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ABSTRACT

Presented are a summary and proceedings of a workshop on community college issues of legislative concern. The summary report begins with Patrick Callan's paper, "The Question of Mission," which assesses the changing role of community colleges in the western states. The remainder of the report highlights the key points of the formal presentations and considers alternatives for action with respect to: (1) access to education for student populations exhibiting increasing diversity in age and ethnicity, greater needs for basic remedial education, and higher levels of prior educational attainment; (2) the need for community colleges to identify their distinct contributions to local and state economies in order to more effectively meet changing job requirements and industry needs; and (3) conflicting demands for institutional accountability reflected in changing state expectations and community needs. The proceedings includes opening comments by Phillip Sirotkin, John Kitshaber, and Martha Romero; and the text of the presentations by Richard C. Richardson, Jr., and Helen Sommers on access; Jim Scherer and Myrna Harrison on economic development; and Bruce Hugo and John Terrey on accountability. Summaries of the small group discussions on each of these topics are presented, as well as the concluding comments of Thomas Gonzales, Patrick Callan, and Louise Ryckman. Lists of the legislators and other participants attending the workshop are provided in both publications. (AJL)

Community Colleges at the Crossroads

Proceedings of a Legislative Workshop

The Western Interstate Commission for Higher Education

Community Colleges at the Crossroads

Summary Report of a Legislative Workshop

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A publication of the Western Interstate Commission for Higher Education with support from the Teachers Insurance and Annuity Association (TIAA), the Amoco Foundation, and the Ford Foundation.

WICHE, the Western Interstate Commission for Higher Education, is a nonprofit regional organization. It helps its thirteen member states and one affiliate state work together to provide high-quality, cost-effective programs to meet the education and manpower needs of the West. Member states are Alaska, Arizona, California, Colorado, Hawaii, Idaho, Montana, New Mexico, Nevada, Oregon, Utah, Washington, and Wyoming; North Dakota is an affiliate state. WICHE's Information Clearinghouse publishes research documents to provide assistance to higher education and government policymakers in the West.

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for providing the photographs used in this report

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FOREWORD

Two hundred and forty public community colleges in the western states provide an exceptional array of educational opportunities under social, geographic, and economic conditions as varied as urban Los Angeles and rural Wyoming. The continued operation of these diverse and innovative educational institutions requires a high level of public understanding and careful decisionmaking at the state and community levels, as well as within the institutions themselves. States and community colleges also need to take into account demographic trends such as the growing proportions of minority youth, economic changes such as the decline of traditional industries and new world trade patterns, and political developments such as tax limitations and renewed concern for quality and effectiveness in education. When these factors are taken into account, the challenges facing the western states, and particularly their community colleges, quickly become apparent.

This report helps to address those challenges. It is based on a regional workshop of community college issues held September 28, 1985 in Eugene, Oregon. Three essential areas of state educational policy and community college operations are discussed: access to education for changing student populations, economic development roles to meet changing job requirements and industry needs, and institutional accountability in light of evolving state expectations and community responsiveness.

In this report, we have highlighted key points from formal presentations on each of these topics and, to the best of our ability, summarized the fruitful interaction of over one hundred concerned individuals from fourteen western states.

The Western Interstate Commission for Higher Education (WICHE) has a long history of organizing such workshops and conferences to address educational issues of common concern to the western states. On behalf of the Commission I would like to thank all those who participated in this community college workshop and, in particular, the educators and political leaders who made presentations on specific topics.

Financial support for the workshop and report was provided by the Teachers Insurance and Annuity Association (TIAA), the Amoco Foundation, and the Ford Foundation. Earlier work by WICHE on economic development and the roles of community colleges was assisted by the Atlantic Richfield Foundation, Bechtel Power Corporation, Chevron Fund of the Denver Foundation, and Rockwell International Corporation Trust. Our thanks to all.

Boulder, Colorado
February 1986

Phillip Sirotkin
Executive Director
Western Interstate Commission
for Higher Education

INTRODUCTION

On September 28, 1985, over one hundred legislators, state education leaders, and other interested individuals from fourteen western states met in Eugene, Oregon, for a legislative workshop on community college issues. The Western Interstate Commission for Higher Education (WICHE) organized the workshop to facilitate discussion, encourage appropriate action, and to address the many challenges facing community colleges in the coming decade.

The workshop focused on three community college issue areas of significant legislative concern: access to education, economic development roles, and accountability and responsiveness.

This report contains highlights from the workshop's formal presentations and summarizes the small group discussions on each of the three issue areas. A summary statement by Patrick Callan, director of the California Postsecondary Education Commission, provides an opening overview of the workshop and, more generally, of the mission of community colleges in the West. A workshop agenda and participant list conclude the report.

An earlier WICHE publication, *Community Colleges at the Crossroads: Challenges Facing the Western States* (WICHE publication 2A147, $10), provides extensive material on community colleges in the fourteen WICHE states. It was designed as background information for the legislative workshop. Sections of that report examine changes in the demographic and economic environments, financing, and governance of community colleges. Transcripts of the formal workshop presentations and a more complete report of the small group discussions are also available from WICHE upon request. Taken together, these WICHE publications represent a report to the western states on issues and challenges facing their community colleges.

> Community colleges are going through a major transition period. They were established primarily as flexible, community-based organizations. To accomplish a balance between state and local control may require developing a new trust relationship between legislators and educators. We have to sit in the same room and talk about what conditions are common and move forward on the common purposes. We must go beyond the credibility issues that always seem to pervade the hallways of academe as well as the legislative marble rooms. A workshop like this helps to set us in the right direction.
>
> *-Thomas Gonzales, president, Linn-Benton Community College, Oregon*

THE QUESTION OF MISSION

Patrick Callan, Director
California Postsecondary Education Commission

Community colleges are at a transition point in most, if not all, of the states in the West. A series of economic, demographic, and political transitions are occurring within our state systems which affect the absolutely vital role of community colleges. Whatever differences we have on the margin about what they should do or how they should do it, community colleges are critical social and educational institutions in all of our states.

In examining and discussing community colleges in the West, the question of institutional mission comes to the fore. When we discuss the topics of access, economic development, or accountability, we are essentially discussing the purposes of community colleges. In order to deal rationally with the questions of governance, finance, and specific programs, we must talk about mission. We must have a vision of the whole which encompasses the various parts. Regardless of the locus of authority in each state, we must attempt to build substantive political consensus about mission if we are going to move on the rest of the community college agenda.

Goals and Expectations

The major problem in sorting out mission is that we, as a society, have very high expectations. We want educational opportunities for all who can benefit. We want economic and social mobility for individuals. We want a trained work force and educated citizens. We also want higher standards, more success on the part of all higher education institutions, and we want to remedy the deficiencies and omissions of other educational sectors including the public schools. We want to compete for industries and to meet the trained labor needs of our communities, but still we want to preserve and protect the other important roles that these colleges play as educational institutions to ensure they do not become just an adjunct of industry. We want flexibility, decentralization of decision making, and institutions close to communities and responsive to local interests. In short, we recognize that there are individual and social benefits to virtually all actual missions and potential functions of community colleges, and we want them all.

This is not something to disparage, however. Those aspirations are healthy. They emanate from values that are held in our states and by our people, by our political and educational leaders. They are the democratic values of equity and the access to education that only the states can ensure. We recognize that we need diversity because institutions exist in different communities and serve different needs.

At the same time, we want rational and efficient management in higher education. We want clear delineations of functions among the educational sectors--the public schools, the two year colleges, and the four year institutions. We also want efficiency, we want to get the maximum bang for the buck. We do not want to waste money, so we make sure that every dollar is targeted for a legitimate societal need.

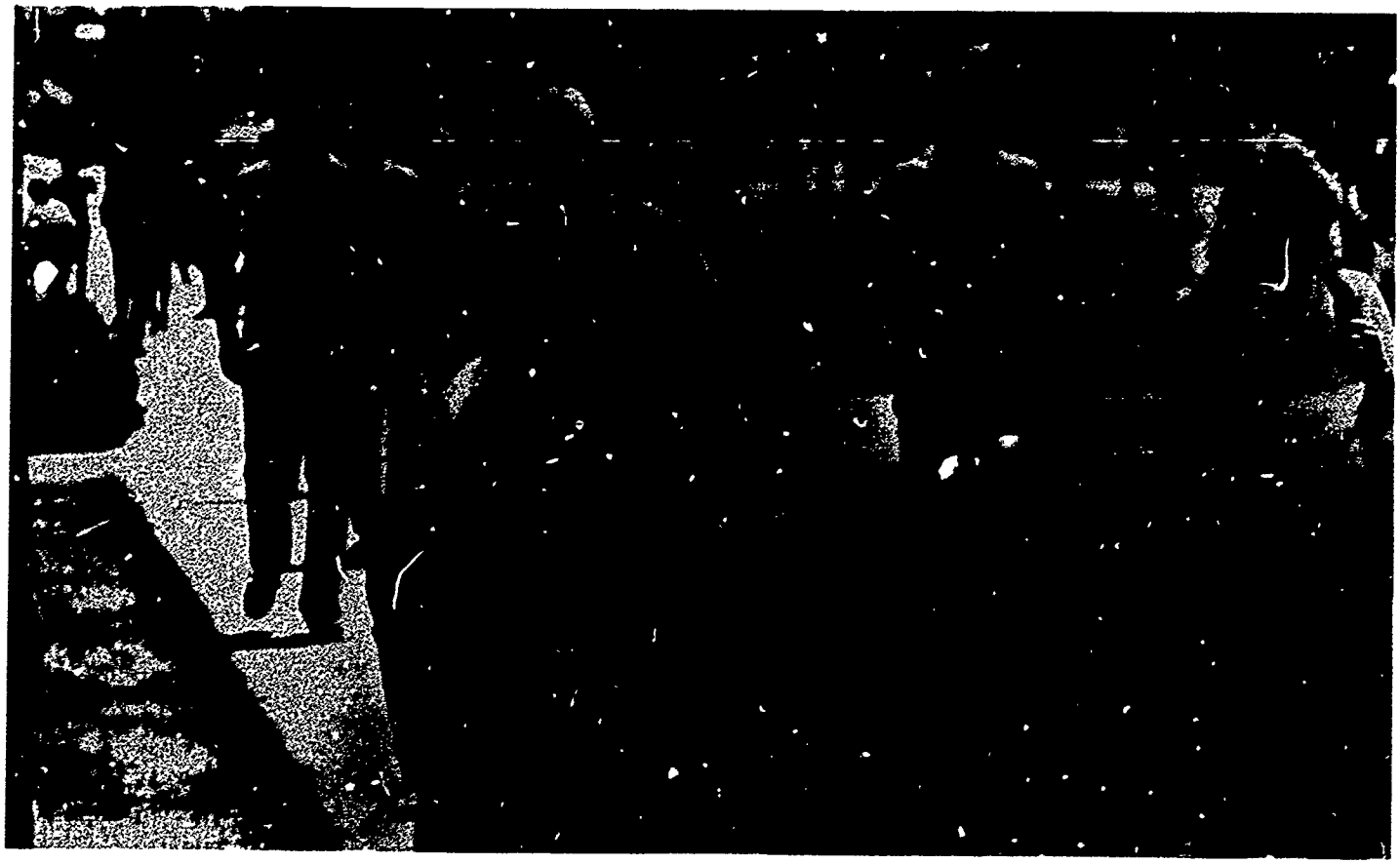
In the past, and I suspect in the future as well, much of the vitality that community colleges and other types of higher education institutions have shown comes from the effort of each generation to develop its own synthesis among these competing values. That does not mean we can solve these problems by elevating one at the expense of the other. We do not want to choose between access and quality, or between efficiency and local control. Rather, we need at each key point in the development of our state systems and community college systems to reestablish the appropriate balance between those competing values, and then to make sure that the balance is actually reflected in the governance and financing of our institutions. As we look to the 1980s and 1990s, we should try to keep the competing values in a healthy balance by looking at these things as recurring dilemmas, not as problems to be permanently solved.

It is important to remember that no matter how troubled some of our community colleges or some of our state systems might be (and we do have a few in this region that are troubled), by and large these are successful systems by any conventional measure. They are successful in terms of higher education in the United States and in the world. Indeed, in the West we have some of the best community college systems anywhere. We are entering a new era in which community college operations and objectives will be built on their respective strengths. During the late 1950s and early 1960s, when access and growth in higher education were high on our agendas, the systems expanded and new people were brought in. We have not completed the agenda, but we have accomplished much. Concern for quality now weighs heavily on our systems. Our institutions are big and expensive and vulnerable to all kinds of fluctuations. Nevertheless, they are successful systems.

Our challenge is to share our various experiences and knowledge to help redefine the roles of community colleges in light of the realities we face, and to do that in the context of increasing needs for the services community colleges provide and with the realization that revenues will be severely limited. We must plot a course through a period of rapid and continuing economic change.

In doing that we need balance in purposes and programs. We must not restrict access to the educational system for the many people who depend upon the community college as their only avenue into higher education. Interstate cooperation is not only laudable, it may be increasingly indispensible. We all have had different experiences, we've tried different solutions, and some haven't worked. In pooling those experiences we may come up with solutions that will benefit not only individual states, but the region as a whole.

-John Kitzhaber, president, Oregon State Senate



Mission and Operations

To remain successful, community colleges must operate from a sense of mission and with the knowledge of how various programs and activities relate to that mission Simply tinkering with our governance and financing systems, or as I think has happened in California, simply allowing those systems to respond to other major changes in the public sector (like Proposition 13) is not likely to get us where we want to go in terms of goals and effectiveness In most states I think there is enough good will and energy to deal separately with finance, governance, and mission The challenge is to make them all mesh so that we decide and articulate the mission, so that our finance system provides incentives to accomplish these objectives, and so that our governance system reflects an appropriate structure, rather than the other way around We need to operate and understand the difference between mission, which is the end, and governance, finance and programs, which are the means

It must also be recognized that community colleges are a very important social movement as well as an educational movement This is both a strength and a liability It is an asset because the colleges are based on democratic values and ideals about equality, educational opportunity, and social and economic mobility, which are very important to our society and to our states These ideals are responsible for so many of the good things that have been accomplished, yet they can be a liability as well.

It is characteristic of true believers and people who are caught up exclusively in the onward march of democratic institutions to be insufficiently analytical and self-critical about the basic values they represent. Being insufficiently critical is not helpful to improving our institutions We have to nurture that part of the community college that reflects the ideals of our society and our states, uncritical defense of the past and the status quo undermines institutional capacity for self-renewal and improvement

Community colleges also must think about mission in terms of what they provide to students, and to potential students, rather than thinking in institutional terms only Questions that are student-oriented get at the larger issues of institutional mission better than questions that address role and mission in the abstract From the standpoint of public policy, legislators need to see things in human terms We need to talk about who we are going to serve and, if necessary, who we are not going to serve as well as who is going to pay

One educational service that comes immediately to mind is remediation The whole issue of remediation is painful and anxiety provoking It is an unpopular issue for both educators and legislators Much of our inability to come to grips with remediation comes from the fact that we just do not like it, and the colleges themselves are quite ambivalent about it Nevertheless, we must recognize that this represents an enormous societal need, and that the societal costs of adult illiteracy are enormous in terms of unemployment, welfare, and other areas Given the magnitude of remediation needs, we ought to know more about what we are doing, how effective it is, and what will be needed in the future We don't examine those questions adequately because we are reluctant to face the realities of remediation

Leadership and Change

Ultimately, mission involves state-by-state decisions on who will be served by post-secondary education and what kinds of institutions will provide which services. It strikes me—although this may offend both legislators and educators—that when we start talking about drawing lines around who will and will not be served, the discussion immediately changes to procedure At what

We want to move you away from the platitudes that we hear so much about in higher education and community colleges. . . . The clash between rising expectations and limited resources is part of our struggle, and it is part of yours as well. In some ways (we need) the development of a new ethic.

-Helen Sommers, chair, Committee on Higher Education, Washington House of Representatives

level should these kinds of decisions be made? Whether legislator or educator, there is a preference for allocating benefits rather than setting priorities. We are going to have to find ways to create a political climate in the states so that priorities can be set and the most important objectives can be accomplished.

We are entering an era substantially different from any that has occurred in the last twenty-five years. With the current limitation of funding at the national level, the burden of access is now coming around to the states and the colleges and universities without additional help from the outside. The future of access depends much more on incremental decisions made about institutional support, student financial aid, and so forth than it did through most of the era from which we are emerging. That makes interstate cooperation and reciprocity, such as WICHE has fostered, even more important. Those kinds of efforts are going to have much more impact on the lives of individuals and communities than they have had in the past. Also, a major aspect of access involves improving the relationships among public schools, community colleges, and four-year institutions. These relationships are key in dealing with issues of access as well as quality at all levels.

Regardless of how we structure our programs, regardless of how responsibility is divided in each state, we are clearly in a period when the kinds of discussions we have and the options we choose to pursue are making an enormous difference. The question is not where we are going to set legal authority for each function, though that might be part of the question. The real question is one of leadership and vision. It is times such as these, times of flux and times of transition, when effective leadership, vision, and individual initiative can make an enormous difference. We are at that point in the history of community colleges in most of our states and in the West in general.

THE COMMITMENT TO ACCESS

Western states share a strong commitment to providing access to postsecondary education for all who will benefit from further education and training. This shared commitment is based on the concept of individual opportunity, a belief in the social benefits of education, and historically strong support for public postsecondary institutions. The implication of this commitment is that no insurmountable barrier—lack of prior preparation or educational experience—should hinder access to appropriate, public postsecondary education.

This commitment, strongly supported by workshop participants, imposes expectations and responsibilities on individuals seeking education, on institutions meeting the needs of students, and on the public at large for providing financial and political support. It is a compact in which all parties must participate in order to fulfill the promise of individual opportunity and achieve the potential of education.

The commitment to access has a direct bearing on the mission and operation of community colleges in the West. These institutions face increasingly diverse student bodies, heightened expectations about the direct economic benefits of education, and renewed public interest in educational quality and costs. Many community colleges are poised at a crossroads which will require a reexamination of priorities and a recommitment on behalf of students, the institution, and society to assure continued access.

Changes in Student Populations

Throughout the West, community college enrollments encompass a rich diversity of students from very different educational and social backgrounds who are seeking equally diverse educational objectives. With the median student age approaching 30 in many community colleges, it is no longer unusual to see 18- and 19-year-old freshmen interspersed with mid-career professionals, job trainees, and avocational learners. In serving these students, baccalaureate transfer courses coexist with occupational programs, and specialized technical training coexists with personal development courses. Attracted by the proximity, comparatively low cost, and increasingly comprehensive programs of community colleges, students range from those seeking basic English skills to those seeking highly specialized computer languages, from those of very modest means to those who are clearly there by choice rather than necessity.

Within this diversity, significant changes are occurring in community college enrollments. In some community colleges over 60 percent of the students are women, with one half of these single heads of households. Typically, these students have significant financial needs, and are pursuing education as a means to achieve financial self-sufficiency for themselves and their dependents. Such changes raise new issues concerning access. For example, institutions must now consider the need for child care centers in order to make additional education a realistic option for single parents.

