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ABSTRACT

This report by 27 college and university presidents stresses the primacy of efforts to provide full and equal access to institutions of higher education, especially land grant institutions, and to the full range of programs and services they provide. Three challenges are identified in increasing access. First, price, although public university tuition remains affordable for most families, prices have been increasing and are at a level where they represent a hurdle to access. Second, diversity growth rates for minority populations are large and these groups must have access to higher education. Third is technology which can provide educators and students unprecedented access to powerful networks and increased learning. Seven recommendations are offered: (1) transform land-grant and public universities to meet the needs of traditional and nontraditional learners; (2) build new partnerships with public schools to increase student access and improve teacher education; (3) validate admissions requirements; (4) encourage diversity in student admissions; (5) clarify course-credit transfer and articulation agreements; (6) renew efforts to contain costs and increase aid; and (7) focus on what students need to succeed. Two appendices provide acknowledgments and a listing of meetings of the Kellogg Commission. (DB)

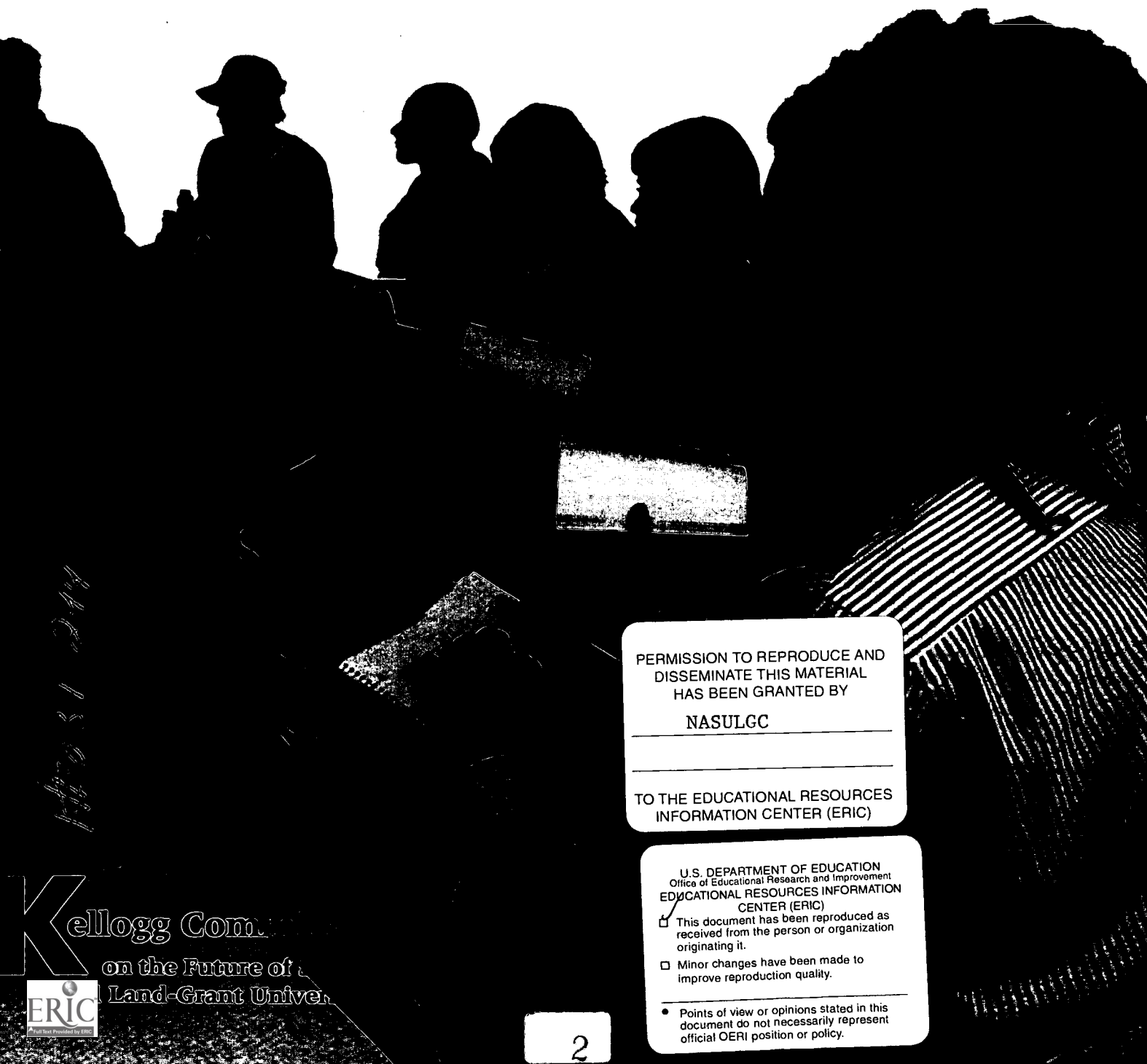
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ED 419 467

# Returning to Our Roots



# STUDENT ACCESS



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**Kellogg Commission**  
on the Future of  
Land-Grant Universities



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*An Open Letter to the Presidents and Chancellors  
of State Universities and Land-Grant Colleges*



# Returning to Our Roots

## STUDENT ACCESS

*T*he members of the Kellogg Commission believe in encouraging broad access to our institutions and greater diversity in enrollment not because access and diversity make good economic sense—although they do—but because they are matters of simple fairness and justice.

KELLOGG COMMISSION ON THE  
FUTURE OF STATE AND LAND-GRANT UNIVERSITIES

MAY 1998

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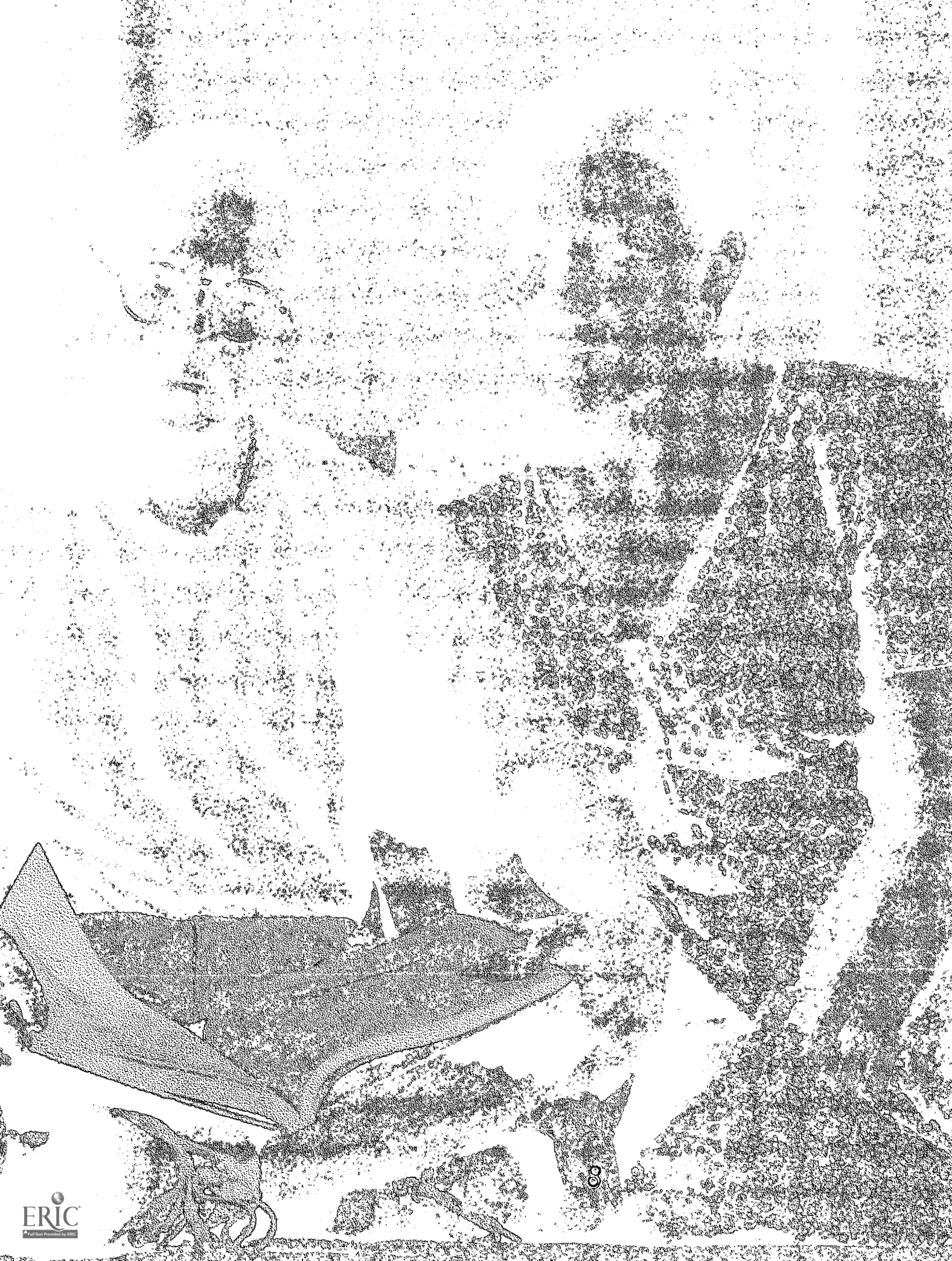
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## EXECUTIVE SUMMARY



WE WRITE AS a group of college and university presidents and chancellors to express our dismay about the shape and nature of the current conversation about educational opportunity in the United States.

It's no secret that a debate rages across the United States about access, diversity, and affirmative action. All of these are troubling and difficult issues. As presidents and chancellors, we find them difficult too. We want to make several initial observations about the nature of the problem:

1. Access to our institutions will become one of the defining domestic policy issues in coming years. It is already on the public agenda; it will become even more urgent as we move into the 21st century.
2. We are among world leaders in providing postsecondary access, but we do not hold the top spot.
3. Some of our flagship institutions are trapped in a zero-sum game in which they are unable to offer admission to all qualified students. Public officials and our institutional leaders must somehow find the will to provide all students with the educational opportunities for which they have prepared themselves.
4. Our traditional concepts of access need to be rethought for the future. As a new century dawns, it brings with it a number of changes and challenges with which we must

contend, including tenuous state support and new teaching and learning enterprises emphasizing technology and distance learning

5. The full force of the challenge of maintaining the diversity of our institutions has yet to be felt. We haven't seen anything yet. The face of America will be remade in the new century. We should broaden access because it is the right thing to do. But if appeals to fairness are insufficient, Americans need to know that access must be broadened because the practical economic need for diversity on our campuses is too compelling to ignore.

### The Access Imperative

Despite impressive progress in recent decades, educational opportunity in America is still far from equal. Full and equal access for all—to our institutions and to the full range of programs and services they provide—is a worthy and attainable goal. It remains to be met.

Many of us have made good efforts. Yet all of us know how much remains to be done. Land-grant institutions were created to open opportunity and broaden access to higher education. Today, this historic commitment must encompass the different educational needs of many different kinds of students coming from different and ever-more diverse backgrounds. Anything short of that is not true access in terms of our institutions' history.

We know, too, that access alone is not the real challenge. "Access to success" is. For students, the problem is one of "getting in, hanging on, and getting out," as one of them has put it. Otherwise, access at the front end is simply an empty gesture.

We are keenly aware that the variety of our institutions and the states in which they are found complicates the access issue, seemingly beyond measure. The access imperative is common everywhere, but in each state, it presents a different face. However it presents itself, in the final analysis what we are really talking about is not simply access to higher education, but access to the full promise of American life.

Three challenges complicate our efforts. The first is the issue of price; the second is the challenge of diversity; and the third is the opportunity represented by modern technology and the development of a "wired nation" practically overnight.

### Price

Despite recent increases, public university tuition remains affordable for most families. Nonetheless, prices have been increasing. For example, in 1980 the charges for average *undergraduate tuition and room and board at public institutions* amounted to 32 percent of total income for a family in the bottom tenth of the income distribution. By 1994, the same charges ate up 55 percent of that family's income.

Our prices are reasonable. They can be justified and increases in them can be explained. Nonetheless, because

charges have had to be raised to compensate for declining public funds, today, on average, prices are at a level where they represent a hurdle to access.

### Diversity

According to the Bureau of the Census, this nation's majority population will only be about 10 percent greater in the year 2040 than it was in 1990. Growth rates for minority Americans will be substantially larger. The African-American population will increase by more than 50 percent. Hispanic Americans will become the largest minority group in the country sometime between 2030 and 2040. And Asians, Pacific Islanders, and Native Americans, collectively, will triple their current population by 2040.

If our society denies Americans such as these access today, what hope does it have of prospering tomorrow?

### Technology

A newly wired nation with powerful digital capabilities has arrived with startling speed. These developments foreshadow new education and learning possibilities for all Americans—in the home, on-campus, and at work, for young and old alike.

Managing the transition involved in all of this is going to be difficult. But it is already clear that it promises educators and students unprecedented access to a wide spectrum of powerful networks capable of individually tailoring instruction and exponentially increasing access to learning.

## Looking Ahead

There are many practical reasons for broadening access to higher education in the United States. Not the least of them is the degree to which work is increasingly knowledge-based and our society requires a well-educated workforce. "Excellence costs," it has been noted, "but ignorance costs far more."

But in the final analysis our support for broadened access is a judgment based on national values, one resting on tested democratic concepts of excellence, fairness, justice, and equal opportunity. We need the talent of all our people, wherever it is found. We cannot make the mistake of ignoring the educational needs of large portions of our population without exacting an enormous price from ourselves in terms of lost ability and missed opportunities. And we should not stand idly by as the gap between rich and poor in America, now greater than it has ever been, widens. Higher education is the great American equalizer.

## Access to Success

The members of the Kellogg Commission on the Future of State and Land-Grant Universities are committed to promoting expanded access to an excellent system of public higher education, one that successfully delivers high-quality instruction to all, practically on demand.

Creating and maintaining such a system require that we address several issues: the academic preparation of traditional students, institutional admissions policies, the need to improve student support services, and

institutional flexibility to meet the needs of non-traditional learners.

**Academic Preparation.** Although few people are completely satisfied with the quality and rigor of their secondary school preparation, our pool of traditional applicants is a lot stronger than most of us are inclined to acknowledge.

That is not to say that significant problems do not exist among graduates of many schools located in low-income areas in inner-cities and rural areas. Several national analyses point to educational problems in these communities ranging from very high dropout rates and student absenteeism to poorly-prepared teachers. Not surprisingly, when students from these schools arrive at our doors, they encounter a lot of trouble. Frequently they do not meet our admission requirements, or once admitted struggle academically and socially.

**Admissions Policies.** Evaluating prospective students is a process that has long been shrouded in anxiety and mystery. But the major elements haven't changed much in generations: high school transcripts combined with admissions test scores drive the process for the most part, supplemented, in some cases, with letters of recommendation. Literally hundreds of studies on different campuses have revealed the same thing. There is no perfect measure to predict college success. Indeed, each of the measures used is, by itself, limited in its ability to predict success in college.

Because of the visibility of admissions test results in the profiles of our classes, some of us have tended to

over-emphasize their importance. Some institutions lean more heavily on standardized results than their predictive validity may warrant—despite warnings about overuse and abuse of test results from prominent testing officials.

**Support Services.** Recent analyses from the National Center on Education Statistics reveal an astonishing waste of young talent as it moves through the higher education system. Eleven years after their high school graduation, only about 55 percent of those who ever entered a two- or four-year institution had obtained an education credential of any kind—a certificate, an associate's degree, or a bachelor's degree.

As the NASULGC Committee on Academic Affairs told the Commission, our institutions need to pay attention to issues of "access to the institution," "access through the institution," and "access from the institution." Access, *per se*, is not the issue; academic success is. Access is the easy part of our work, meaningful engagement of our students with our institutions remains the challenge.

**Institutional Flexibility.** We need to become much more user-friendly for students, traditional and non-traditional, particularly as mobility becomes a fact of life for more people in the United States. We also need to become more aware of student differences and more adept at dealing with diversity on campus. Students from minority backgrounds—African American, Asian, Hispanic, Native American, or Pacific Islander—should not feel that entering the academic world requires them to abandon their cultural identity or their communities.

All of us can benefit from approaches that encourage greater institutional flexibility. Technology opens up many opportunities to improve this situation. At its best, technology opens up radical new possibilities for expanding learning and improving institutional functioning. Through the use of extension services, correspondence courses, "universities of the air" and "cyber" universities, state and land-grant institutions can do a lot more to broaden access.

### A Starting Point

America's strength is rooted in its diversity. As the United States embarks on a new century, our diversity remains our greatest strength. But it can sustain us only if we bring our entire society together, creating one from the many.

We must insure that no qualified students are denied access to American higher education simply because they can't afford it. We must insure that our admissions requirements are plausibly related to students' chances of success on campus. We must insure that, once admitted, students receive the support they need to succeed. Above all, we must insure that new kinds of institutions and programs are created to meet the new needs of today's students and tomorrow's. In short, we must return to the moral responsibility inherent in our roots of insuring access to higher education for all of our citizens.

The recommendations in this document point the way toward making a beginning on this important national work. The Kellogg Commission on the Future of State and Land-Grant Universities offers this letter as a starting point in this discussion.

## Recommendations

The United States and its institutions of higher education have come a long way in the last 25 years in expanding educational opportunity for students and citizens who had been left out—for women, minorities, non-traditional students, students with disabilities, older students, and the poor. Now we must do more.

To provide access to success, the members of the Kellogg Commission propose seven recommendations:

**I. Transform land-grant and public universities** by creating new kinds of programs and services, and if need be, new kinds of institutions to meet the needs of traditional and non-traditional learners.

**II. Build new partnerships with public schools** by working with specific secondary schools and their feeder schools to increase the number of students matriculating on campus, and also by improving our teacher preparation programs.

**III. Validate admissions requirements** by insisting on meaningful correlations between requirements and subsequent student success and searching for new ways of judging merit and identifying potential.

**IV. Encourage diversity** by including a broad array of attributes—socioeconomic status, attendance at a school with history of sending few students to college, coming from a single-parent home, or being a first-generation college student—in the admissions process.

**V. Clarify course-credit transfer and articulation agreements** by improving inter-institutional transfer of credit and simplifying students progress toward their degrees.

**VI. Renew efforts to contain costs and increase aid** by studying and adopting improved management practices, re-allocating savings to undergraduate teaching and learning, and seeking the assistance of public officials, friends, and alumni in maintaining the university's financial support.

**VII. Focus on what students need to succeed** by improving student support services and academic programs to insure that all students—particularly those who switch majors—have a better chance of success, and by encouraging faculty engagement in the task of meeting the diverse needs of students from different backgrounds.



## PREFACE

IN 1995, CONVINCED that the United States and its state and land-grant institutions were facing structural changes as deep and significant as any in history, the National Association of State Universities and Land-Grant Colleges sought the support of the W.K. Kellogg Foundation to examine the future of public higher education.

The Foundation, already funding several major institutional change initiatives, responded to this request promptly and generously. It agreed both to support a multi-year national commission to rethink the role of public higher education in the United States and to lend its name to the effort. The first meeting of the Kellogg Commission on the Future of State and Land-Grant Universities was held in January 1996. The Commission's first report, *Returning to Our Roots: The Student Experience*, was issued in April of the following year.

This Commission's only lever is the power of persuasion. We have neither the inclination nor the authority to impose change. Our role is to express the need for change. Our intention is to press for it. We intend to work with all of our colleagues in the nation's state and land-grant colleges and universities to foster change at our institutions. During our tenure, we plan a series of open letters to the leaders of American higher education, letters in the nature of conversations framing a vision of the possibilities before us and a general sense of the direction in which we should move. This document, *Returning to Our Roots: Student Access*, is the second of these letters. We plan three more—on engaged institutions, a learning society, and campus culture—along with a summative report anticipating what American public higher education might look like in a new century.

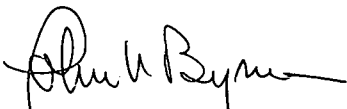
We want to thank our colleagues on the Commission for their commitment to this assignment and the many thoughtful ways in which they shaped this letter. Although each of the members of our Commission might individually have written a slightly different document, all are unanimous in supporting the broad themes and directions outlined here.



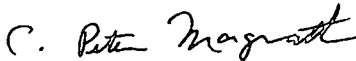
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# The Access Debate



WE WRITE AS a group of college and university presidents and chancellors to express our dismay about the shape and nature of the current conversation about educational opportunity in the United States. We want also to state our conviction that state and land-grant university leaders must play a role in transforming these discussions. Our concern is fixed largely on the shortcomings in public discourse about access, but it extends, as well, to the nature of the conversation on campus.

It's no secret that a debate rages across the United States about access, diversity, and affirmative action. Part of this debate involves anxiety about college costs and price. Part revolves around the nation's need to retool itself and upgrade the skills of its human resources to meet the demands of a globally competitive economy. But a major part of the debate has made university admissions policies a kind of academic, ideological, and cultural battleground in which we are asked to perform a sorting function for the larger society.

All of these are troubling and difficult issues. As presidents and chancellors, we find them difficult too. Before taking them up, we want to make several general observations about the nature of the access problem:

**1. Access to our institutions will become one of the defining domestic policy issues in coming years. It is already on the public agenda; it will become even more urgent as we move into the 21st century.**

We must understand that the nature

of the access discussion will change dramatically. For our institutions, the issues are profound. It is not simply a problem of fairness or even the distribution of limited resources. What is at stake is our very role as public universities: our institutions will find it harder to sustain themselves as a public enterprise, dependent on public support, if all elements of our society do not believe they benefit from them. Broadening access is the right thing to do in the name of fairness, and it is the right thing to do for the good of the United States.

**2. We are among world leaders in providing postsecondary access, but we do not hold the top spot.**

According to a 1996 analysis by the Organization for Economic Cooperation and Development (an international group based in Paris representing about two dozen of the world's wealthiest nations), Canada holds a comfortable lead in the proportion of 25- to 34-year-old adults who have completed postsecondary degrees. Fifty-one percent of young adults in Canada had completed a certificate or degree of one kind or another in 1994, compared to 32 percent in the United States. Norway and Belgium follow, with about 30 percent each.

**3. Some of our flagship institutions are trapped in a zero-sum game in which they are unable to offer admission to all qualified students. Public officials and our institutions must somehow find the will to provide all students with the**

**educational opportunities for which they have prepared themselves.**

In most states, the problem is not access to the system, it is access to the most prominent and desirable institutions. Public funds virtually everywhere support the opportunity to pursue an academic degree. Students enjoy many options. But access to a community college, a technical institute, or even to some baccalaureate institutions, does not always ensure access to all the possibilities available at a great public research university.

**4. Our traditional concepts of access need to be rethought for the future. As a new century dawns, it brings with it a number of changes and challenges with which we must contend.**

A new form of teaching and learning enterprise is already being created, one that emphasizes distributed learning centers, the use of technology for distance learning, and new methods of assessing and demonstrating competency. If we don't define and shape these enterprises, they may well overwhelm us.

Financing and financial aid issues are also likely to be transformed. State support is already tenuous. In 15 to 20 years, tens of thousands of middle-class students, their tuition already pre-paid, will appear at our doorsteps. Who are we likely to accept—these students whose tuition has already been paid, or low-income students desperate for financial aid? We must begin thinking about these challenges now.

**5. The full force of the challenge of maintaining the diversity of our institutions has yet to be felt. We haven't seen anything yet.**

According to demographers, the face of America will be remade in the new century. The majority white population will grow only slowly in coming decades. The size of the African-American population will increase by 50 percent. Hispanic Americans are likely to become the largest minority group in the United States sometime around mid-century. And Asians, Pacific Islanders, and Native Americans, collectively, will triple in size. Our institutions must serve all of these Americans.

If appeals to conscience are insufficient, institutional leaders and the American people need to understand that achieving diversity on our campuses is a matter of extraordinary practical importance. In an increasingly diverse world, the decisions we make on our campuses will be better decisions if they are made with the full diversity of opinions, talents, and backgrounds around our tables. Moreover, our students leave us to make their way in this more diverse world and its job markets. We will serve them best if their experience with us prepares them for that world. We should broaden access because it is the right thing to do. But when all is said and done, we also need to broaden it because the practical need for diversity on our campuses is too compelling to ignore.

This letter summarizes the thinking and findings that led us to these initial conclusions. It is divided into three parts: first, an environmental scan assessing the nature of the access dilemma; second, an analysis of what must be done not simply to provide “access” to an institution but to provide what we call access to success; and, third, a set of recommendations.

### The Access Challenge

Despite impressive progress in recent decades, educational opportunity in America is still far from equal. Full and equal access for all—to our institutions and to the full range of programs and services they provide—is a worthy and attainable goal. It remains to be met.

We will know we are making progress when our programs and services are equally available to all prepared students. We will know we are almost there when undergraduate, graduate, and professional school enrollment mirrors the diversity of the American people. We will know we have at last succeeded when our graduates reflect the economic and ethnic face of America as well. Finally, we will know that our success is assured when the novelty of full and equal access has long since passed.

If these standards define our destination, we are scarcely half-way home. We still have a long way to go.

Many of us have made good efforts; this document acknowledges several of them. Yet all of us know how much remains to be done. Land-grant institutions were created to open opportunity and broaden access to higher education. Today, this historic commitment must encompass the

different educational needs of many different kinds of students coming from different and ever-more diverse backgrounds. Anything short of that is not true access in terms of our institutions’ history.

Already, fewer and fewer students match the traditional image of a college student—a white male from a relatively affluent family, under the age of 22, attending college full-time. A majority of our students today are women; more students are from minority backgrounds; many come from low-income families; and a lot are older, seeking opportunities to study part time or in more convenient locations in order to juggle education, career, and family obligations. At the same time, the gap between rich and poor is widening in the larger society. This nation cannot function effectively in the future without diverse and inclusive universities.

We are under no illusions about the ease or difficulty of the task we put before ourselves. Below we discuss three great issues involved in the access debate—costs, student diversity, and modern technologies. But other questions remain as well.

Some, for example, have questioned whether a genuine commitment to access exists on our campuses. They wonder if many in higher education aren’t pointing to financial problems, inadequate secondary schools, contentious debates about affirmative action, and ballot initiatives as excuses for inaction. We must make our commitment real.

We know, too, that access alone is not the real challenge. “Access to success” is. For students, the problem is one of “getting in, hanging on, and

getting out," as one of them has put it. Otherwise, access at the front end is simply an empty gesture. The benefits of a commitment to access to success run in two directions: The more our institutions are able to create environments which help students succeed, the better we fulfill our historic mission; the more we fulfill our mission, the greater confidence the public has in us. This is one area in which institutional self-interest and national needs clearly run along parallel tracks.

We are keenly aware, too, that the variety of our institutions and the states in which they are found complicates the access issue, seemingly beyond measure. Many state and land-grant institutions maintain a proud tradition of open admission for all secondary school graduates; others take equal pride in their selectivity. