quality standards.

Another development with policy implications is the revised "Memorandum of Understanding" presently being considered by the Chancellor of the Ohio Board of Regents and the State Superintendent of Public Instruction. Issues to be addressed in this document focus primarily on adult and vocational education.

Master Plan for Higher Education. The Regents' Master Plan for Higher Education sets the course for Ohio higher education for the next five years. The Plan seeks to examine the objectives of higher education and to address higher education's performance prospects for the years ahead. In the Master Plan the Regents placed particular emphasis on the development of a "new social compact" between higher education and the larger society "to promote advancement of the quality of life in Ohio."

Underlying the new social compact is the identification of areas in which the state's needs and higher education's strengths in instruction, research and service intersect. To that end, the Master Plan has been developed around four broad issues:

- access to higher education;
- cost effectiveness of the higher education system;
- quality of programs; and
- cooperation with other organizations toward the improvement of Ohio's economy.

A major thrust of the new social compact is the relationship between institutions of work and education. The Regents stressed that the development of instructional linkages with business, industry, and government "seem most clearly areas for local or regional solutions," and reinforced the importance of collaboration and cooperation at the local and regional level between the providers and users of educational services.

Ohio Business, Education and Government Alliance. The 114th General Assembly mandated that the Board of Regents study and make recommendations regarding an extension service for business, industry, and social services. In response to that mandate, proposed legislation for the creation of the Ohio Business, Education and Government Alliance will be considered by the next General Assembly. Ohio's pilot-state activities in the ECS Lifelong Learning Project, coupled with existing projects in the area of research and technology transfer coordinated by the Ohio Board of Regents, have provided the conceptual base for the proposed legislation. In addition, many of the contact persons in state agencies and associations and business/industry cultivated throughout the pilot-state activities were asked to critique the proposal before it was submitted to the legislature.

The Alliance, as proposed, will be a state-level coordinating mechanism for the long-term collaborative efforts of

education, business/industry, and government to improve Ohio's economy. A Coordinating Council, to include representatives from business/industry, governmental agencies, colleges/universities, the Ohio General Assembly, and the Ohio Board of Regents, will monitor the activities of three separate operative councils which are representative of the three missions of colleges and universities: Ohio Council for Education and Training (instruction), Ohio Council for Technology/Knowledge Transfer (public service), and Ohio Council for Research and Development (research). The Coordinating Council will be responsible for:

- Developing a base-line characterization of Ohio's economy.
- Identifying major themes of economic regeneration.
- Recommending roles for private sector, government, and colleges/universities.
- Advising the Ohio Board of Regents on coordinating work of the three operative segments.
- Approving membership on the three operative councils.

The three operative councils, whose membership will represent the education, business/industry, and government sectors, will have more specific functions related to assessment, coordination and support of linkage activities. The Alliance will be staffed by the Ohio Board of Regents with the addition of a Vice Chancellor for Business and Government Services and coordinators of each of the three councils.

Summary. The results of these policy efforts will not be fully determined for some time. It is safe to speculate, however, that the pilot-state activities described in this report will have

contributed significantly to a favorable legislative response. First, the proposed Alliance has a sound conceptual framework based on identified needs, institutional strengths, and wide participation in its design. Second, actors key to the policy process have been identified and cultivated over an extended period of time, insuring a broad base of support. Finally, the Alliance provides a focused approach to a critical need for economic revitalization in Ohio.

CONCLUSIONS AND RECOMMENDATIONS

Ohio's participation in the ECS Lifelong Learning Project has made it possible to focus more directly on the relationships between higher education and other sectors of society, particularly business, industry, and government. The pilot-state activities also allowed the Ohio Board of Regents to examine more fully the instructional and public service linkages with business, industry, and government which expanded and complimented activities already under way in the areas of research and technology transfer.

The ECS Lifelong Learning Project has provided a forum for discussing and sharing information on activities in other states regarding lifelong learning. This has made it possible to gain new ideas and use models developed in other states that can be adapted for use in Ohio. It has also been possible to share the Ohio experience more widely. As a result of this communication network, three state higher education commissions have indicated interest in conducting surveys of employer-sponsored instruction and are adapting the Ohio model to their needs. At least three

other states have expressed interest in replicating the noncredit survey used in Ohio. In addition, almost 100 requests for publications generated from the Ohio pilot-state activities have been received as a direct result of publicity in the July 1982 issue of ECS Lifelong Learning Project Highlights. Administrators at the Ohio Board of Regents have also been asked to make presentations on work-education relationships at eight state and local conferences and four national conferences. Thus, the purposes for which the ECS Lifelong Learning Project were designed have served Ohio well.

Strategic lessons learned, as well as some of the strengths and weaknesses of specific projects, have been highlighted throughout this report. In summary fashion, the following recommendations are made for those wishing to engage in activities similar to those of the Ohio project:

- Adopt a focused approach to the problem which includes concurrent strategies for need assessments and action-oriented activities.
- Involve representatives from all sectors early in the planning process.
- Build agenda in advance of meetings so that time is efficiently and effectively used.
- Develop a communication strategy so that project activities and research findings can be widely shared.
- Keep key actors informed of activities and provide an opportunity for them to make suggestions and share their perspectives.
- Develop policy on a sound and broadly based conceptual framework.

As the ECS Lifelong Learning Project draws to a close, Ohio's pilot-state activities are on firm ground and will continue into the future. Much remains to be accomplished at the institutional, local, regional, and state levels to facilitate collaborative efforts to meet the needs of the adult learners. But participation in this project has afforded the Ohio Board of Regents an opportunity to explore issues, develop strategies and structures, and draft policy which will enhance the lifelong learning opportunities of Ohio's adult citizens and, in turn, strengthen the state's economy.

APPENDIX

Ohio Pilot-State Project Publications

- Ohio Board of Regents, "Employer-Sponsored Instruction: Focus on Ohio Business and Industry," February 1982.
- Ohio Board of Regents, "Linkage Activities: Summary Report," February 1982.
- Ohio Board of Regents, "Ohio Resource Network: Mobilizing Colleges and Universities to Benefit Business and Industry," March 1982.
- Ohio Board of Regents, "A Report on Noncredit Continuing Education Activities in Ohio, 1980-81," October 1981.
- Ohio Board of Regents, "A Report on Noncredit Continuing Education Activities in Ohio, 1981-82," October 1982.
- Ohio Board of Regents, "Strengthening Postsecondary Work-Education Relationships in Ohio," presentation summary for panel at the National Association of Industry-Education Cooperation, Business/Industry Showcase Conference, Columbus, Ohio, May 19-20, 1982.
- "Ohio Continuing Education," a newsletter for continuing education administrators in Ohio.

Other Related Publications

- Moore, Ann H., Theodore J. Settle, and Patricia A. Skinner, "Strengthening College/Company Cooperation: An Ohio Perspective," paper presented to the Region VI Conference of the National University Continuing Education Association, Las Vegas, Nevada, October 10-13, 1982.
- Ohio Board of Regents, "Master Plan for Higher Education: Opportunity in a Time of Change," September 1982.
- Ohio Board of Regents, "A Proposal to Establish the Ohio Business, Education and Government Alliance," September 1982.

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