Several western states are experiencing substantial increases in minority populations. These demographic changes affect community colleges directly, since these institutions tend to enroll a higher proportion of minority and lower income students than do four year institutions. Opportunities for future employment or additional education are often directly attributable to the access provided initially by community colleges. When access to education is restricted or restructured, the educational and employment opportunities for minority and ethnic groups are disproportionately affected. The growing proportions of minorities in much of the West, particularly minority youth, make access to education through community colleges and other institutions increasingly important.

Community college enrollments are also experiencing growth in the proportion of "reverse transfer" students, those with baccalaureate or advanced degrees who return to community colleges for specific courses or programs providing technical training, job skills, or personal development. Yet, few states or institutions currently provide differential access, tuition rates, or levels of support for these students. Some workshop participants expressed the view that less state support should be targeted for these students, and that individuals themselves should

bear a high proportion of the cost for their continued professional growth

An increasing number of students are also coming to community colleges without the language skills required for many types of employment, let alone the level necessary for college-level work While there are different perspectives on where responsibility for basic language training and remediation should lie within state educational systems, community colleges are likely to continue to play major roles in meeting these needs Basic language and remedial programs are expensive, however, and few states provide adequate resources More analysis is needed in order to understand the different types of programs that are necessary, the approaches that are effective in addressing these needs, and the resources required to deal with this continuing educational challenge

Within this context of changing needs and conflicting pressures, states and institutions must somehow match the dream of open access with the reality of current conditions Open access requires realistic assessment of academic preparation, student resources, retention, transfer opportunities, counseling, and other factors related to the success of students States and community colleges do a disservice if they provide access without the financial and institutional commitment necessary to enable the individual to persevere within the educational system and to succeed within the job market To impose stringent and uniform minimum educational requirements for community college enrollment, however, would be inconsistent with the philosophical principle of access Prior educational deficiencies represent a challenge to access, not a basis for excluding people

Regional and Geographic Differences

The kinds and number of educational services provided by community colleges are related to the geographic, demographic, and educational characteristics of communities and states in the West The services and courses offered by community colleges in rural areas, for example, are significantly different from those in urban and suburban population centers Not only do the student characteristics and needs differ, but the types and comprehensiveness of programs provided depend in part on the proximity of other postsecondary institutions.

When other institutions are available, it may not be necessary for community colleges to provide access to the full range of postsecondary programs Some degree of institutional specialization can be applied not only to the types of programs and degrees offered, but to the types of students admitted In the well developed postsecondary systems of the West, community colleges need not try to be all things to all people Greater emphasis can be placed on the differentiation of programs and functions, the integration and articulation of different levels and institutions, and on the flow of students through the entire educational system

Given the demographic changes in the West, it was the view of most workshop participants that institutions should concentrate on developing a particular array of services, and states should impose some coordination on these efforts Clear divisions of responsibility at all levels of the postsecondary system will affect the types and degree of access provided by each institution.

Mission and Funding

Although it is essential to view access in the context of institutional role and mission, both states and institutions are often reluctant to rethink these fundamental precepts This reluctance makes it difficult to discuss and resolve issues of access State-level planning and coordination, institutional differentiation in terms of mission, and sufficient operating flexibility to adapt to local conditions are all necessary to maintain access in the face of changing demographic characteristics and student needs

Budgetary limitations also pose challenges to educational access At the state level, institutions and sectors of postsecondary education contend for a given amount of state support. Community colleges are particularly subject to this since they compete with four-year institutions for collegiate program support, with secondary education and noncollegiate technical institutes for occupational and vocational program support, and with a variety of local organizations and programs for community service program support. Legislatures, no less than educational institutions, must recognize the potential consequences of financial constraints on the level of services that can be provided. Inadequate state support often results in higher student tuition and fees, the elimination of programs, larger class sizes, reductions in support services, and other changes that inhibit access and lower the quality of public postsecondary education

Higher tuition rates and other student costs at community colleges inevitably have an adverse effect on access Recent increases in community college tuition rates in most western states have aggravated this situation for low-income students The ability to pay must not become a criteria for access and admission This is a danger if tuition rates continue to increase and adequate financial aid is not made available

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...y who believe in open access are concerned about the effect of those who are ...rcising their right to fail on the right of others to succeed. . . If community colleges do not assess the skills of students who enter and then require placement according to demonstrated skills, how can they avoid providing separate and unequal opportunities for those who have no alternative but to attend colleges where course standards must be adapted to reflect the underprepared students exercising their right to fail?

-Richard C. Richardson, Jr., professor of higher education, Arizona State University

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Funding for remedial education poses a particular dilemma in some western states. Despite the increasing importance of these services, few explicit means or policies have been developed to provide financial support If courses are not collegiate-level, state funding is likely to be limited and students may not qualify for ordinary student services and financial aid Institutions are often forced to support remedial programs by converting them to collegiate level or by diverting resources from other programs. If community colleges are to provide access to these services, adequate and dependable financial support should be made available.

In summary, the strong support for community colleges to continue as open access institutions requires an awareness and understanding of the challenges this poses If access is to be a priority function of community colleges, programs and funding that are supportive of access must be reflected in institutional mission and day-to-day operations. Financial support must be adequate to make access meaningful More state and institutional resources are needed to support student assessment and guidance, remedial and preparatory courses, and quality programs to assure community college students equal access to employment and additional educational opportunities.

In dealing with the important access issues, community colleges ought to be encouraged whenever possible to define quality in ways that can be measured. They should not be permitted to submit body counts as evidence of their accomplishments. In many states, the struggle for students that has developed because of a declining demographic pool makes competition rather than cooperation the guiding principle for relationships between community colleges and four-year colleges and universities. . . . Enrollment-driven funding formulas contribute to the level of competition, and sometimes encourage institutions to admit students they have no business attempting to serve.

-Richard C. Richardson, Jr., professor of higher education, Arizona State University

Alternatives for Action

In order to meet the diverse and changing educational needs of the western states, access to the programs and opportunities provided by community colleges needs to be maintained, and where possible, enhanced Limiting access to community colleges would be detrimental to many individuals, communities, local industries, states, and, in particular, to those social groups that rely most heavily on these institutions. Exclusion, workshop participants felt, is not a viable alternative to access.

At the same time, access that is not meaningful to the individual student, that does not provide the challenges and rewards of education, or is not adequately supported financially and institutionally is equally unacceptable States and community colleges face a number of alternatives to ensure that access remains available and meaningful. The following alternatives were discussed or cited as actions taken in one or more states. From these ideas and alternatives, other states and institutions may find options appropriate to their own needs and conditions.

- *Provide open access combined with progressive or structured access to specific degree or certificate programs* This alternative, already successfully established at some community colleges in the West, involves maintaining open access to entry-level courses with access to higher level courses being based on completing prerequisites or demonstrating necessary proficiencies in language skills and subject matter Appropriate remedial and compensatory programs are provided for students who do not meet established standards All courses and programs reflect an integrated structure that leads to specific learning objectives Access, under this alternative, is both an open door and a network of well-defined pathways leading to alternative educational objectives. In order to implement such a system, community colleges and state agencies should take steps to ensure that. (1) curricula are designed as a sequence of steps or courses, (2) proficiency in basic skills and subject matter is demonstrated as a condition for progression, and (3) adequate support and incentives are available to students as they progress through the system.

- *Establish differential community college tuition rates set in relation to the populations served and the educational objectives of the program* A system of variable, more differentiated student charges permits a closer match with students' ability to pay and with the perceived personal or social

benefits derived from different programs. Establishing such a system can help states and institutions to (1) maintain low tuition and fees for entry-level programs, and for target populations or specific courses for which wider access is appropriate, and (2) reduce proportionately the public subsidies for programs or populations for which higher student charges are appropriate.

- *Develop clearer distinctions between credit and noncredit courses and designate several types of student status.* Treating all courses and students in equivalent terms may confuse students and legislators and result in unintended shifts in community college curricula and institutional missions. Several states and institutions have reexamined the distinction between for-credit courses, generally leading to a degree or certificate, and noncredit courses that are noncollegiate level, avocational, or meet other special needs. Several types of student status may also be designated in order to provide access and different levels of institutional support to "reverse transfer" students, individuals requiring basic skills training or remedial education, avocational learners, or other identifiable categories of community college students.

- *Provide stronger state and institutional support for student assessment and placement services.* When adequately supported, assessment is an effective means to assist students to identify their educational needs and goals, rather than a means for exclusion. Assessment also can provide more information to institutions and state policymakers about the needs of different population groups.

- *Expand state and institutional support for remedial and compensatory programs, and develop a typology of noncollegiate programs provided by community colleges.* Many states and institutions recognize that current levels and systems of support are not adequate to meet existing needs for remedial and compensatory programs. As a means to achieve more reliable financial support, efforts are being made to identify and distinguish the types of college preparatory courses available at all public institutions and the appropriate roles of community colleges in providing these services.

- *Continue efforts to maintain low tuition and fees combined with enhanced need-based financial aid for the most needy community college students.* Both low tuition and direct student financial aid enhance access to postsecondary education by lowering financial barriers. The effects of each depend in part on the level of community college tuition (which varies significantly among western states), the relationship between tuition and student financial resources, and significant differences in the availability of financial aid provided by state and institutional sources. The alternatives for tuition and financial aid, therefore, should be examined in light of the varying conditions in each state.

- *Improve the quality of teaching at community colleges and ensure the currency of teachers within their fields.* Initiatives related to faculty development can improve both the quality of community college education and the opportunities for employment and additional education provided to community college students. Several states and institutions have established specific faculty development and teaching enhancement programs as part of quality improvement initiatives.

- *Integrate exposure and training in computers and information technologies into community college curricula.* Opportunities for both basic exposure and more specialized training in the use of computers, telecommunication systems, and other rapidly developing technologies are increasingly important to employment, education, and personal lives. Many community colleges in the West are at the forefront of integrating this training and exposure into the curricula and in applying new technologies to the delivery of educational services. These efforts should be pursued by states and institutions as a means to both expand access and to ensure exposure to essential educational opportunities.

- *Provide multiple entry points and program options along a continuum of educational services.* Many western states are renewing efforts for systemwide planning and coordination, with particular emphasis on meeting more diverse and rapidly changing educational needs. Community colleges, as one important component of educational systems that span from elementary schools through graduate programs, should play active roles in this process. States and community colleges should work together to ensure that the full range of educational needs are reflected in systemwide planning, and that the entry points and program options provided by community colleges fit the needs and conditions of the state. Meaningful access requires a high degree of coordination and articulation among system components.

Community colleges must be part of the whole system of higher education. Somebody said to me a long time ago that railroads thought they were in the railroad business rather than in the transportation business, and I hope that community colleges remember that they are in the education business rather than the community college business.

-Helen Sommers, chair, Committee on Higher Education, Washington House of Representatives

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CONTRIBUTIONS TO ECONOMIC DEVELOPMENT

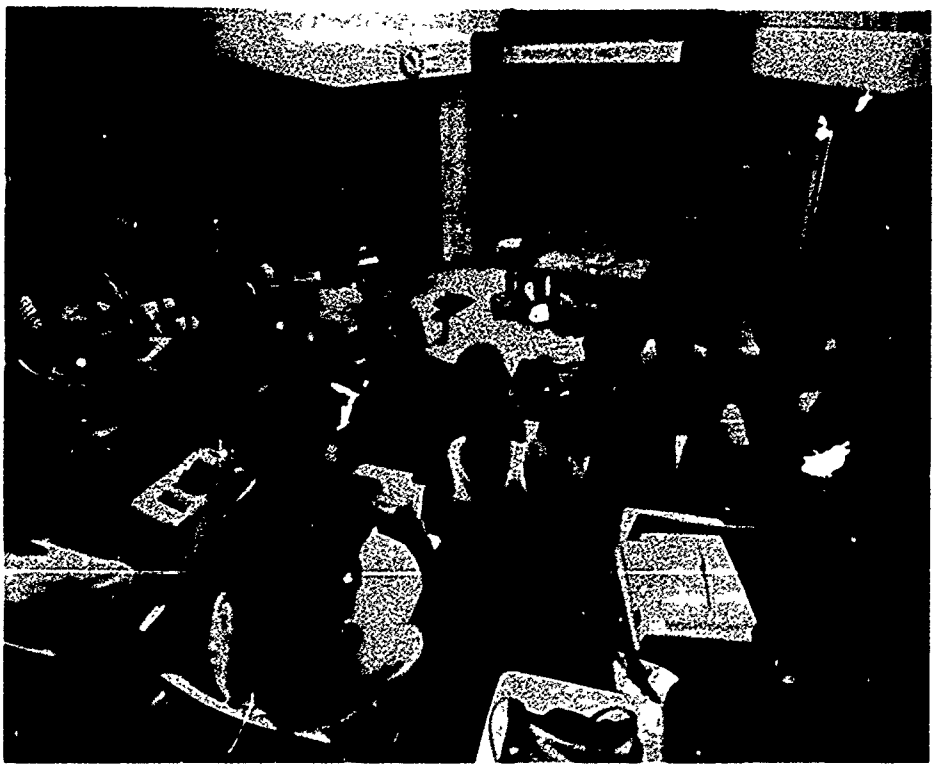
Traditionally, community colleges have played leading roles in providing job training and other educational services that contribute directly to state and local economic growth The workshop presentations and discussions revealed strong support for these roles, and for enhancing the direct participation of community colleges in economic development strategies There are, however, ignificant differences in the programs and services provided by individual community colleges, and in the economic development strategies pursued by different localities and states Agreement on active and direct participation by community colleges in economic development does not necessarily mean uniformity in programs or institutions To the contrary, active participation may require greater commitment to local responsiveness and program innovation, and this could result in even greater diversity in community college roles in the future

While voicing support for economic development activities, workshop participants also emphasized that these roles should not be allowed to over shadow the other important functions and services of community colleges The shift in educational emphasis from the social agenda of the 1970s to the economic agenda of the 1980s has not involved replacing one set of goals with another Rather, there has been an aggregation of new functions along with expanded expectations Educational programs and institutions are expected to meet the needs not just of individuals but of diverse and highly specialized industries These broad expectational shifts contribute to confusion among both policymakers and the public over what roles community colleges should play

Community colleges need to identify their distinctive contributions to local and state economies to be most effective at enhancing economic opportunity and growth In some western states this has involved establishing special programs or centers to assist small businesses and to encourage entrepreneur ship Working at the local level and embed ded in their communities, these institutions can provide needed training and assistance in accounting, marketing, management, and legal services, as well as advice on business trends and marketing potential.

Economic development programs must be a cooperative effort, not only between state economic development agencies and community colleges, but between state and local agencies and the businesses coming in. It should not be a one-way street, and should probably involve shared costs. Private collaboration in designing and financing these programs is appropriate since the training or retraining should result in placing individuals directly in specific industries.

-Jim Scherer, chair, Education Committee, Colorado House of Representatives



Often, small firms can benefit more directly from additional educational services than large firms, which are typically in a better position to provide their own training programs and other types of operational support. As important as small business assistance can be, however, many small firms are really spin-offs of large industries If big industries are not attracted to an area, small businesses also suffer This suggests the need for a balanced approach to providing needed services and training for both small businesses and large industries

In defining these roles, institutions should continue to be concerned with general education, transfer programs, and other services that need to be available to the entire community Community colleges should guard against training students for one specific job, rather, they should provide the broad education that makes for a lifetime of employment and career development Few communities or states have an alternative to community colleges in providing the training components necessary for economic development Few community colleges, in turn, have any alternative to public support— financial and nonfinancial—in providing a full range of educational services These diverse needs and objectives must be made to work together

State Versus Local Control

Workshop participants felt that strong local programs are more likely to result in economic development that is responsive to local needs and resources than state-controlled programs. Local control is more likely to be flexible and efficient in dealing with local businesses, and to give priority to maintaining the integrity of the community. The disadvantages of local control include the limited expertise of local agencies and community college governing boards in dealing with complex questions of economic development, the need for statewide coordination in order to avoid unnecessary program duplication and competition, the possibility of excessive pressure applied by local business groups or industries, and the limited financial resources to support economic development activities in most localities.

States, in contrast, have access to the financial resources and expertise that can mobilize organizations and industries to meet more ambitious goals. State agencies are better able to meet the needs for transportation systems, financing, and other components of economic development in addition to training needs. On the negative side, state control may stifle local creativity and flexibility, discount local interests in favor of statewide strategies, and commit resources to large-scale projects that do not produce results.

Local and state control over economic development activities should not, however, be viewed in either/or terms. The advantages of both perspectives need to be built into control and priority-setting mechanisms. Localities often control the kinds of industries they will allow at specific locations, but states control most of the taxes and infrastructure development that make a locality attractive to industry. This division of responsibilities and resources is no less true of the education components of economic development. Local community colleges play a leading role in identifying educational and training needs and in designing programs to meet these needs. States play major roles in shaping the overall educational system and in providing resources to support institutions and programs.

Close collaboration among organizations and levels of government is a key to effective economic development. Industry and business should be involved in identifying needs and defining end products, community colleges need to design and administer programs to achieve those ends. Government, both state and local, should be involved in coordinating educational components with overall economic development strategies and providing necessary funding.

Community colleges need to be sensitive to what is happening economically in their own communities. We can't pick up the paper today without seeing another company laying off workers. These are people we need to put back in the work force and many times they need retraining. Community colleges must be prepared to offer the kind of retraining programs that are necessary for these people. Policy must be set to give some flexibility at the local level, so the local community colleges will be able to implement economic development programs.

-Jim Scherer, chair, Education Committee, Colorado House of Representatives

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Who Benefits?

Who benefits and what resources are available to support economic development efforts? Individuals who are trained for new jobs benefit, and are expected to pay some proportion of the costs through tuition and fees. This ability to pay, however, is limited for those who are unemployed, seeking entry level positions, or are from lower income categories. Private employers benefit, but not all businesses have the resources to support extensive employee training. Localities benefit, but local tax revenues, when used to support community colleges, are divided among all the educational functions of these institutions, not just economic development programs. States also benefit to the extent that local economic development efforts contribute to overall state growth and general tax revenues.

Constraints on other sources of support often mean that the responsibility for funding economic development activities falls primarily to state government. In addition, competitive pressures among states to attract and maintain industries put individual states in a defensive position, compelling them to subsidize training and services for specific industries or risk losing jobs to other states.

Questions of where to draw the line and who should share the costs for economic development activities are difficult to resolve. This often leaves community colleges in the uncertain position of planning for and providing economic development programs contingent upon the availability of funds, inhibiting their ability to respond quickly and effectively to local economic conditions and industry needs. Greater involvement by industry and more reliance on private support could make economic development programs more responsive to local needs and make the contributions of community colleges to these programs more effective.

In traditional occupational education we trained or educated a person so the person could move from company A to company B to company C. Now we are training individuals in company A who can only work in company A. If they move somewhere else, we'll be asked to retrain them. People on the average will change jobs five times in their lifetimes. Should we be offering them occupational education each time?

I believe in economic development, but I think we need to look at what we are doing very carefully before we run too fast. We can abuse our students and also abuse our taxpayers by going too deeply into these programs.... Industry wants us to guarantee that we will train to its needs, but it cannot guarantee that it will hire even a percentage of the people trained.

-Myrna Harrison, president, Maricopa Technical Community College, Arizona

Alternatives for Action

Community college involvement in economic development activities should be geared to the needs of students, the conditions in the local economy, and the strategies pursued at the state level. Several states and numerous community colleges in the West are taking deliberate steps to achieve a better fit between economic and educational needs and more effective contributions to long-term economic growth. From the following alternatives discussed at the workshop, states and institutions may find suggestions applicable to their needs.

- *Forge stronger working relationships among community colleges, local industries, and state economic development agencies.* Educational planning, at both the institutional and state levels, should pay close attention to trends in the economy and the direction of state and federal government policies. Similarly, program design, content, and evaluation in community colleges should be related to individual employment opportunities, the training and educational needs of private industry, and the conditions and resources of the community. To achieve these goals, some states and community colleges in the West have established economic development planning councils in which community colleges and other education institutions participate. At the same time, institutions are broadening educational planning processes to include community and business representatives. Such efforts can improve planning and contribute to a more appropriate fit between educational and economic needs.

- *Provide seed money for specific training programs or educational services needed within the local economy.* Several states have established special funds for training programs that are linked to developing new firms or retraining workers from industries where employment has declined. New types of cooperative agreements have been reached with industries concerning the design and content of training programs which meet the need for continuing financial support. States, in many cases, play a leading role in initiating such activities.

- *Provide tax incentives or other means to encourage business and industry to contribute to or share facilities, expertise, and equipment for technical education and training.* One of the major problems confronting community colleges today is their inability to remain current in areas of rapid technological change. Resources for providing up-to-date equipment are limited, facilities are often outdated, and faculty cannot maintain exposure to changes in the industry and the work environment. Business and industry are the best sources for remaining current, and additional efforts may contribute to wider collaboration. States and community colleges should examine these options as a means for maintaining currency in technological fields.

- *Expand the services available to small businesses and establish programs or centers to encourage local entrepreneurship.* Community colleges are particularly well situated to provide services and encouragement to small, local businesses. Institutional funds for such purposes are generally limited, however, and several western states have established special funding mechanisms to support these activities.

- *Establish more flexible cost-sharing mechanisms to promote private sector participation in worker training and retraining.* Many states and community colleges operate within a strict two-level cost system. Training programs provided for industries either receive state support equivalent to other programs or they are provided under contract on the basis of full cost recovery. Other states and institutions are experimenting with more flexible systems in order to encourage greater private sector and individual cost-sharing in worker training and retraining programs.

- *More forcefully present the case for an educated and highly trained work force as a fundamental asset in state and local economies and as a major factor in continuing economic growth.* Too often the relationship between education and economic growth is assumed, rather than forcefully articulated. Many educators, community college leaders, and state officials are helping to make this connection more explicit in the public mind and in public policies. These efforts can help to redirect institutional programs and attract greater public and private support to make the economic development roles of community colleges more effective.

COMPONENTS OF ACCOUNTABILITY

In terms of both underlying philosophical orientation and day-to-day operations, community colleges face the task of serving both local and state needs Multiple educational roles imply results and accountability to multiple agencies and constituencies. These roles and expectations frequently result in conflicting demands on community colleges

At the core of accountability is the presumption or principle that predetermined institutional missions should drive institutional operations, rather than the reverse. The implication of this principle is that financial support, program decisions, types of services provided, and even results achieved should be shaped by an agreed-upon community college mission The problem in some states is that constraints on financial support, changing student and community needs, and altered educational expectations have called into question both the predetermined missions and the current operations of community colleges in the West. Institutional roles and missions need to be reexamined and perhaps redefined as these environmental factors affect the established patterns of all postsecondary institutions.

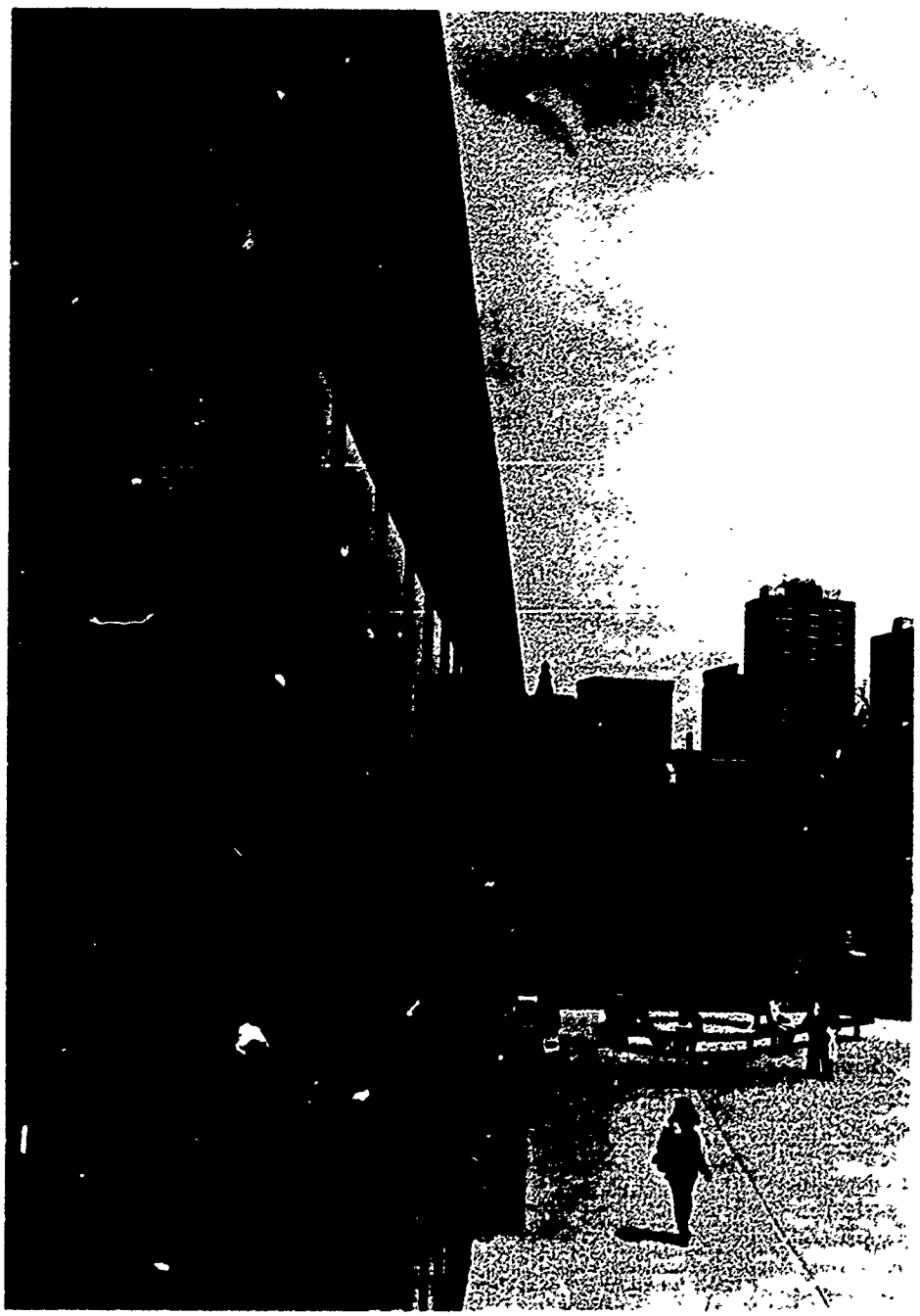
Workshop participants voiced support for protecting the flexibility of community colleges in establishing programs and curricula, maintaining local business and community relationships, providing community services, setting priorities consistent with student needs, and coordinating programs with local school districts and regional universities. Flexibility and responsiveness in these areas can only be maintained if local decision-making and institutional autonomy are respected. Participants urged that legislators and educators strive for collaborative relationships in order to achieve the mutual understanding necessary for meaningful and constructive accountability.

Accountability to Whom?

In addition to local and state governing boards, community college operations are often affected by the actions of state postsecondary coordinating agencies, state and local secondary school boards, and local advisory bodies. Outside of education, additional directions and constraints are imposed by state legislatures and statutes, executive agencies, federal regulations, and private ac-

If we are going to have a community college system, it has to relate to the community. The decisions have to be kept as close to the local level as possible. The strength and vitality of the community colleges are not in the state office. It is not the state coordinating board, the legislature, or the governor's office that is most important; the payoff comes at the local level in how community colleges serve the students and communities in which they are located.

-John Terrey, executive director, Washington State Board for Community College Education



crediting or professional organizations Each of these agencies and actors is likely to expect different forms and degrees of accountability

The need for both state coordination and local responsiveness suggests that accountability is necessarily a complex and many-sided process Local autonomy must be qualified by role and mission assignments that avoid the unnecessary duplication of high cost, low demand programs or the use of state resources for purposes unconnected with state needs and priorities Local needs often must be communicated in terms of statewide perspectives in order to receive recognition and support When these needs and perspectives are communicated effectively, the apparent conflicts between local accountability and state accountability can be minimized Accountability can become a process that melds state and local perspectives through healthy and constructive interaction.

In providing funding to community colleges, state legislatures often impose stipulations and expectations Use of extensive state financial support demands that community colleges justify their use of public funds in light of many competing demands on state budgets As a result, accountability can extend well beyond accepted accounting practices to include the effectiveness of programs, the relationship of expenditures and programs in one area to overall educational goals, and the quality and standards of the services provided These qualitative dimensions are intended to make community colleges more accountable for their responsibilities to students and the public at large.

If you allow industry to dictate your direction in terms of the job market, and you train specifically toward that direction, you may be refocusing the mission of your own local organization . . . Perhaps we need to take a look at programmatic efforts across the states that relate to who is doing what, with some kind of overview and some cooperation on the part of the adjoining states

-Thomas Gonzales, president, Linn-Benton Community College, Oregon

Accountability for What?

Historically, the core of accountability has been fiscal accountability in the use of public funds. With growth in state funding for post-secondary education, states and community colleges should not ignore the tendency to be more accountable to local interests when there is local funding and to state interests when there is a higher proportion of state funding. This suggests the need for checks and balances in fiscal accountability to ensure that local responsiveness remains a reality

To a significant extent, local tax limitation measures have been adopted without a clear understanding of their implications on community colleges, and in particular on the degree of local responsiveness and accountability that results from local funding Several western states heavily affected by local tax limitations are examining these conditions and reevaluating the position of community colleges with respect to governance structures and accountability

The experience of those western states that use state funding rather than local or proportional funding for community colleges suggests that in the absence of shared financing, other means to maintain local accountability and responsiveness may be necessary.

In many western states, funding for community colleges is allocated on the basis of enrollment-based formulas, generally using a calculation of full-time equivalent (FTE) students Designed primarily as a means to equalize and rationalize the allocation of public funds, enrollment-based formulas provide few incentives for quality, institutional change, or leadership Accountability too often degenerates into the counting of students, with little information on the needs being served and the results achieved

In other areas as well, accountability is often overly concerned with physical things, such as buildings, capital financing, and formal reporting procedures This orientation tends to disregard more important qualitative information on the types of students served, the quality of programs and faculty, and overall educational goals. Current accountability procedures also tend to discourage planning for the future, leadership is inhibited and long-term needs may be disregarded The process of accountability should provide the room and incentive for qualitative measures and for changes that serve long-term educational needs Accountability needs to be changed from a negative and retrospective counting of resources to a process for developing future goals and establishing strategies to achieve them.

Student and Faculty Roles in Accountability

In conjunction with broadening the components of accountability, participation in the process may need to be expanded If there is to be accountability for meeting student needs, then students must be part of the pro-

cess Equally important, better information and data on student characteristics, needs, goals and achievement levels will be necessary, since qualitative accountability depends upon measuring progress from a known starting point toward previously specified objectives

Similarly, community college faculty must become more directly involved in the process of defining and achieving institutional and state educational objectives In many ways, the accountability of faculty is at the center of accountability for all education If teachers are not accountable for achieving certain results, education cannot be accountable This suggests the need for direct faculty involvement so that instructors understand the missions of their institutions, contribute more effectively to systemwide as well as individual educational objectives, and communicate more fully with administrators, legislators, and the general public If there is to be a broader accountability of education to society, faculty should be more involved in this process than in the past

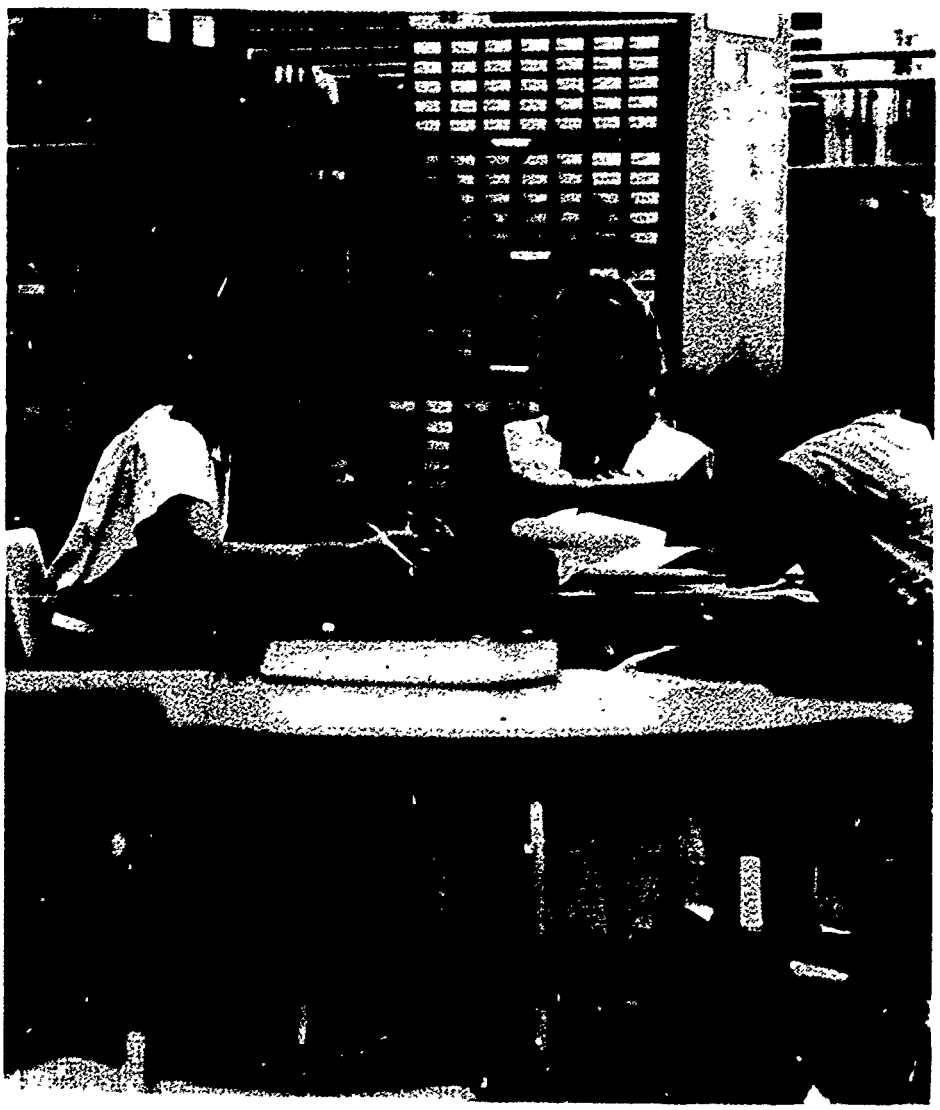
Existing concepts and practices of accountability have many shortcomings Current frameworks need to be expanded to include more of the affected parties and more of the objectives of education For community colleges, the implication of such changes is that there should be more—rather than less—sharing of information between local and state levels, more coordination of planning and objectives with less interference in carrying out these objectives, more participation in setting goals, and more reliable measures of progress in achieving these goals Community colleges and states should be challenged to meet these objectives and in so doing to strengthen the position of these institutions and contribute more fully to the educational needs of the western states.

Alternatives for Action

Accountability must take into account institutional and state needs within the context of the postsecondary system in each state Formal or structural accountability may not be sufficient to assure educational effectiveness. Institutions and states may require greater accountability to students and the public at large for the effects and outcomes of postsecondary education. This means that accountability must involve responsiveness to student and local needs and sufficient flexibility to provide programs and services. Toward this broader conception of accountability, the following alternatives discussed at the

More state funding may involve more control, but we have to be cognizant of the fact that these organizations were built around communities. They were built around flexible kinds of systems that were designed to meet local needs over a given period of time. What may have been true of the community college fo[illegible]s years ago may not be true in the next ten years in a different community and a different part of the state. There has been a shift in the past ten years from an emphasis on control to one on meeting local needs and placing accountability, goal definition, and mission review at local levels. People still want the oversight control and the state legislature review process, while simultaneously shifting resources to the local level.

-Thomas Gonzales, president, Linn-Benton Community College, Oregon



Community college administators often come to legislators with very complex problems, asking us to play referee and to solve these problems. We hate complex problems. . . . When we make a decision, we make someone very unhappy and we annoy a constituency somewhere. In forcing a decision we have a tendency to crack walnuts with sledgehammers. We get the job done, but we usually leave a pretty wide trail of debris behind us.

-Bruce Hugo, chair, Education Committee, Oregon House of Representatives

workshop may provide states and community colleges with appropriate suggestions

- *Expand the concept and process of accountability from financial and other quantifiable areas to include qualitative measures and program effectiveness* This would involve the development and use of new indicators of educational outcomes and institutional effectiveness, along with a clear understanding and mutual recognition of the uses and limitations of these accountability measures at both the institutional and the state levels

- *Clarify the criteria and standards to which community colleges will be held accountable* Much confusion now exists within states and institutions over what community colleges are accountable for and to whom Lessening this confusion and reaching a better understanding of accountability systems should be a priority for both state and institutional leaders

- *Devise funding mechanisms to provide incentives and flexibility commensurate with the role and mission of community colleges* State support should be related to predetermined institutional mission, and it should be sensitive to varying program costs and enrollment shifts Several states are considering modifications to existing funding mechanisms to reflect these concerns more clearly As community college funding becomes more centralized at the state level, procedures and incentives for local responsiveness may require more attention Financing patterns and pressures should not be permitted to overwhelm the local orientation of community colleges

- *Develop better systems for data collection and reporting on both student characteristics and institutional operations* In some instances data on community college students is not adequate for either planning or evaluation In nearly all states there is a critical lack of information on student flow patterns—how they come to community colleges and where they go after they leave This is particularly important to the transfer function in community colleges, and to any examination of access issues Several states and institutions have or are developing unit record systems for individual students to track their progress through the educational system

- *Keep decisionmaking on program content, curricula, community services, and normal community college operations as close as possible to the individuals served* How this can be achieved and maintained depends upon the governance structures in each state and the underlying public support and understanding for the local orientation of community colleges.

- *Involve students, faculty, and community leaders in the design and evaluation of community college programs* The process of accountability may benefit from wider participation by the direct providers and recipients of educational services

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Until the vision that we have (for community colleges) gets to the classroom, gets to the faculty, and the faculty people put it to work, it is not going to produce results. All the time that we spend worrying about how to build organizational structures does not mean anything until it gets done in the classroom. The quality that you and I seek will be provided by the faculty; if the faculty do not provide it, we are not going to get it.

-John Terrey, executive director, Washington State Board for Community College Education

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WORKSHOP AGENDA

Community Colleges at the Crossroads
September 28, 1985 Eugene, Oregon

Welcome
Phillip Sirotkin, Executive Director, WICHE
John Kitzhaber, Oregon State Senator

Introduction
Martha Romero, Senior Project Director, WICHE

Access
Co-Presenters:
Richard C. Richardson, Jr.
Professor of Higher Education, Arizona State University
Helen Sommers, Washington State Representative

Small Group Discussions

Economic Development
Co-Presenters:
Jim Scherer, Colorado State Representative
Myrna Harrison, President,
Maricopa Technical Community College, Arizona

Small Group Discussions

Accountability
Co-Presenters:
Bruce Hugo, Oregon State Representative
John Terrey, Executive Director,
State Board for Community College Education, Washington

Small Group Discussions

Summary
Co-Presenters:
Thomas Gonzales, President, Linn-Benton Community College, Oregon
Patrick Callan, Director,
California Postsecondary Education Commission

Closing
Louise Ryckman, Wyoming State Representative

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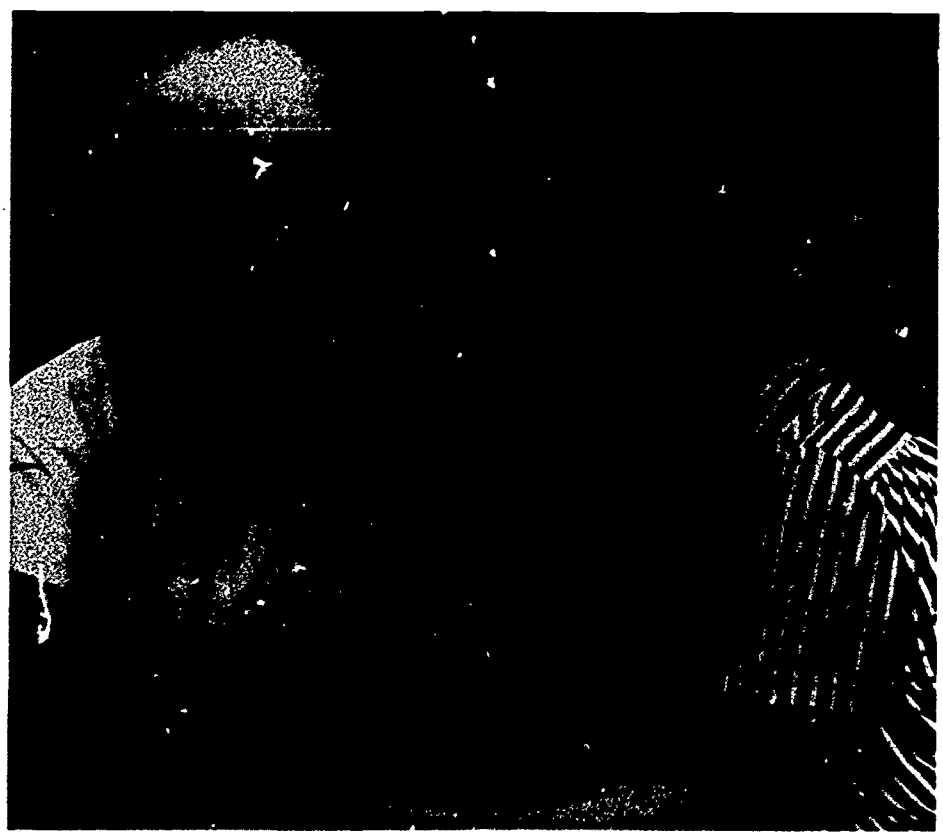

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Louise Ryckman
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Jack Sidi
Speaker of the House
Casper

Alan C Stauffer
Chair
House Education Committee
Afton

Education is the competitive edge to getting a job today, and community colleges are an integral part of providing that education. They have the flexibility to respond to community needs, they reflect local economic conditions, and they protect the integrity of the work force. They also provide access to higher education opportunities for many people who otherwise would not have a chance to receive that education.
-John Kitzhaber, president, Oregon State Senate

This summary report completes a series of WICHE publications entitled "Community Colleges at the Crossroads." All publications focus on the WICHE community college legislative workshop held in Eugene, Oregon on September 28, 1985. Prices and availability may vary. For copies, contact the Publications Secretary at WICHE, P.O Drawer P, Boulder, Colorado 80301 or call (303) 497-0290.

Community Colleges at the Crossroads:

Challenges Facing the Western States
(Publication number 2A147)

Executive Summary (no charge)

Proceedings of a Legislative Workshop
(Publication number 2A149)

Summary Report of a Legislative Workshop
(Publication number 2A150)

Community Colleges at the Crossroads

Proceedings of a Legislative Workshop

September 28, 1985
Eugene, Oregon

Prepared by
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Western Interstate Commission for Higher Education

WICHE, the Western Interstate Commission for Higher Education, is a nonprofit regional organization dedicated to helping fourteen western states to work together to provide high-quality, cost-effective programs to meet the education and manpower needs of the region. Member states are Alaska, Arizona, California, Colorado, Hawaii, Idaho, Montana, Nevada, New Mexico, Oregon, Utah, Washington, and Wyoming; North Dakota is an affiliated state. Through its Information Clearinghouse, which produced this report, WICHE provides information to higher education and government officials as they address important policy issues in the West.

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WELCOME

Phillip Sirotkin
Executive Director, WICHE

On behalf of the Western Interstate Commission for Higher Education, I would like to extend a warm welcome to all of you--legislators, educators, state officials, representatives of the media, and other guests--to this legislative workshop on Community Colleges at the Crossroads. We at the Western Interstate Commission for Higher Education want to express our appreciation for your participation in this workshop. We are looking forward to an interesting, stimulating, and productive session. If you have any complaints about the work schedule, the lady on my right, Martha Romero, i fully responsible. Any expressions of appreciation or compliments I'll be glad to accept on behalf of the Commission.

Aside from giving you an official welcome, it is my pleasure to introduce our official host from the state of Oregon. I'm going to give you two versions of his background. One is from the senate directory, and the other is from the media. I'll let you weigh the differences. The one from the directory is a little dry. It says that Senator Kitzhaber has been a Roseburg resident since 1974, and has been active in professional and public interest activities related to health. He was born in Colfax, Washington. He graduated with a bachelor of science degree in biology from Dartmouth College. He earned his M.D. at the University of Oregon Medical School in 1973, and his medical practice is at Douglas Community Hospital in Roseburg, where he is on the emergency department staff.

The excerpt from the Oregonian (a July 28, 1985 issue in the Sunday Magazine) reads as follows: "John Kitzhaber, 38, came to Salem in 1978 as a member of the House. The Roseburg emergency room physician was elected to the Senate in 1980, and carved out a reputation as a progressive Democrat with interests in energy and environmental issues. Liberal but pragmatic, he was considered bright and good humored, a loner, and one of the shrewdest legislators in Salem when it came to counting votes on the floor and orchestrating support for a bill, but he has never shown an appetite for political blood-

letting or armtwisting. A colleague called him the ultimate yuppie, closer in style to Gary Hart than to Tip O'Neill." With that background, I introduce Senator Kitzhaber, the President of the Oregon State Senate.

John Kitzhaber
Oregon State Senator

Thank you, I think. I'd like to welcome you to Oregon if you're from some other state. I was told that I'm supposed to tell a joke at the beginning to loosen you up, but I can't think of anything even remotely amusing about having a meeting at 8:00 on a Saturday morning.

For those of you who are from out of state, I hope you have an opportunity to enjoy some of the recreational opportunities that we have here in the area. It's a very nice weekend and we have a special deal here in Oregon that if we agree not to have a retail sales tax, we get to legislate the weather. It's very good for conferences like this.

The Western Interstate Commission for Higher Education has been around for 32 years. I think that the challenge it faces today is probably greater than any challenge in its history. The title of your legislative workshop, Community Colleges at the Crossroads, is a very accurate statement of where we find ourselves in 1985. It's a time of economic instability, a time of increasing demand for services, and a time of intense competition for public funds, which are certainly limited. It's a time in which community colleges are trying not only to redefine their mission, at least in this state, but also to survive. This workshop is going to discuss a variety of issues that range from defining which student groups community colleges should serve, to balancing a curriculum, to the role of community colleges in local economic development.

To me, the real question is not whether we should have community colleges, but how in 1985 they can best serve a community's educational and workforce needs. I think the key word here is community. Community colleges are unique in the fact that they do reflect individual communities, individual sections of the state, and they are a reflection in many cases of local economies. In Oregon, as in many other states, there are significant variations in economies from one part of the state to another, and I think community

colleges are in the perfect position to deal with those particular local economic realities. Dealing with local economic problems needs to be a part of any statewide economic development policy.

I think you will find a very significant role for community colleges. Let me just give you a brief example from my own district. I represent a heavily timbered area in southern Oregon. We have a community college in my district, Umpqua Community College, and for a long time we were able to boast that we were the timber capital of the world. In 1979 over 93 percent of our workforce was employed. It was easy to get a job, and it wasn't necessary to complete high school or to get much of an education in order to get a very well-paying job in wood products and construction. After 1980, things changed rather rapidly. Unemployment in the area rose to 22 percent in January of 1982, and it still hovers around 12 percent. Although timber is still a mainstay of the economy, we are faced with tremendous obstacles which are largely beyond our control. These range all the way from the federal budget deficit and trade deficit to the lack of housing policy by the federal government and stiff competition from the South in timber. We lost about 26,000 wood-products jobs in the region and 21,000 construction jobs during the last recession, and have only gained about half of those back.

What is going to happen to those individuals? They are people with a good work ethic who have contributed to developing the community; in fact, they even helped build the community college. The choices they faced were to go on public assistance when unemployment benefits expired, or leave the area to seek work elsewhere. Many have left, which has really eroded the workforce. The only real hope they have of remaining in the state and community is training and further education.

That's what community colleges are for, to help in such situations. They reflect local economic realities and can tailor their curricula to meet specific economic needs of a particular population. What we did in our community was to develop an adult basic education center. The center provided adult basic education and retraining for individuals and enabled us to hold our workforce together. Community colleges can do that in a way no other educational institution can. To be competitive in today's job market, education is far more important than it was in previous periods. It's more important because information is a lot more important. To move from an agrarian society to an industrial society is a lot like moving from an indus-

trial society to an informational society. In the past five years the amount of information has doubled, increasing at about 13 percent a year. At current rates, information is doubling about every 20 months, or increasing at 40 percent a year. What this means is that education is the competitive edge in getting a job today, and community colleges are really an integral part of providing that edge. They have the flexibility to respond to community needs, they have the opportunity to reflect local economic conditions, and they protect the integrity of the workforce. It is important that they can also provide access to higher educational opportunities for many people who otherwise would not have a chance to receive that type of education.

Your challenge today is to pool your various experiences and your knowledge and to try to redefine this new role of community colleges in light of the new realities we face. The challenge is framed by an increasing need for the services community colleges provide yet also by shrinking revenue sources. It is a bit like plotting a course through what appears to be a rather unstable economic detour.

We need to focus on a couple of facts. One, we have to have some kind of balance in purposes and programs; we can't be totally occupied by economic development. The reason is that there are distinct values and purposes in higher education that need to remain a part of the community college curriculum. Also, we don't want to restrict access to the educational system for people who depend upon the community college as their only avenue into higher education. Finally, I think we should strive for interstate cooperation. By pooling our experiences we'll probably come up with solutions that will benefit not only individual states but the region as well. That's the challenge facing this workshop.

Again, I'd like to welcome you to Oregon, to Eugene, and to the conference. Thank you in advance for the good work you're going to do.

INTRODUCTION

Martha Romero
Senior Project Director, WICHE

I am Martha Romero. As Phil Sirotkin tried to tactfully suggest, my role today is taskmaster. We have a vigorous agenda for you and I would like to spend just a few minutes sharing some background. We are delighted to have you here and hope that the day is invigorating and productive. We think it will be.

Some two years ago we began a study of higher education in the West. As we looked at the rapid population growth in our states, at the age structure of the population, at the demands for adult education, and at the large number of minority youth in the West, we found the community colleges to be the sector of postsecondary education most deeply involved in developing programs to meet the needs of these groups.

We looked at the economic and technological environments, at the diversification of state economies, and at the place of technology in the economic development of our states. Despite the fact that technology might provide a relatively small number of jobs in the information age, it nonetheless is a critical component of the infrastructure of the information age, much as railroads were to the industrial age. Again we found community colleges struggling to meet the needs of training and retraining our workforce.

We studied the financial environment of higher education. We again found community colleges grappling with the challenge of balancing state funding formulas with a traditional community college flexibility in responding to local needs. The problem of redefining FTE so that it accommodates support, not only for one full-time student but three part-time students, is not a hypothetical but a real issue for community colleges and increasingly for other sectors of the postsecondary system as well.

A study of governance structures revealed that community colleges are trying to decide whether their priorities should be determined locally or statewide.

These were some of the things that we struggled with in an effort to provide a structure that was workable for a one-day workshop. We were struck by the fact that community colleges are a microcosm of the issues facing all of higher education. In dealing with change, community colleges have for some time addressed the problems of providing educational opportunities for adults and increasing numbers of minority youth, of training and retraining our citizenry for jobs that have yet to be imagined, of finding the delicate balance between state accountability and local responsiveness. In short, community colleges are the first sector to attempt to restructure education for a restructured society. We suggest to you that community colleges are at the crossroads and we invite you to think about the alternatives or the divergent paths, if you will, that community colleges could take. Today is your opportunity to be a trailblazer and we hope you take that seriously.

ACCESS

Richard C. Richardson, Jr.
Professor of Higher Education
Arizona State University

In many ways, the concept of access is central to any discussion of issues confronting the community college. In other ways it interferes with our ability to come to grips with the issue of quality that has assumed a dominant role in policy discussions in the 80s.

Among many policymakers, access has become almost a nonissue. While there may continue to be a few who believe that higher education should be reserved for an intellectual elite, it would be unusual to find elected representatives willing to speak publicly against the idea of providing every person who wants to go to college with the opportunity to do so.

Given that we are of one mind on the desirability of making opportunities for higher education as widely available as our resources will permit, one might wonder why we are gathered indoors on a beautiful fall Saturday morning to discuss the issue of access. In part, the answer is a simple one. Just as patriotism is the last refuge of a scoundrel, so is access the last refuge of community college educators who believe the idea of educating everyone is so powerful that it is unnecessary to examine the outcomes being achieved by implementation.

Those who support access as a matter of dogma respond to questions about quality or standards by accusing those who raise them of being against access. Such accusations naturally cause a certain amount of uneasiness among our minority brothers and sisters who have observed the effects of rising university admission standards on reduced enrollments of minority students. Sadly, this has occurred despite an increase in the proportion of minorities among the college-age population.

While there are some who are genuinely concerned that open access may be lost to the rising tide of public interest in quality and standards, there are others with less worthy motives who avoid the inconvenience and uncertainty

that examining past practices might produce. Access, if you will, has become the bully pulpit from which those who question some of the side effects of the method chosen to implement access may be denounced.

For those who oppose change, the solution involves reliving the parable of the Good Shepherd. Whenever anyone questions any of our practices, we tell them in great detail about how we found the lost sheep. What they really want to know is what happened to the other 99 while we were gone. But by the time we have finished telling them for the tenth time all the places we looked, and the obstacles we overcame, and how grateful the lost sheep was when we finally found him or her, their eyes have glazed over. We believe we have been persuasive only to discover to our dismay that when our listeners return to the feed store, they send only enough grain to feed about 60 of our sheep.

But community colleges need not necessarily respond to concerns about quality and standards by raising admission requirements. Neither should they equate such concerns with the desire to limit access. There are alternatives for preserving access without giving up standards, but their pursuit will require legislative understanding and support. I think we are present this morning not so much to debate the settled questions of access as to examine institutional practices and state policies. We need to determine if there are not more creative and effective ways of pursuing access that will at the same time satisfy our desire to have acceptable standards and quality.

To find those alternatives, I am going to suggest that we address four questions. The first of these is "access to what?" Do we believe that we must provide everyone with the right to participate in the first two years of a baccalaureate degree program; in one- or two-year vocational and technical programs designed to prepare individuals for immediate employment or to upgrade those already employed; in short-term training or retraining to meet the needs of business, industry or government, and unemployed workers; in unlimited remediation in writing, math, reading, and English as a Second Language; in individual credit courses for personal enrichment; in recreation and leisure time activities; in credit-free courses in poodle grooming and cake baking on a self-supporting basis; or all of the above?

The second major question is "access under what conditions?" If resources are constrained, what priorities do we establish among the functions noted above, all of which have been defended to the death at one time or another by community college educators? Do we, for example, admit everyone or

everything regardless of their level of preparation? Do we guarantee to students their "right to fail" by disregarding evidence provided by test scores and their previous performance, as well as the advice of counselors, and permit them to enroll in any course for which there is no prerequisite? Many who believe in open access no longer believe in the right to fail. They are concerned about the effect of those who are exercising their right to fail on the right of others to succeed. This is a particularly difficult problem when students are permitted to enroll in baccalaureate-oriented courses in subject fields such as history and political science, without the necessary reading and writing skills that ought to be required to pass such courses.

Should we focus on the 18 to 22 year-old population, the working population, or all of the above? And what about the special case of minorities who depend upon the community college for their access to a much greater extent than do their nonminority counterparts?

If community colleges do not assess the skills of students who enter and then require placement according to demonstrated skills, how can they avoid providing separate and unequal opportunities for those who have no alternative but to attend colleges where course standards must be adapted to reflect the underprepared students exercising their right to fail?

A third question in responding to the issue of access involves the conditions under which postsecondary education ought to be available. Should it be offered to all who seek it? Or should it be a consumer good hawked in the shopping malls alongside sale-priced clothing and the latest hit recordings? Some educators would emphasize the importance of marketing in shopping centers in order to achieve the true democratization of higher education. Others might respond by noting the importance of enrollments to community college funding and suggesting an ulterior motive.

There is also a growing concern about the message community colleges send to high schools as a consequence of their recruiting and admissions practices. Why should students spend time taking tough subjects in high school if they are guaranteed admission to a community college and their right to fail? Or, even better, if they can count upon being pursued in shopping centers whether they graduate from high school or not?

A fourth question deals with state subsidies. Should a student be given three years of the right to fail? Should there be any expectations for progress during that period of time or any requirements that community colleges track students, and account for the number of classes successfully completed? Should states subsidize part-time students as well as full-time students? Of course, this question implies a choice since no state has been able to fund completely both its part-time and full-time students. So perhaps the question should be phrased instead, should the state devote part of its available subsidy to part-time rather than full-time students?

Should states subsidize as college students those who are engaged in basic literacy training, who will never earn a degree or certificate because they will run out of time long before they have qualified for a regular program? If the state decides that the community college is the appropriate place to provide English as a Second Language for recent immigrants, and basic literacy training for those whose skills are even lower--perhaps at the 6th grade level--should community colleges be required to treat such instruction as if it were college-level training in terms of calculating the basis for reimbursement? Should students who attend such training be required to enter into some sort of subterfuge with the institution in order to remain eligible for student financial assistance?

In dealing with the important access issues identified above, there are some strategies that should be kept in mind. First of all, community colleges ought to be encouraged whenever possible to define quality in ways that can be measured. They should not be permitted to submit body counts as evidence of their accomplishments.

Second, states need to place a high priority on insuring articulation among the differing elements of their postsecondary systems. In many states, the struggle for students that has developed because of a declining demographic pool makes competition rather than cooperation the guiding principle for relationships between community colleges and four-year colleges and universities, all of which are funded out of the state treasury. Enrollment-driven funding formulas contribute to the level of competition, and sometimes encourage institutions to admit students they have no business attempting to serve.

There also needs to be some reasonable agreement about program priorities within each state. The legislature should not have to depend upon general funding cuts to express displeasure about areas of mission emphasis. One important function this workshop could serve would be to begin a dialogue about what kinds of access each state believes should receive priority, the conditions under which such access is to occur, and the most effective methods of funding to insure that state policies are fully implemented.

Helen Sommers
Washington State Representative

Thank you. My name is Helen Sommers. I am a member of the Washington State Legislature. I've been in the House of Representatives for almost fourteen years. I want to tell a little story about myself, and it's something I haven't talked about in a long time. The first time I ran for office, I remember going to what was a key community meeting. The lovely lady whom I was challenging got up and said to the audience, "My husband taught in high school, my children have gone to high school from the district, my grandchildren are in third and fourth and fifth grades, and I've known all of you for years and years." I was sitting there thinking, hmm, I'm divorced, I don't have any children, I carpetbagged into the district in order to run, and to top it all off, I rent. Now why is that a relevant story? Because Dick Richardson talked about getting you to move away from established patterns. Would you move away from ideas that you have had for a long time? Would you break out of that mold? Whatever shape your head is, whether it's round or square or triangular, we want to reshape it. We want to move you away from the platitudes that we hear so much about in higher education and community colleges.

What is access and how will we handle its many different facets? One of the most challenging things that I think should be discussed is the question of the right to fail. We focus on the lost sheep--the time and the energy and the attention on the few--probably partly because they make the best success stories. What does that do as far as everybody else is concerned? I feel that discussion could take up the rest of the day, profitably. We don't have time for it, but I hope it will be threaded throughout our discussions.

Tough issues have been raised about the different facets of community colleges and the different responsibilities they have. How do we view transfer and vocational programs, and how much time should we spend in different areas? Do community colleges in general feel uncomfortable and resistant to the restrictions posed by transfer programs and therefore focus more attention on other areas? What is the relationship like? Are community colleges part of the whole system of higher education, or are they a world unto themselves?

There were some good questions raised in the material that have not been touched on yet today. One of them was the change in demographics. A lot has been happening over the last couple of years with regard to the poor in the critical age group of 17 to 23. Also, there are changes on the other end, where individuals over 30 have been returning to school in greater numbers, and the proportion of people in the upper ages is increasing. How do community colleges handle these populations, and do they consider enrollment management (keeping enrollments at least as high as they were)? One of the strengths of community colleges is that they are quite flexible, or they can be when they are not too defensive.

Let me also raise the issue of overpromotion or marketing. I don't know how many of you in how many states have encountered this type of behavior; it is something that does attract significant legislative attention. When we hear ads on radio and TV and in supermarkets and the malls and so on, it appears to be a race for student hours. That kind of behavior has been evident in a number of areas, not only in the state of Washington. How can you address that issue candidly?

A last word or two on funding and budgeting and where we're going and not going. Some of you come from states that are doing well, from a financial point of view, and some of us come from states that have gone through some very serious financial difficulties. Washington happens to have an economy in transition, with not very strong prospects for large revenue increases in the future. If you are fortunate enough to have a strong and vigorous and growing economy without undergoing the panic of transition, bless you. But bless the rest of us even more.

Let me mention what some of the futurists are saying. I'm referring specifically to a book called New Rules written by a futurist, Daniel Yankelovich, which outlines our rising expectations, based on our experience

in the early 1970s, of ever-increasing real income. What happened since then of course is very depressing, particularly in some of our states where we actually have just barely broken even, or even gone into a deficit. This clash that the futurists talk about between rising expectations and limited resources is part of our struggle, and it is part of yours as well. In some ways it's going to take the development of a new ethic, if what they say is true. Maybe they are wrong, but it looks as though they have a reasonable chance of being right. The expectation of continuously rising material well-being is not only being challenged, but is already undergoing significant change. It's going to require education of the mind and education of the hands and skills to adapt.

I want to stress that community colleges must be part of the whole system of higher education, rather than community colleges per se. You know, somebody said to me a long, long time ago that railroads thought they were in the railroad business rather than in the transportation business, and I hope that community colleges remember that they are in the education business rather than the community college business.

Let me leave you with this challenge for the day. Let's balance our success stories with candid questions. Let's think about what we're doing wrong, how we could improve in the future, and what our responsibility is to the broad public interest rather than to single institutions. Thank you.

Group Discussions on Access

Small group discussions focused on three questions related to community college access:

1. Should community colleges be open to all adults who want to attend or should attendance be restricted according to their prior academic experience or goals for attending?

2. Should community colleges emphasize certain functions over others? If so, which functions should receive priority?

3. Should public tax revenues continue to be used to support attendance of community college students regardless of their goals for attending or their prior academic experience?

The discussions revealed substantial agreement on the philosophical commitment to educational access through community colleges. Differences were more apparent, however, in how access is defined in practice, what roles community colleges play in providing access, and what levels of public financial support are appropriate.

The discussions also revealed that the commitment to access has a substantial political dimension. Many legislators, for example, emphasized that politically it is difficult to put any limits on access. The concept of individual opportunity is perceived as central to education and, in particular, to political support for public higher education. To some, at a philosophical and political level access by definition means that no limitations or restrictions will be imposed in terms of prior preparation or educational experience. Any educational deficiencies must be addressed by some component of the educational system; otherwise, no real access exists. Moreover, this political commitment to individual access is perceived to have equally important social consequences. Without access to education, individuals and groups with initial educational advantages get farther ahead, while the disadvantaged are left even farther behind.

Access and Prior Educational Experience

In the discussions, it was apparent that the political commitment to access is difficult and expensive to implement. This is particularly true for community colleges because of their diversity of functions and services and the increasing diversity of their student bodies. On a practical level, states and institutions in the West must grapple with a series of access-related questions. Should different degrees of access be provided to different types of community college programs? Should priority be given to those who use community colleges as a bridge to a vocation? Should access to displaced workers or economically disadvantaged groups be expanded using, for example, higher public subsidies, lower tuition, and greater vocational emphasis? Alternatively, should greater emphasis be given to transfer programs, and to students who anticipate longer commitments to education prior to joining the workforce? Should tuition rates be set at different levels or financial aid be used in order to provide greater access and encouragement to students who would pursue baccalaureate or advanced degrees?

The discussions also emphasized the significant changes that are occurring in community college enrollments. A participant from Washington pointed out that in many community colleges in that state over 60 percent of the students are women, with half of them single heads of households. Typically, these students have significant financial needs, and are pursuing education in order to achieve financial self-sufficiency for themselves and their families. Other western states also have experienced significant growth in the proportions of female students, and several representatives noted that the availability of child daycare centers often places practical limits on access for these students.

Other western states are experiencing substantial increases in minority populations. This has and will continue to affect community colleges in particular, since these institutions tend to enroll a higher proportion of minority and lower income students than do four-year institutions. The availability of both employment opportunities and of additional education opportunity is often directly attributable to the access provided initially by community colleges. Several participants pointed out that every time access in general is restricted or restructured, it is access to education and jobs for minority and ethnic groups that is disproportionately affected. This is of particular concern in light of the growing proportions of minority students and youth.

Community college enrollments in the West are also experiencing growth in the proportion of "reverse transfer" students, those with baccalaureate or advanced degrees who return to community colleges for specific courses or programs providing technical training, job skills, or personal development. This raises the question of whether some students are overqualified for the access provided to beginning students. Should public funds be used to support a second or third education for individuals, particularly if they have already received a degree from a public institution? Is the retraining of the college-educated person as justified as the retraining of blue-collar workers? Should public subsidies be the same? Although the question is one of growing concern, few states or institutions currently differentiate among students in this way.

With respect to access for different types of students, many participants emphasized the need to match the "dream of open access" with the reality of current conditions. There was a strong feeling that community colleges do a

disservice to individuals if they provide access without the financial and institutional commitment necessary to enable the individual to persevere within the educational system and to succeed within the job market. One option is to impose minimum educational requirements for community college enrollment, at least for credit courses. When stringently applied, however, these are inconsistent with the philosophical principle of access. Prior educational deficiencies represent the challenge of access, not the basis for excluding people.

Another option is to set standards on enrollment prerequisites for specific programs. This is quite common at four-year institutions, but can be used at community colleges as well to make sure that both students and programs meet certain expectations. Particularly in open-access institutions, it is important to set and maintain standards that will be recognized at four-year institutions and in the job market. Many participants emphasized that facing up to the access issues requires being realistic about academic preparation, entrance standards, retention, transfer opportunities, counseling, and other factors related to the success of students.

In order to meet standards and expectations in occupational as well as academic areas, many participants noted the importance of adequate student assessment procedures. These normally would include tests for basic skills and proficiencies as well as some form of counseling and support services. These assessment procedures can be either advisory or mandatory, and administered either at the time of enrollment or the completion of specific community college programs. Access could remain open with respect to entrance into the institution but limited with respect to specific programs. The discussions did not indicate strong support for mandatory placement, but there was significant agreement on the importance of assessing the abilities of incoming students and providing guidance in meeting program standards.

This position implies that community colleges adhering to open access will do substantial amounts of remedial work to prepare students to meet institutional and program standards. This will continue to be true even if secondary schools improve the preparation of students because of the growing proportions of community college students who return many years after their formal schooling has ended. The use of skills assessment for program placement rather than institutional admission has a direct bearing on institutional

mission, operations, and budgets. If community colleges establish placement assessment procedures, they must also have courses in place to remediate and prepare students for entry into technical and transfer programs.

A number of participants also pointed out that community college roles in providing access have become more complex and demanding in recent years because of the growing problem of adult illiteracy. Many students are coming to community colleges without the language skills and general educational preparation necessary for college-level work. Remedial education, when effectively done, may be more expensive than other types of programs. There was agreement on the need for more resources to deal with this growing societal problem. More analysis is also needed in order to understand the different types of remediation that are necessary, what approaches are effective in addressing these needs, and what resources will be necessary. While there are different perspectives on where responsibility for remediation should be within state educational systems, it was widely acknowledged that community colleges do play and are likely to continue to play major roles in meeting these needs.

Constraints Related to Institutional Mission

Should community colleges be the sole or primary providers of remedial education? This question is central not only to addressing the issues of adult literacy and postsecondary preparation, but to the overall mission and functions of public community colleges in state higher education systems. Many participants noted that the appropriate roles of community colleges in providing access to education are related to the geographical, demographic and educational characteristics of the states. Access through community colleges in rural Wyoming, for example, is significantly different than access in urban and suburban population centers. Not only do the student characteristics and needs differ, but the types of programs provided and the degree of access that is necessary depends in part on the physical proximity of other postsecondary institutions.

When other institutions are available, it may not be necessary for community colleges to provide access to the full range of postsecondary programs. Most participants acknowledged that some degree of institutional specialization is necessary to avoid duplication and inefficient competition. This applies not only to the types of programs and degrees offered, but to the

types of students admitted. Given the existence of well-developed postsecondary systems in the West, it is inefficient and probably ineffective for community colleges to try to be all things to all people. Rather, many participants agreed that greater emphasis must be placed on the articulation among sectors, and on the flow of students through the entire educational system.

Community colleges must fit into state systems at the same time as they adapt to local conditions. This requires both institutional initiatives to develop a particular niche and state actions to impose some coordination on these efforts. Several legislators expressed the view that it is simply too costly to protect all the "turf" of existing postsecondary institutions. Clear divisions of responsibility are necessary, which in turn will affect the degree of access provided by each institution. Although it is impossible to talk about access without considering role and mission, several participants argued that community colleges are defensive and unwilling to reevaluate institutional missions. This makes it difficult to discuss and resolve issues of access. State-level planning and coordination, institutional differentiation in terms of mission, and sufficient operating flexibility to adapt to local conditions were strongly supported as means to enhance both access and effectiveness.

Constraints Imposed by Funding

A number of state legislators emphasized that coordination and institutional role differentiation are dictated by financial considerations. In several western states, budgetary limitations pose a real challenge, particularly when they occur for several years in succession. Legislatures no less than educational institutions must recognize the potential consequences of these financial constraints on the level of services that can be provided. Inadequate state support often results in higher tuition, the elimination of programs, larger class sizes, reductions in support services, and other changes that inhibit access and lower the quality of public postsecondary education.

At the state level, all institutions and sectors of postsecondary education compete for a given amount of state support. This competition makes it difficult to differentiate and coordinate institutional roles, and may contribute to duplication in providing similar services. Community colleges

are particularly subject to this competition for resources since they compete with four-year institutions for collegiate program support, with secondary education and noncollegiate technical institutes for occupational and vocational program support, and with a variety of local organizations and programs for community service program support. Community colleges are expected to provide services in all of these areas, and to do so must make a claim for state support that is as compelling as that of the competing organizations.

Several participants noted another difficulty faced by community colleges related to funding. The enrollment-driven funding formulas used for community colleges in several western states provide an incentive for community colleges to expand enrollments in currently popular fields and to shift resources internally to high demand areas. Such shifts may not be consistent with the longer-term missions of the institutions or with the roles of community colleges in the state postsecondary systems. Another disadvantage of enrollment-driven funding is that state support often lags behind enrollment shifts by a year or more. Access and quality may suffer if enrollment increases are not matched by increases in state support. Funding based solely on enrollments encourages institutions to make budget reductions based on the preservation of enrollments, rather than the preservation of important educational functions. Several participants urged consideration of alternative funding mechanisms that would relate more directly to predetermined institutional missions and be more sensitive to varying program costs.

Most western states have taken action to limit state funding for avocational courses and public service functions at community colleges. The central issue appears to be the appropriateness of state support for these activities, not the need or appropriateness of community colleges to provide such services. Several states have eliminated all direct and indirect support for hobby courses and public service activities. In other areas, however, the aging of the population has increased the demand for community colleges to provide leisure and cultural services, leading to a greater demand for local and state financial support. In both cases, the limiting factor appears to be the allocation of public financing to the highest priority educational needs. This results in preserving access in certain areas, while limiting access in lower priority areas.

With respect to tuition rates and other student costs at community colleges, the participants acknowledged that higher costs inevitably have an adverse effect on access. Recent increases in community college tuition rates in most western states have aggravated this situation for low income students. A related problem is that student aid, which has become more limited in recent years, is generally not available to part-time students or for remedial and other less-than-collegiate level courses. These conditions clearly limit the financial access to community colleges for many lower income students. On the other side, several participants argued that moderate tuition rates are appropriate if education is to be perceived as having value. Financial sacrifices by students may contribute to the appreciation and motivation for education. In any case, there was wide agreement that ability to pay must not become a criteria for access and admission. Several participants noted the danger of tuition rates continuing to increase and financial aid not becoming more adequately available.

Funding for remedial education poses a particular dilemma in some western states. Despite the increasingly important role of community colleges in providing remedial programs, few explicit means or policies have been developed to provide financial support. If courses are not at the collegiate level, state funding is likely to be limited and students may not qualify for ordinary student services and financial aid. Institutions are often forced to support remedial programs by converting them to collegiate level or by diverting resources from other programs. In some states there is pressure to fund remedial programs through the secondary school systems. Legislation was proposed in Wyoming, for example, to allow postsecondary institutions to bill local school districts for remediation costs for the graduates of their school district. The underlying problem is the lack of adequate and dependable financial support for the remediation programs provided by community colleges. Until more dependable support is secured, access to these programs is likely to be limited in practice.

In summary, the discussions of access revealed strong and continuing support for community colleges to be as open as possible. At the same time, participants expressed concern and understanding of the challenges this poses, the need for state coordination and institutional differentiation, and the level of financial support required to make access meaningful. In light of these constraints, there was considerable support for open admission to

institutions, with more selective or guided admission to specific programs. More state and institutional resources are needed to support student assessment and guidance, remedial and preparatory courses, and high quality programs to assure community college students equal access to employment and additional educational opportunities.

ECONOMIC DEVELOPMENT

Jim Scherer
Colorado State Representative

I'm Jim Scherer, State Representative from Colorado, finishing my third term in the House of Representatives and my first year as Chairman of the House Education Committee. It's kind of nice to be able to introduce yourself; at least you know it's fairly accurate that way.

I just ran across a quotation from Milton Eisenhower from some years back. It said, "Higher education and business are basically interdependent—one needs money to produce educated people, and the other needs educated people to produce money." It seems to me that the sector of the higher education community that can fulfill that needs of business and at the same time benefit specific geographical areas most significantly is the community college.

It seems to me that the community college system is not only an ideal vehicle for but should be an active participant in the kind of economic development that we are all trying to achieve. We are fighting diligently on a day-by-day basis to get new industry to come into our individual states, at the expense of each of our other states. I think it's a good friendly battle. It is one that is necessary to the survival of all of our states, and I think we need to carve out our niche. The state economic development agencies must have available the kind of grass roots specialized training that is necessary to help encourage new industry. When an industry considers coming into a state, you must be able to offer not just natural resources, such as water or land, at a decent price, but all the other things that are necessary depending on the type of industry. Probably the most important asset is a very educated, specifically trained employment force that industry can immediately tap. At the community college level many small businesses and industries would like to relocate if they could find people immediately available to fulfill the functions necessary for their business. I think the economic development department ought to be funded by the state legislature to work in cooperation with community colleges in performing this kind of function.

I can think of a couple of examples in Colorado that have been very successful in the past few years. A moving company wanted to move to Denver and needed just 11 people trained to pack things and ship effectively. A very small short-term customized training program was set up using the personnel of the company and the facilities of the community college. Another example is a bus company that settled in an area of southeastern Colorado that drastically needed economic development. The company was able to do so because the community college there was able to train people in the very specialized type of auto body repair and auto painting that is necessary for bus manufacturers.

I think that this kind of a program must be a cooperative effort, not only between state economic development departments and community colleges, but between the state economic development department and the businesses coming in. I don't think it should be a one-way street; depending upon the economic impact the state would receive from the businesses coming in, the project should involve shared costs. Either the business coming in could provide the training or it could provide the machinery or computers or whatever is necessary to the community college so the college could do the training. The end result of all this is that individuals are trained and are prepared to immediately take a place in the industry. Economic development, then, not only attracts new people into the state, but also provides training or retraining of the local workforce.

When a state legislature considers a function of this kind, it may not know what the immediate benefits are going to be or what kind of businesses are going to come in. It needs some flexibility when development originates from local areas and from community colleges. The community colleges need to be much more sensitive to what is happening economically, in the business community, and in their own individual communities. We can't pick up the paper today without seeing another company going into Chapter 11, Chapter 7, or laying off 300 workers. These are people we need to put back in the workforce. Many times they need retraining. This is something that the community colleges must be aware of even before it happens. They must be in tune with what's going on in their communities, and be flexible enough to offer the kind of retraining programs or additional training programs that are necessary. Here the flexibility must be not only at the local level but again at the state legislative level. It is extremely difficult for community

colleges to institute new programs without state authorization of the programs, or to have specific powers but no flexibility to use these powers, or to have imposed on them an inflexible tenure program that doesn't allow the elimination of one program and the beginning of another program. The state legislatures must look at these difficulties and policy must be set to give some flexibility at the local community college level to be able to implement these kinds of economic programs.

To summarize, I think that economic development is an important function of the community colleges, and of the total higher education program. This function ultimately affects the quality of life that we're all trying to achieve. It is a quality of life that probably exists only as long as the economy of this country continues to grow in a sustained and a well planned manner. I think that it can be done through the efforts of the community colleges, yet only if the state legislatures are willing to give some flexibility to the community colleges to fulfill their function.

Myrna Harrison
President, Rio Salado College, Arizona

Good morning. I'm Myrna Harrison, and I'm president of Rio Salado Community College in Phoenix, Arizona. I want to say a little bit about the college and myself before I go into what I want to say about vocational education and economic development.

Rio Salado is part of a seven college district in Phoenix, Arizona. It is a noncampus college that serves all of Maricopa County, which is about the size of New Hampshire. We operate at over 250 sites and use a lot of technology. Our average student is about 35, and takes on the average one three-unit course in the evening. In statistical surveys, 55 to 60 percent of our students say they are enrolled primarily for job upgrading. The other major response is that they are seeking personal development. Approximately 60 percent of our courses are occupational in nature, just the opposite of most other community colleges in the district. The others emphasize the general transfer function and liberal arts.

I personally am very active in the Arizona Association for Industrial Development. I've gone with the Governor on raiding missions in all the neighboring states. We go quietly in the middle of the night, and leave very soon after our lunch, so nobody finds out. I've also been involved in developing courses for economic development, and I've been very active in the American Economic Development Council. I've been involved in economic development for about four years.

I have several questions I'd like to bring up, and I may even agree with Dick Richardson on some points. That will really be a surprise, since the two of us are from the same state and have rarely been known to agree on anything. I'd like to ask some basic questions, such as "who pays for what in economic development?" I assume a strong role in economic development, but I'm coming to ask of myself some very hard questions. We have moved from seeing education as education for citizenship through a period when we assumed education was for individuals. And we're now beginning to gear our education to industry's needs. We may be teaching the same things, but the focus has changed. Industry always wants more. How much of that should the local taxpayer pay? I think I understand how it affects the whole economy of this state to bring industry in and to open up jobs, but how much should the individual--and I always use the example of the woman, 55, living on a small income--be asked to pay to train specialized employees? I understand economic development and I understand the advantage to us, but how much should we pay? How large should the company be? Should we train at a very high cost the five people a company needs in order to continue or to open new business? Or should they pay for the training? Should we train employees at taxpayer expense to make a widget that can only be used in a single company? I have some reservations about it. We're doing it, but I have some reservations.

We used to say that we were educating the individual, and in occupational education we trained or educated a person so the person could move from company A to company B to company C. We're really now out to do training for individuals in company A who can only work in company A; if they have to move somewhere else, we'll be asked to retrain them. We know that people on the average will change jobs five times in their lifetimes. Should we be offering them occupational education each time? That's a basic question.

Another question I'd like to ask is: can community colleges afford to be in occupational education? It seems to me we get hit on both sides. There are the glamour jobs which are very, very expensive to train for, and which we know have very little employment opportunity. But they are the jobs everyone wants. There's an interesting question. If we train for some of those very glamorous jobs like electronics or computing, are we doing the right thing for the students? If we train in the very latest robot laser technology, it's terribly expensive. At $100,000 per year (if we're lucky the machinery will last one year), it will be $100,000 or more next year, and every year or six months after that. We cannot afford to keep that technology current.

We also have frequent requests to train for entry-level positions that any of us can walk in off the street and get. I have a real problem with that. I think it's a misuse of education and it's a delusion for our students. Yet we get asked sometimes by legislators to do it. There was one bill in California for worksite training for nurse's aides, fast food service, and another area that I thought was terrible. What we were doing was performing a service only for the industry, with no commitment to the students. We were telling the students that they'd have a better job doing this, but we were asking them to take entry-level wage after a year or two years of education and we were not really doing very much for them. I thought maybe we had been misled at that point by economic development.

Recently, I was at a governor's portfolio conference as one of the only educators among many business leaders. They were discussing occupational education and the training that they needed. Everyone said he or she needed people with the ability to write, to compute, and to think critically. I finally asked, "Do we really want to come out with a definition of occupational education that is general education?" I thought that would be a rather interesting conclusion, and probably the only conference I know that would come out with that definition of occupational education, but everybody backed off. If I hadn't asked the question, we may have ended up with that definition. The reality is that there are two tracks: we're being asked to train the person who makes the widget for a single company only, and we're being asked to educate somebody to read, write, and think critically.

I was with somebody yesterday who wanted us to set up an institute on entrepreneurship. He wanted us to be able to help entrepreneurs go into business, to plan, and to find out about funding--to set up a whole program.

He talked for awhile, and I said I didn't know if that could be a credit program or not due to the way we're funded. We shove credit down everybody's throat; it's the only way we can get funded most of the time. But the small business person couldn't care less about a credit. We agreed that we would not set it up as a three-credit course but that we would probably do it some other way. Set up an institute, for example, and work through it. Connected to that, however, is the fact that there's a great deal of legal liability in operating that kind of program. Community colleges need to be aware of court cases involving "bad information."

I believe in working on economic development, but I think we need to look at what it is we're doing very carefully before we run too fast. We can abuse our students and also abuse our taxpayers by going too deeply into these programs. I'd also like to mention a couple of realities of working on economic development. Part of it may be my belief that education has a genius at planning compared to most industries. Business is not as good at planning as we always think it is. Industry wants us to guarantee that we will train to its needs, but it cannot guarantee that it will hire even a percentage of the people trained. One business wanted us to hire a full-time faculty member in one program. I said, great. I'll hire a full-time faculty member; you guarantee me the program will run next year. "Oh, we couldn't do that." If I hire the full-time faculty member, I've got him for life, so you must assure me of the program. "Well, we can't do that." Sure enough, they had a recession and they never did put the program through. I was very glad that I held hard and said no to a full-time faculty member on that program. Business wants a great deal but it is often unwilling to make a real commitment.

In conclusion, I think we do belong in economic development. For all that I've said, I think we have commitments there. But we need to look at those commitments very strongly and very clearly to be sure that we are not imposing on the taxpayer, and that we are very clear in working with industry to determine their commitments as well as our own. Finally, I did bring some brochures on our work in this area in Maricopa District. They are available if you would like more information on our activities in economic development. Thank you.

Group Discussions on Economic Development

The ten small group discussions on the roles of community colleges in economic development focused on three primary questions:

1. Should community colleges play active and direct roles in fostering local and state economic development?

2. Should the economic development role of a community college be set by state or by local authorities?

3. Should the state pay for the economic development function of the community college?

In general, the participants answered a nearly unqualified "yes" to the first question: Community colleges should play active and direct roles in fostering economic development. Those who disagreed or had reservations did so primarily because they felt that too much emphasis on "direct participation" in economic development could overshadow the other important contributions of community colleges. As the discussions proceeded, it became clear that there were many different perspectives on what economic development activities are and should include, what economic development means within different states and localities, and what active participation requires on behalf of both institutions and states.

For example, does active participation in economic development require community colleges to make major resource commitments to basic skills training or to more specific, even customized, occupational training? Discussions revealed many justifications and strong pressures to find ways to do both. The need to provide opportunities for individuals to acquire basic educational and employment skills has become increasingly important as a result of the decline of traditional industries in the western states, technological changes in the economy, and demographic trends. At the same time, participation in efforts to provide specific training for employment in local industries or by industries interested in locating in the area has also become an obligation of community colleges.

The shift in educational emphasis from the social agenda of the 1970s to the economic agenda of the 1980s has not involved replacing one set of goals with another. Rather, there has been an aggregation of new functions along with expanded expectations. The broad social benefits of education are expected to yield specific economic benefits as well. The individual opportu-

nities provided by education are expected to lead to employment opportunities in a period when jobs are often more specialized and harder to find. Educational programs and institutions are expected to meet the needs not just of individuals, but of different population groups, of industries, and of government agencies and the general public. These broad expectational shifts have profound consequences for community colleges. The discussions revealed that community colleges are expected to serve not only student needs, but to meet the economic needs of a locality, to link local economic development strategies to the needs of the state, and to help relate the local and state economies to trends in the international economy.

Understandably, there is confusion over just what these new expectations involve and what roles community colleges should play. Participants pointed out that in some states the economic development functions of community colleges emphasize helping economically disadvantaged individuals to get a first job through appropriate training and education. In others, more effort is placed on retraining displaced workers and reaching out to older students. In some states economic development means working hand-in-hand with industry and the business community to anticipate manpower needs and job trends. In these cases community colleges provide the curriculum through regular college classes or through short-term training on a contractual basis. In nearly all states economic development connotes a set of broad social goals as well as a collection of job- and industry-related programs.

Some western states have made the process of planning economic development relatively explicit, including the involvement of community colleges. In Arizona, for example, economic development goals and programs are formulated at the county level with the involvement of local educational leaders. The county plans feed into a five-year state master plan for economic development. Participants from Arizona recommended such a process in order to get educational institutions directly involved in economic development activities and to help avoid the competition for state funds that results if they are only involved at the implementation stages. In New Mexico, the state economic development agency can contract with community colleges to perform specific functions. In Oregon, economic development activities have been highly decentralized. Neither the legislature nor the executive agencies have

adopted definitions of economic development, although a number of related programs, some of which directly involve the community colleges, have been established.

As the result of both varying state practices and the multitude of programs related to economic development, many participants noted the importance of community colleges identifying their own particular niche or contribution to the local economy in order to be effective. In some western states this has involved establishing special programs to assist small businesses and to encourage entrepreneurship. In general, the economic data tend to support such a strategy since a large proportion of businesses are small and these small businesses generate a significant proportion of new employment. Moreover, large industries can be expected to be in a better position to support their own training programs and to provide for themselves the skills and information necessary for effective operations. Small businesses typically have greater need for these support services.

In Oregon, the state has made it possible for community colleges to establish small business assistance centers using state funds. This program has contributed to many significant initiatives at the institutional level and has produced numerous small-business success stories. From this and similar experiences in other western states, it appears that community colleges are particularly well placed to meet the needs of small businesses. Working at the local level and embedded in their communities, these institutions can provide needed training and assistance in accounting, marketing, management, legal services and other areas as well as advice on business trends and marketing potential. As important as small business assistance can be, however, several participants pointed out that many small businesses are really spinoffs of large industries. If big industries are not attracted to an area, small businesses also suffer. This suggests the need for a balanced approach to providing needed services and training for both small businesses and large industries.

In defining these roles, the discussion groups emphasized that community colleges must avoid becoming just the tools of business and industry. The institutions should provide training and services as needed, but not at the expense of other educational needs and functions. The colleges must continue to be concerned with general education transfer programs and other services in order to serve the entire community and the many needs of individual students.

Further, many reservations were expressed about training students for one specific job, rather than providing a broader education as a basis for a lifetime of employment and career development.

Institutionally, this means that community colleges must be cautious in allocating their own resources to economic development activities. Some participants felt that part-time faculty or special appointments should be used to staff economic development activities. This may be appropriate if these individuals and programs are not available to serve the general education needs of a community. The point emphasized by many participants is that economic development activities are not the core of community colleges' mission; they should contribute to but not dominate the functions of community colleges.

In summary, the discussions focused in different ways on the relationships between economic development activities and overall community college missions. Community colleges are one of the chief providers of trained employees throughout the western states. This is usually an explicit component in the overall community college mission, whether formulated at the local or state level. Not only should they provide opportunities for a more educated and effective workforce in general, they should provide specific types of job training in so far as there are real needs and resources available. Moreover, these programs improve the outreach efforts of community colleges; the college itself is being a "good citizen" in seeking to improve the economic base of the community. Few states, in fact, have an alternative to providing the training components of economic development except through the community colleges. Care must be taken, however, to prevent overcommitting resources to "fad" programs that do not have a demonstrated need. Community colleges often find it difficult to say "no" to requests for economic development intitiatives, even when resources are limited. Resources clearly are limited and the discussions emphasized that community colleges must recognize that they cannot by themselves provide all the training and other components for economic development. The ultimate criterion is that these programs meet substantial student needs and serve students' futures.

Control and Priorities for Economic Development

Who should set the priorities for the economic development activities of community colleges? What degree of state control is necessary? In discussing these questions the groups identified the advantages and disadvantages of three types of control: local control, state control, and some form of joint venture involving local, state, and private cooperation.

Local control over economic development activities was viewed by most participants as being more responsive to local problems, needs, and resources, more likely to be flexible and efficient in dealing with local businesses, and more likely to set priorities intended to maintain the integrity of the community. State priorities might differ from those of communities with respect to the goals and methods of economic development. The disadvantages of local control include the limited expertise of local agencies and community college governing boards in dealing with complex questions of economic development, the need for coordination in order to avoid unnecessary program duplication and interinstitutional rivalry, the possibility of excessive pressure applied by local business groups or industries, and the limited financial resources to support economic development activities in most localities.

For the most part, the advantages and disadvantages of state control over economic development functions are the mirror image of local control. States not only have access to greater financial resources, but often more expertise and broader perspectives that can mobilize organizations and industries to meet more ambitious goals. Coordination is more likely, contributing to more efficient and effective programs. State agencies are more likely to meet the needs for transportation systems, financing, and other components of economic development in addition to training needs. On the negative side, the participants feared that state control was likely to stifle local creativity and flexibility, to discount local interests in favor of statewide strategies, and to commit the available resources to large-scale projects that do not produce results. In some western states, the track record of state economic development agencies has not been good; local efforts have been more successful.

Several legislators expressed concern about pressures that affect economic development activities from two directions. One type of pressure results from institutions coming to the legislature with competing rather than coordinated economic development ideas or funding requests. This confuses

legislatures and may result in duplicative efforts. The second type of pressure is that legislatures may intervene inappropriately in educational matters when urging economic development initiatives. This type of pressure could divert resources from other important educational goals, while also limiting the flexibilty of institutions to respond to local needs by imposing state-level programs and priorities.

These pressures suggest that the choice between local and state control over economic development activities should not be viewed in either/or terms. Many participants felt that the advantages of both perspectives need to be built into the control and priority-setting mechanisms for economic development activities. Localities often control the kinds of industries they will allow at specific locations, but states control most of the taxes and infrastructure development that make a locality attractive to industry. This division of responsibilities and resources is no less true of the education components of economic development. Local community colleges must play a leading role in identifying educational and training needs and in designing programs to meet these needs. But states play major roles in shaping the overall educational system and in providing resources to support institutions and programs. Many western states have become increasingly involved in initiating and funding economic development activities simply as a response to competition from other states. Community colleges get involved because if one state or locality does not train employees for a new industry, another state or locality will.

The discussion participants agreed that these competitive pressures require continued and close working relationships between government, educational institutions, and private industry in the design and implementation of economic development activities. Industry and business need to be involved in identifying the needs and defining the end product desired. Community colleges need to design and administer the programs to achieve those ends. Government, both state and local, needs to be involved in coordinating educational components with overall economic development strategies and in providing necessary funding. Close collaboration among organizations and levels appears to be the key to effective economic development programs.

Funding for Economic Development

Discussion of funding for community college economic development programs focused on the underlying question of "who benefits?" and the related question "who has the resources to support such programs?" Individuals who are trained for new jobs clearly benefit, and are generally expected to pay some proportion of the costs through tuition and fees. But if the purpose is to train or retrain those who are unemployed, seeking entry-level positions, or from lower income categories, individual financial resources are clearly very limited. Private employers often benefit, but not all businesses have the resources to support extensive employee training. Competition—both market competition and competition in training subsidies from other states or localities--limits the proportion of costs that will be borne by business. Localities benefit, but local tax revenues, where levied, are needed to support all of the educational functions of community colleges. States also benefit to the extent that local economic development efforts contribute to overall state growth and general tax revenues. Moreover, constraints on the other potential sources of support often mean that the responsibility for funding economic development activities falls to the states. Several participants pointed out that this has been the pattern in many western states.

Questions of "where to draw the line" and "who should share the costs" have been difficult to resolve. Often it has been presumed that the states are the major beneficiaries, at least for the purpose of seeking support. The discussion participants expressed a strong view that industries should share in these costs, particularly when they are the direct beneficiaries of training programs. There was an equally strong recognition, however, of the practical limitations in imposing training and institutional support costs on private firms. Unfortunately, this often leaves community colleges in the uncertain position of providing economic development programs only when the funds are available--either from the state or from private support.

Many legislators emphasized that states are often put in a defensive position, forced to subsidize training and services for specific industries or firms because of competition from other states. Often, basic policy decisions about who should support these activities are avoided. Several options have been considered by the states in order to establish basic policies and provide more reliable funding.

- Several states have set aside a special fund so that when the state or locality is trying to attract new industry, support is available for training programs at community colleges. Other states have a critical industries fund to help retain employment in traditional industries.

- When basic industries collapse, some states bear the major cost of employee retraining. In some cases this has the effect of encouraging workers to move to other areas of the state.

- Some states have considered requiring those who are trained or retrained at public expense to remain in the state for a specified period of time. This is intended to inhibit migration out of state.

- Most states make some distinction between funding for generalized vocational education and specialized training for specific jobs. The presumption is that the industry should help support the latter type of training.

- Some states practice "block grant" funding under which the state makes a general appropriation to community colleges rather than appropriations for specific functions. The colleges themselves must allocate funds to economic development and other functions.

- In contrast, other states make separate appropriations to support specific economic development initiatives such as training programs, local economic development centers, or small business institutes. Support for projects can be provided on a competitive basis, with community college proposals evaluated alongside those of universities and private organizations.

Several participants emphasized that industry should become more involved in the funding options. Businesses as well as the states have a commitment to economic growth. It is not appropriate for industry to impose costs on higher education or the states if it is not prepared to contribute resources. This view argues for a joint venture approach involving some commitment from industry in terms of direct support, equipment sharing, or assurances of employment. Some participants maintained that industries moving into an area should be willing to pay for the training of their employees.

One principle on which to allocate training costs between public and private funds that was discussed in several groups involves the transferability of the training provided. More general and transferable employment training should be funded from public sources, while more specialized training for specific jobs or companies should be funded from private sources. Discussion of this principle reflected substantial agreement that industry should be

expected to contribute more to the training provided by community colleges. The limitation in implementing this principle is practical: how much can industry be expected to contribute within a competitive economic environment?

In summary, the discussion groups revealed considerable agreement that community colleges need to play an active role in economic development. Cautions were expressed, however, that community colleges should not commit resources that are necessary for other educational functions, and that important roles must be played by the states in coordinating and funding these activities. Expenditures for economic development are only worthwhile if they really do make a difference, if they really contribute to local and state economies in the long run. One limitation is that many economic problems cannot be solved by state and local efforts, but have to do with national and international developments. As a result, even the best planned and funded projects may not produce significant benefits.

At a minimum, states and community colleges should establish processes and priorities that avoid unnecessary program duplication, that do not encourage new programs when similar resources are already available elsewhere in the state, but that still provide the flexibility necessary for community colleges to respond to local needs. Several goals for the economic development activities of community colleges were repeatedly mentioned by the participants. These include efforts to:

- Make the programs and funding more responsive to the needs of industry, both in terms of the types of services provided and in terms of timeliness.

- Integrate the economic development functions more effectively in the overall educational mission and programs of the institution.

- Target the programs to make better use of the resources of states and localities.

- Make the programs consistent with state and national economic policies and trends. Take advantage of technological changes and emerging international trade patterns.

- Attempt to formulate cooperative programs with industry, between localities, and among states of the West. Many of the current economic problems are broader than communities and individual community colleges, and solutions will require a broader approach.

ACCOUNTABILITY

Bruce Hugo
Oregon State Representative

My name is Bruce Hugo. I'm a state representative from Oregon, and chairman of the House Education Committee. I would like to read a little paragraph of a letter I got from Phil asking me to attend today. "You have been identified as a key legislator with an important role in the design and implementation of the policy agenda in your state, and we need your assistance and best thinking in this important discussion." It's interesting: my last experience with education was as a student, and I am not an educator; my background is business, yet I am in a key role. I guess the point is that as legislators we are in your business. You come to us with very complex problems asking us to play referee and to solve these problems. We hate complex problems. The reason is when we make a decision, we make someone very unhappy, and when we make someone very unhappy, we annoy a constituency elsewhere. In forcing a decision we have a tendency to crack walnuts with sledgehammers. We get the job done, but we usually leave a pretty wide trail of debris behind us.

What I would like to talk to you about today is marketing, something I do know. My firm is located in Portland, and one of our larger clients is a company called McDonald Corporation. I don't want to compare community colleges with Big Macs, but there are some similarities, I hope you will agree. Marketing is a science of anticipating problems and correcting or adjusting to a situation before it becomes a problem that can't be handled. That's marketing. It's a very simple process, and it's something I've been lecturing about to Oregon community college boards and presidents for quite some time now. For those who have heard me before, I apologize in advance.

In the access discussion this morning, we got to accountability almost immediately. Someone commented that access is determined by financial resources in the market. We want full access, but full access is going to be limited to the funds available. In economic development, the question

constantly is "who pays for what?" The corporation wants a workforce trained; who's going to pay for it? So access and economic development in my terminology involve accountability.

Let's see if we can handle those two areas, access and economic development, with a little thing called the marketing wheel. Point one in the marketing wheel is to identify the public. Perhaps the public is the XYZ corporation, or the public is an individual who reads at the fourth grade level, or the seventh grade level and who is 20 years old, or even someone who wants to go on to complete a four-year baccalaureate program. Whoever the public is, let's identify them. Then identify the needs of that public. Remedial needs are quite different from transfer needs, and quite different from job training needs. Once those needs are defined, then we have to put our role into perspective and be honest with ourselves. What are our strengths and what are our weaknesses as they relate to the needs of that identified market? We can't do everything for everyone. Now, unfortunately (at least in Oregon), our community colleges have been forced by the system to be all things for all people. They have to constantly broaden their political and financial base.

The jeopardy here is in doing a lot of things poorly, which is something that is not a tradition of our community colleges. I would suggest that the tradition of excellence that we have had is going to suffer even more as the economy stays in a stagnant position, and as colleges have to reach out even further for more markets. I don't particularly care for that prospect so what I'm suggesting is: identify the markets that you wish to reach, assess those markets, and assess your capabilities and your liabilities. If you are strong in an area, there's really no need for help. It's harder to point to areas of weakness.

Once we assign or assess a weakness, we can establish goals to correct it. Precise measurable goals. We want instructors who have these criteria, these credentials. We want this level of equipment, we want this level of financial investment. After we establish our goals, we need strategy. We can go to XYZ corporation, or to the legislature, or to our own taxpayers and say: we have identified this market, this market has these needs; we're weak in this area; we want your help to do this. Will you help us? What happens more often than not as far as the legislature is concerned is that we just release some more money. If you say, give us some more money for the welding program on this campus because this market needs it- ..w we can talk.

So we've got our goals, and we've got our strategy. Now we execute it. We go after it. If we meet our goals, they were too low. If we do not meet our goals, our strategy was incorrect. That way the fire is always burning; we're always moving ahead. There's no chance for complacency.

How extensively can we undertake these actions? You can do it with your faculty, with the needs of your faculty, with the needs of your board members, with the needs of your taxpayers, with the needs of your legislators, with the needs of your whole business community; each of those items in the areas I just mentioned is a separate marketing plan. Identify the market, identify the needs, assess your strengths and weaknesses, establish goals, develop strategy, execute, reassess, remeasure, and start over.

What I'd like you think about as you're going to the group discussions is "where have we been in the last five years?" With a marketing plan you can go back and see how you have progressed, as one marketing plan builds on the previous one. It also helps you say to yourself, "where do we want to be five years from now?" That continuum is a thing the legislature would love to have. We go into each budget cycle as a separate vacuum. It would be nice to say, here's what we said we were going to do last biannual budget, here's what we did when we reassessed and measured, here's what we want to build on after the next one. It would make our life a lot easier, and of course, that's your job, to make everybody's life easier. Thank you for your attention.

John Terrey
Executive Director
State Board for Community College Education, Washington

We all bring our own perspectives to this workshop. When WICHE put together a title for this conference—Community Colleges at the Crossroads—it meant something different to me than it did to them. When I was studying Shakespeare I learned the importance of crossroads. In that period of time, a suicide victim was not buried in consecrated ground; he was buried at the crossroads, because it was undetermined whether he was going to heaven or to hell. I'd rather not commit suicide to be placed at the crossroads. I guess that's what this conference is about—how community colleges can avoid suicide.

At the present time, my bias—and I don't have many of them—is that in higher education, including community colleges, we don't have the dearth of management that many legislators perceive. What we have is a dearth of leadership. We need more in terms of mission. If I have a choice, give me leaders with vision and I'll worry about the management later. Two essential questions to ask ourselves are "what is our business" and "what ought it to be?" If there is a difference between those two, that difference represents the problem. If you can identify the problem, you are on your way to the solution. The vision that I speak about has three parts.

If the vision of what we want to accomplish is a vision without some plan, some structure, some organization, it is not going to be realized. The first step is strategic thinking. That is the vision. That is the answer to the question, "are we doing the right thing?" The second step is strategic planning. Obviously, the planning process is the road map for realizing the vision, but it is also a management plan. It answers the key question, "are we doing things right?" The third step is one that we really miss, and that is implementation. Until the vision that we have gets to the classroom, and the faculty people put it to work, it is not going to get to work. All the time that we spend worrying about how to build these jigsaw puzzles we call organizational structures doesn't mean anything until it gets done in the classroom. The quality that you and I seek will be provided by the faculty; if the faculty don't provide it, we're not going to get it. This process is called corporate or organizational culture. It is the payoff.

I thought it might help since we're talking about accountability to get somewhat pedantic and talk about how I perceive accountability. The first question is "what is accountability?" It is a balance between effectiveness on the one end and efficiency on the other. If we are 100 percent efficient and zero percent effective, we have blown the whole game. We need both, and we need a balance between them. Essentially, in effectiveness we are asking ourselves the question, "are we doing the right things?" And in efficiency we are asking ourselves the question, "are we doing things right?" It does no good to do things right, if you are doing the wrong things. That is where we come to an accounting We have to insist that the legislature, the state board, the coordinating board, the local newspaper, the Boy Scouts—wherever

we're providing the accounting—take both of these factors into consideration, not just one of them. If only one is selected, it is almost always efficiency; not effectiveness.

On governance, the old Carnegie Commission, I think, did about as fine a job as any in defining it. Governance is the structure and the process of decisionmaking. What is the structure; what is the process in decisionmaking? Who decides who decides? In my own perspective, if we are going to have a community college system that has to relate to the community, keep the decisions as close to the local level as we possibly can. The strength and vitality of the community colleges are not in the state office. It's not the state coordinating board, the legislature, or the governor's office that is most important; the payoff comes at the local level in how community colleges serve the students and the communities in which they are located.

I still like the idea that the form we are going to design follows a function that we want. If we don't know what the function is, the form doesn't make any difference. The strategies that we need have to relate somehow to the future as we perceive it. An organization--to take about ten volumes and wrap them into three symbols—is like a triangle, where the memos flow up and the vetoes flow down. Higher education put its thinking cap on and discovered something called the round table; we all belly up to the table with a problem, we pass it around like food at the dinner table, it goes around and around and the difficulty is that we have all kinds of participation, but we don't have any decisions.

What is apparent is that there is much more participation. Today, we talk about partnerships, we talk about linkages, we talk about networks. These are ways in which we have to get things done. We have to overcome some of the structures that we invent. We talked in both groups I attended this morning about two plus two—about putting together programs, especially in the technical areas, beginning during the junior year in high school and running through to the community college level. Then someone suggested that we really need another plus two at the other end so that we have a coordinated program designed for students, not for structures that we represent, so that students can move through a coordinated curriculum planned by the faculty responsible for carrying it out.

Community colleges especially, and I think education generally, is moving to a dominant place on the economic agenda. This does not mean that we are forgetting all the traditional responsibilities of the transfer programs, the vocational programs, or the social programs, like the literacy program and the family life program. These are still vital programs. But we have to look at new structures and new kinds of activities--in the job training programs, the relationship that we have with the JTPA and the Job Skills programs; the small business programs; the work of high tech and low tech and wide tech. All of these are activities in which the future will be determined. It's my assumption that economic growth and economic development are absolutely imperative to generate the revenue that we need to support the social programs that are going to make us human. If we aren't growing, we aren't going to achieve our social goals.

I'll conclude here with a rule of thumb. If our organizational problems--be they accountability, be they turf wars, or jurisdictional problems of any kind--if these problems are appearing habitually on the legislative agenda, there is a dysfunctional activity within our organization. We have to make them work so they don't appear on the legislative agenda. Let's work out our own problems. The biggest problem I see is that we have to find a way to get these things--the vision and the plan--through to the faculty. If I leave you with only one thought, it is that the faculty is the human resource that can achieve our goals. This is most important, and most neglected.

In the next ten years we are going to face a labor shortage. This is going to put burdens on us that we have not been prepared to think about because we have been managing surpluses all of these years as the baby boomers go through college.

Another generation is now entering the job market. There will be even greater competition for quality and a need to reach even deeper into our human resources. We will have to train people we have not had to worry about before for the simple reason that they are needed to make the great economic machine in the United States work. It has to work if we are going to hold our competitive edge with the rest of the world. Although I'm getting to the end of a long career, every time I talk about this I get so fascinated I want to do it all over again. That makes it time to sit down.

Group Discussions on Accountability

The group discussions of accountability began with three questions:

1. Should community colleges respond primarily to local needs or to state priorities?

2. Will increased fiscal accountability to the state adversely affect the community college flexibility to respond to diverse local needs and community functions?

3. Who should set priorities for community colleges and should these priorities be the same for all community colleges?

The discussion of these topics brought to light even more fundamental questions: What is accountability? To whom should community colleges be accountable? And for what purposes or ends are they held accountable?

The participants represented a variety of positions on these fundamental issues. To some, virtually any state involvement in the direction of community colleges is viewed as a potential hindrance. A local orientation in response to community needs is, in this view, the distinctive contribution of community colleges. To others, state roles are viewed as necessary in order to avoid duplication of efforts and to integrate community colleges into a state system of higher education. Only through coordination will community colleges approach their potential because of the many needs that cannot be met locally.

In addition to the advocates of local or state direction, others suggested that community colleges, whether state or locally governed, must be accountable to the students. Students "vote with their feet" in what schools they attend and what programs they select. This is really accountability to the market, with the role, mission, and priorities of community colleges determined in large part by the marketplace. There is an implicit assumption in this that student choices are the same as individual and social needs, and that immediate decisions are consistent with long-term objectives.

These three positions of local accountability, state accountability, and student or marketplace accountability are not mutually exclusive. Among the participants, however, there were clear differences in the emphasis given these three philosophical approaches, which resulted in different views on what agencies community colleges should be directly accountable to and for what purposes.

Accountability to Whom?

Typically, community colleges are directly accountable to a number of agencies and actors at the state and local levels. In addition to local or state governing boards, in most states community college operations are affected in various ways by state postsecondary coordinating agencies, state and local secondary school boards, and local advisory bodies, particularly with respect to occupational curricula and community services. Outside of education, additional direction and constraints are imposed by state legislatures and statutes, executive agencies, and federal regulations that govern employment conditions and the use of federal program funds. Each of these agencies and actors expects different forms and degrees of accountability. The discussions pointed out that the types of agency involvement and accountability imposed on community colleges vary among the western states.

Similarities in roles and agencies occur, however, throughout the West. In all states, higher education agencies and legislatures play leading roles in financing community colleges, in maintaining financial accountability, in determining the role and mission of community colleges within the public postsecondary system, in setting tuition levels, in coordinating student transfer and program articulation, in providing educational services commensurate with the social, economic, and geographical characteristics of the state, and in setting guidelines for institutional operations in areas such as faculty salaries and benefits. More recently, many states have become directly involved in program review and approval, curricular reform, admission and graduation standards, and other activities affecting community colleges. The discussions revealed that these emerging state roles often involve different types of accountability. Community colleges are expected to be accountable to external agencies and the public for program quality and results, institutional effectiveness, meeting student and general public expectations, and contributing to social and economic change.

Several state legislators pointed out reasons for these growing state and, in particular, legislative roles in community college functions. The proportion of state funding to community colleges l generally increased in the western states. In providing this funding, state legislatures impose additional stipulations and expectations. The extent of state financial support means that community colleges must justify their use of public funds

in light of many competing needs. In terms of institutional autonomy and accountability, the increases in state funding have come at a cost in many western states. When the programs and goals of community colleges have not been clearly defined, or when there are questions of community college roles in meeting state educational goals, legislatures often attempt to impose order and coordination.

Several legislators acknowledged these actions may be inappropriate. What legislators should really do is demand that educators themselves impose these guidelines. Similarly, if there is a public and legislative perception that educational standards and accomplishments are lacking, they are apt to step in when educators fail to act. Several participants emphasized that state legislatures are not interested in control simply for the sake of control. Legislatures tend to step in only when there is a feeling that things have gotten out of control, when institutional actions appear inconsistent with public expectations. In all these areas, however, there must be more willingness for both legislatures and educators to go beyond adversarial roles and relationships. Many participants acknowledged that adversarial relationships hinder accountability and understanding. The mutual recognition and understanding of legislative and educational roles are a necessary precedent to meaningful accountability.

Despite the growing influence of state roles, there was a general recognition that being responsive to local needs is a top priority for community colleges. This is true even for those community colleges that are funded entirely by the state. Serving local needs is their strength, their distinctive contribution to postsecondary education. If they were not responsive, they would not be community colleges, but simply branch facilities serving nonlocal objectives. This view was strongly expressed by the participants, even though there was an equally strong recognition that local responsiveness must be tempered to avoid unnecessary duplication in programs and to merge community colleges into state education systems.

Strong support was expressed for protecting the flexibility of community colleges in establishing programs and curricula, maintaining local business and community relationships, providing community services, setting priorities consistent with local student characteristics and needs, coordinating programs with local school districts and regional universities, and nuturing leadership at the local level. This flexibility and responsiveness can only be main-

tained if local decisionmaking and institutional autonomy are respected, which in turn can only be maintained if there is mutual respect and recognition of both state and local perspectives.

The competing but potentially complementary needs for state coordination and local responsiveness suggested to many participants that accountability is necessarily a complex and many-sided process. The fact that community colleges generally operate under some degree of shared governance means that they are accountable for different aspects of their operations to different public agencies at both the state and local levels. Local autonomy must be qualified by role and mission assignments that avoid the unnecessary duplication of high-cost, low-demand programs or the use of state resources for purposes unconnected with state needs and priorities. This is particularly true when the proportion of state funding is increasing and competition for state dollars is intense. When necessary, it becomes the obligation of community college leaders to convince state legislatures and others that their use of state funds does in fact serve important state purposes. Local needs must often be communicated in terms of statewide perspectives. When this is done effectively, the apparent conflicts between local accountability and state accountability can be minimized. Accountability, many participants felt, can become a process of healthy and constructive tension involving the melding of state and local perspectives. At the same time, the discussions revealed that there is no perfect system; the process of shared authority and accountability to multiple agencies probably has to be invented and reinvented periodically in each state and locality.

Accountability for What?

The participants agreed that the core of accountability is fiscal accountability in the use of public funds. Accountability, however, now extends well beyond accepted accounting practices to include the effectiveness of program expenditures, the relationship of expenditures and programs in one area to overall educational goals, and the quality and standards of the services provided. These qualitative dimensions are intended to make community colleges more accountable for their responsibilities to students and the public at large.

These changes in the nature and scope of accountability raised a number of concerns within the group discussions.

1. With respect to the core of fiscal accountability, states and community colleges cannot ignore the tendency to be more accountable to local interests when there is local funding, and to state interests when there is a higher proportion of state funding. In most states the trend has been toward more state funding. This suggests the need for checks and balances to ensure that local responsiveness will remain a reality. In the crunch, particularly when driven by fiscal interests, institutions and state legislatures may tend to respond first to state needs. There was strong agreement that this must not become an exclusive response.
2. If necessary and appropriate to the tax system within a particular state, this may mean that states and legislatures should reconsider the constraints on taxing at the local level, rather than replacing local tax revenues with state sources. To a significant extent, local tax limitation measures have been adopted without a clear understanding of their implications on local institutions such as community colleges, and in particular on the degree of local responsiveness and accountability that results from local funding. Some western states heavily affected by local tax limitation measures are examining these conditions and re-evaluating the position of community colleges with respect to governance structures and accountability.
3. Some western states have relied historically on state funding rather than local or proportional funding for community colleges. Their experience suggests that in the absence of shared fiscal responsibility, other means for local and state accountability may be necessary. The direction and strings attached to the use of state funds should not unnecessarily inhibit institutional flexibility, and should attempt to provide incentives for responding to local as well as state priorities. Many legislators emphasized that what they have in mind in terms of accountability is not subservience, but results—results that can be measured at the local as well as the state level. New forms of accountability will be necessary in order to develop measures of results.
4. A strong feeling was expressed that current community college funding formulas, particularly those based exclusively on full-time-equivalent enrollments, adversely affect quality and offer few incentives for improvements in institutional leadership and management. Designed

primarily as means to equalize and rationalize the allocation of public funds, enrollment-driven formulas provide few incentives for quality, institutional change, and leadership. Accountability too often degenerates into the counting of students, with little information with respect to the needs being served and the goals that are sought. Many participants argued that alternatives to enrollment-driven formulas need to be examined.

5. In connection with this dissatisfaction, a strong feeling was expressed by many participants that accountability is currently overly concerned with physical things (state dollars, buildings, capital expenditures, and the number of students) in disregard of more important qualitative information on the types of students served, the quality of programs and faculty, and overall educational goals. Current accountability procedures also tend to discourage planning for the future; visionary leadership is inhibited and long-term needs may be disregarded. The process of accountability must provide the room and incentive for qualitative measures and for change if it is to serve long-term educational needs. Accountability needs to be expanded from a negative and restrospective counting of resources to a process of sharing information of future goals and how they are to be achieved.

6. In conjunction with expanding the components of accountability, many participants urged that participation in the process be expanded. If there is to be accountability for meeting student needs, then students must be brought into the process. Additional student participation may be called for and, equally important, may be necessary for acquiring better information and data on student characteristics, needs, goals, and achievement levels. Accountability, broadly speaking, depends upon measuring progress from some known starting point to some specified goals.

7. Similarly, many participants urged that community college faculty must become more directly involved in the process of defining and achieving institutional and state educational objectives. In many ways the accountability of the faculty is at the center of accountability for all education. If teachers are not accountable for achieving certain results, education cannot be accountable. This suggests the need for direct faculty involvement so that they understand the missions of their

institutions, contribute more effectively to systemwide as well as individual educational objectives, and communicate more fully with administrators, legislators, and the general public. If there is to be a broader accountability of education to society, clearly faculty must be more involved in this process than in the past.

In conclusion, the discussions examined many shortcomings in the current conception and practices of accountability. In general, the participants sought to broaden the framework, to expand the process of accountability to include more of the affected parties and more of the objectives of education. For community colleges, the implications of such a process include more rather than less sharing of information between local and state levels, more coordination of planning and objectives while avoiding interference with the institutional flexibility necessary to carry out these objectives, more participation in setting goals, and more reliable measures of progress in achieving these goals. The participants outlined a broad challenge to community colleges, but one which they clearly thought would strengthen the position of these institutions and contribute to meeting the educational needs of the western states.

SUMMARY

Thomas Gonzales
President, Linn-Benton Community College, Oregon

Good afternoon. My name is Tom Gonzales. I guess one of the reasons why I was asked to provide some general comments and sum up today's discussion is that I have worked in four of the states WICHE represents over a number of years. I've worked at both the secondary level and the community college level in Wyoming, California, Colorado and Oregon. I have been critical of WICHE in the past, mainly because I didn't feel that enough was being said about community colleges by that organization. I'm really glad to see that this type of focus is developing. Let me get right into some impressions that I've gained on the various topics and do a general wrap-up statement.

Accessibility seems to be an issue that involves basic literacy, and that happens to be somewhat an indictment of the entire education system. In particular, people are asking where the literacy function resides and who has the responsibility for providing these kinds of services--not only to K through 12 and the 18 to 24-year-olds, but to the adult population we serve in community colleges. There are a lot of diverging points of view on that subject. Also, it came through rather clearly that there were some different points of view on how to fund community colleges. What was also clear was that I didn't see a definition of remediation as it relates to the literacy issues, at least in the groups that I listened to this morning. I would like to point out a study being undertaken by Lee Kirschner in the California system which will develop a taxonomy of remediation. It's being put together in the form of a position paper. If you want more information about that, contact Lee Kirschner who is here today.

In addition to a lack of commonality on remediation, there is a nagging question of who should deliver it. Should this be a primary role of the community college system? Should we try to contract remediation out to other agencies? Should it be a major role of K through 12? What does the business of higher education have to do with remediation, especially at the four-year level? We find that what constitutes remediation at Berkeley is a lot different from what constitutes remediation at a community college in Wyoming.

So we have some differences there. It's clear to me that we need some definitions of terms, and I want us to address that particular problem. There is a community college commitment to upgrade literacy in our society and population. However, more questions were raised than we have answers for in terms of how we address this topic.

Let me briefly shift to economic development. Community colleges have been playing a major role in this area, perhaps a more significant role than other sectors of higher education. Divergent opinions exist on changing the focus or the mission of these institutions to connect with business and industry according to their immediate needs. Should our community colleges be geared to the marketplace or should we be more cautious? The consensus today is that you pick and choose the kinds of things you do, as Myrna Harrison mentioned this morning. If you allow industry to dictate your direction in terms of the job market, and you train specifically toward that direction, you may be refocusing the mission of your own local organization.

The issue of how to fund economic development projects and whether the state or the local community should support a major portion of the economic development effort was raised. There was general consensus that a lot of these efforts should take place at the local level and that decisions should have a lot of local input based on community needs. State participation and oversight is necessary, whether it be through a state department of economic development, a legislature, or some other mechanism like the governor's office. A major portion of the responsibility should be assumed by those who benefit the most. This does not preclude students from assuming a fair share.

Fostering interstate cooperation for enterprises was also mentioned today. Large corporate structures are moving in; after community colleges develop programs specifically tailored toward those corporate structures, they may find that there are too many such programs, and jobs for very few people. Perhaps we need to take a look at programmatic efforts across the states that relate to who's doing what, with some kind of overview and some cooperation on the part of the adjoining states.

One area of deep concern—John Terrey brought this out this afternoon—is an increased emphasis due to scarce resources on the changing role of community colleges. We see an increase in cooperation between K through 12, the secondary schools and the postsecondary sector. Specifically, it was brought out in many conversations regarding occupational education that these are

high-cost programs. It is quite apparent that the job market changes rapidly, and quite apparent that some of the schools cannot provide these programs as they have in the past. Who has the responsibility for delivering these kinds of programs? There were some divergent points of view on it, yet it's probably one of the best areas in which community colleges could be involved. The two plus two plus two program is one that's being developed nationally as part of the community college forum. It is just now being picked up by legislators as a new approach and another way to conserve resources.

Another subject which was approached with caution was state control. More state funding may involve more control, but we have to be cognizant of the fact that these organizations were built around communities. They were built around flexible kinds of systems that were designed to meet local needs over a given period of time. What may have been true of the community college focus ten years ago may not be true in the next ten years in a different community and a different part of the state.

Another part of this changing environment is the leadership called for by these new directions. I didn't hear a lot about this today. Who will take on this responsibility? Who will assume a leadership role in relating all the various issues brought out among the various groups today? That's a tough one. Presidents can do it, perhaps. They have vested interest, obviously. Our legislators may have vested interest. Community groups also have vested interest in choosing leaders. It is apparent that there is a leadership question that permeates the issues of accessibility, economic development, and accountability. One point highlighted by John Terrey's comments is that looking at leadership requires looking at the relationships and partnerships that should be taking place across various parts of the country.

I want to wrap up with some comments on the past few years of community colleges. There is much agreement among legislators now, and that is a change in the WICHE region in the past ten years. There has been a shift in the past ten years from an emphasis on control to one on meeting local needs and placing accountability, goal definition, and mission review and placement of these topics at local levels. People still want the oversight control, and the state legislature review process while simultaneously shifting resources to the local level. To me that's been a major shift, but I'm not sure that you all have experienced it equally in terms of the political framework in all fourteen states during the last ten years.

Community colleges are going through a major transition period. They were established primarily as flexible, community-based organizations. They have established a large scope of undertakings in their first twenty years, and that's been questioned at both ends of the spectrum. To accomplish a balance between state and local control may require developing a new trust relationship between legislators and educators in this mutual area of interest. In developing a trust relationship between the legislative and educational perspectives, we have to sit in the same room and talk about what conditions are common and move forward on the common purposes. I was really glad to hear one discussion group talking about developing mutual trust mechanisms to get beyond the credibility issues that always seem to pervade the hallways of academia as well as the legislative marble rooms. The credibility issue is one I see as very important, and I think a workshop like this helps to set us in the right direction.

Finally, I want to refer to one study that you ought to read. It's by Harold Hodgkinson; it came out last year and is entitled "Guess Who's Coming to College: Your Students in 1990." The paper includes research about population shifts that will drastically affect the mission of colleges and the potential impact upon legislators, administrators and faculty members. I highly recommend it.

Patrick Callan
Executive Director
California Postsecondary Education Commission

To call what I'm going to try to do in the next few minutes a "summary" would be terribly optimistic. After wandering from group to group today, I decided not so much to summarize but to give you some impressions of what I heard throughout the discussions. First I want to emphasize, as Tom did, that for the most part nobody was advocating solutions for fourteen different states. That was not the common emotion or intent. There was, I thought, a great deal of intensity and openness in the discussions which hopefully can set the tone for similar discussions back home. There was an absence of a problem-solving mode today, which contributed to good discussion. I think WICHE is to be congratulated for enticing you to come, for setting up this kind of forum, and for preparing the background papers.

One real consensus I observed is that the issues we came here today to discuss are quite critical. Nobody said "what difference does it make what happens to the community colleges" or "everything is okay." Second, there seems to be a consensus that community colleges are at a transition in most if not all of the states in the West. This is due to a whole set of economic, demographic, and political transitions that have occurred both within and outside the community college world. Third, I think there is a consensus that these institutions play an absolutely critical role. Whatever differences we may have on the margin about how they should do it, or what they should do, community colleges are critical social and educational institutions in all of our states.

From listening to your discussions today, the first observation I would make is that no matter what the topic of the discussion was, or no matter how people felt a particular issue should be dealt with, the centrality of mission kept coming to the fore. Whether the topic was accountability or economic development or access, it was largely centered on what the community colleges ought to do. This is an area of significant ferment right now. In order to deal rationally with the questions of governance, finance, and whatnot, we are going to have to continue to talk about mission, regardless of where the locus of authority is in each state. We will have to try to build substantive political consensus about that, if we're going to move on the rest of community college agenda.

The second major impression I have is that basically we want it all. We want educational opportunities for all who can benefit, we want economic and social mobility for individuals, and we want trained manpower and educated citizens for society. We also want higher standards, less effort on the part of all higher education institutions, and a remedy for the deficiencies and omissions of other educational sectors including the public schools. We want to compete for industries and jobs and to meet the trained labor needs of our communities; yet still we want to preserve and protect the other important roles that these colleges play as educational institutions and ensure they don't become just an adjunct of industry. We want rational and efficient management, and we want clear delineations of functions among the educational sectors--that is, the public schools, the two-year colleges, and the four-year institutions. We want clear delineations of functions, but we also want flexibility, decentralization of decisionmaking, and institutions close to

communities and responsive to them. We want clear priorities especially when resources are scarce. We recognize that there are individual and social benefits to virtually all the potential and actual missions of community colleges. I do think we want it all.

That is not something to disparage, however. I think our aspirations are healthy and they emanate from very real values that are held in our states by our people and by our political and educational leaders. They are democratic values: we want equity, and we want education. We want educational opportunities for all our citizens wherever they live in the state. Of course, only the states can assure that that happens. At the same time we want diversity; we want institutions to be able to be different because they exist in different communities and serve different needs. But we also want efficiency—we want to get the maximum bang for the buck. We don't want to waste money; we want to make sure that every dollar is targeted on a legitimate societal ne At the same time we want a lot of flexibility for the people who have to run programs. These are all legitimate and important values.

I would suggest to you that in the past, and I suspect in the future as well, much of the vitality that community colleges and other types of higher education institutions have shown comes from the effort of each generation to develop its own synthesis among these competing values. That d s not mean we can solve these problems by elevating one at the expense of the other. h don't want to choose between access and quality, or efficiency and local control. Rather, we need at each key point in the history of our state systems and of our community college systems to reestablish what the appropriate balance is between those competing values, and then to make sure that balance is reflected in our governments and our finance and our programs. As we look to the 1980s and 1990s we should realize that this conflict and ambiguity is a healthy thing that we need to struggle with. We shouldn't try to make those tensions go away; we should try to keep them in some kind of healthy balance. My suggestion is that we look at these things as dilemmas--not as problems to be solved, but as dilemmas.

Let me conclude with a series of other observations, some of which I drew from listening to you and some of which probably reflect my own biases. First, I think it's important to remember that no matter how troubled some of our community colleges or some of our state systems might be (and we do have a few in this region that are troubled), by and large these are successful

systems by any conventional measure. Indeed, we have some of the best community college systems that have been developed in the United States and in the world and they're entering a new era in which their objectives ought to be built on their strengths. Peter Drucker makes the point that in a way success is the biggest enemy of change. If you succeed, it's very very hard to recognize the need for change. Whereas if you fail, you know that you must. It seems to me that we have done many of the things that the states wanted us to do when they formed their aspirations for the period of growth in higher education that occurred in the late 1950s and early 1960s. That is, we've expanded the systems; we've brought in new people; and we've not completed our agenda with respect to access, but we've accomplished much. Concern for quality now weighs heavily on the agenda. These institutions are big and expensive and vulnerable to all kinds of economic fluctuations. Nevertheless, they are successful systems.

The second observation is the importance of operating out of a policy framework. I'm repeating some of what I suggested earlier in which mission is the central element Simply tinkering with our government and finance systems or tinkering with our programs--or, as I think has happened in my state, letting those systems simply change and respond to other major changes in the public sector like Proposition 13--is not likely to get us where we want to go in terms of effectiveness. We really need to operate out of a sense of mission and how well the other things that we do relate to that mission. In most states I think there is enough good will and enough bright people and energy to deal with either finance or governance or mission. The challenge is to make them all mesh so that we decide what the mission is, what our finance system provides incentives to do, and what our governance system is structured to do, and not the other way around. We need to operate and understand the difference between mission, which is the end, and governance and finance and programs, which are the means.

The third observation (this was brought up earlier in the day and it came up a couple times in discussions) is that community colleges are a very important social movement as well as an educational movement. I think that is both a strength and a liability. It's an asset because the colleges were based on democratic values and ideals about equality and educational opportunity and social and economic mobility, which are very important to our society and to our states. That ideal is responsible for many of the good things that

have been accomplished. Yet it is a liability, in the sense that Dick Richardson pointed out this morning, because it is characteristic of true believers and people who are caught up in the ideology of this onward march of democratic institutions that they are insufficiently analytical and self-critical about the basic values we stand for. To the external world it may appear that we're not clear about what we're going to do. There is a real danger when institutions and programs (for instance, those set up to serve the disadvantaged) appear to fail to perform their mission, or don't perform it as effectively as they can. Being insufficiently critical is not helpful to improvement of the institutions. In California, a $50 tuition fee led us to open colleges short $100 million and eliminate 125,000 students from the system. That lacks some clarity about values as well as a confusion of ends and means. I think we have to nurture that part of the community college that is heavily tied to ideals and still be wary of the parts that don't let us ask for ourselves the tough questions. We shouldn't leave that to others.

A fourth observation is that we should think about mission in terms of what we want to commit to our students and to our potential students, rather than thinking of it in institutional terms only. What does it mean to say that this state is going to have a community college system or an open access system or whatever? Who will we serve? What sort of services and programs will we provide? What results are we willing to be accountable for? Who will pay for them? I think these kinds of questions that are oriented around the student are a better handle for getting at the larger questions of institutional mission than talk about role and mission in the abstract. From the standpoint of public policy, legislators need to see things in real terms so they can talk about who we're going to serve, and if necessary, who we're not going to serve and who's going to pay.

There is a real issue with respect to mission that underlies much of the discussion about the role of marketplace versus educational policy and educational planning. To what extent does a community college system or an individual institution have a mission which can be talked about and for which it can be held accountable? To what extent is an institution at any given point in time just a sum total of the market forces and the political forces that are acting on it? That's a question we need to sort through. It struck me--if you will all pardon me for saying something that will offend both the legislators and the educators here today--that the one common theme that runs

through much of the discussion is that we all have a preference for the allocation of benefits rather than the setting of priorities. Together, somehow, we're going to have to find ways of creating a political climate in the states so that priorities can be set and can be accomplished.

The fifth observation is that the whole issue of remediation is painful, anxiety-provoking, and anger-provoking. It is the most unpopular issue, whether for educators or legislators, that we have to deal with. Much of our inability to come to grips with this issue comes from the fact that we just flat out don't like it, and the colleges themselves are quite ambivalent about it. When the California Postsecondary Education Commission did a major study of remediation in California three years ago, the colleges were terrified that we were going to recommend that they stop doing remediation. When we did not recommend that, they said we were trying to dump all the lousy students on them. I think there's an ambivalence there, and there certainly is an ambivalence on the part of the public and the policymakers. Much of it does represent a failure of the education effort in our states and in our country; nevertheless we must recognize, regardless of who is going to do it, that there is an enormous societal need for remediation. The societal costs of adult illiteracy are enormous in terms of unemployment, welfare, and other areas. Given the magnitude of effort in remediation and the efforts that are needed, we ought to know more than we know about what we are doing, how effective it is and what is needed. We don't examine the questions adequately because we are reluctant to face up to the basic issue.

I want to close with this last observation. The issue of access, regardless of where you draw the line, is a state-by-state issue of who will be served by postsecondary education and what kind of institution will provide which services. It seems to me that we are entering an era that is different from the past 25 years in that the burden for providing access falls heavily on the states and on the colleges and universities without additional help from the outside. I don't think the help we get now is going to grow much more. The future of access depends much more on incremental decisions made at the state level about institutional support, student financial aid, and things like that, than it did through most of the era from which we are emerging. That makes reciprocity even more important because, on the margin, those kinds of efforts are going to have much more impact on the lives of individuals and communities than they have before. Also, the final piece of the access issue

is that we need to focus on the relationship of public schools, community colleges and four year institutions. Whether you call it two plus two plus two or whatever, it is a key to dealing with our access as well as our quality issues and improving articulation. Improving those relationships, I think, is quite important.

I had a couple of comments on governance which I think I'm going to save, but I'll say again that I think everything does come down to the question of mission. Regardless of how we structure our programs, regardless of how responsibility is divided in each state, our discussions and the kinds of opportunities we have are really making an enormous difference. The real question is not where we're going to set legal authority for each function, though that might be part of the question. The real question is where the leadership and the vision that Tom Gonzales and John Terrey talked about is going to come from. It is times like this and times of flux and times of transition that effective leadership and vision and individual initiative can make an enormous difference. I think we're at that point in the history of community colleges in most of our states and in the West in general. My own sense is that this conference has been a significant help to all of us in grappling with many important issues.

CLOSING

Louise Ryckman
Wyoming State Representative

I'd like to believe that you're all here sitting patiently waiting to hear my closing remarks, but for those of you waiting for cocktails, I'll try to be as brief as possible.

All of our speakers today left us with many perspectives and ideas. Early this morning, Helen Sommers asked us to reshape our heads, and I know mine has been reshaped. I'm sure it's safe to say that most of you have had your heads reshaped.

Based on the discussions which have taken place today, I would like to make a few personal observations. I'll reiterate some of the things that have been said in summation. First, though the conference workshop treated access, economic development, and accountability separately on the program, elements of each topic interject into the other. Also, at least in the discussion groups in which I participated, several key ideas kept surfacing, and those included flexibility, mission, remediation, control, and of course, funding. Several questions were also raised in my mind. Do we need to fund community colleges differently? Do curriculum and requirements need to be restructured? Do we need more cooperation and communication on the state level as well as on the regional level? And most importantly, are we serving the needs of the citizens of our states?

Community colleges are at the crossroads, and I think most of us knew that before we arrived here today. But I hope that from the discussions today each of us has a better idea of the direction we will follow now that we are at the crossroads. I encourage you to take what you have acquired here, think about it, discuss it, and most of all, use it when you make those important decisions on community colleges in the future.

Finally, I'd like to thank Phil Sirotkin and Martha Romero and their staff for putting on what I found to be a timely and worthwhile workshop. Thank you, Martha, for being a hard taskmaster and keeping us on schedule, and thank you also for providing us with a balance between educators and legisla-

tors. We tried hard to do that, and I think it was accomplished. Thank all of you for coming and making this a nice day even though we had to spend it indoors.

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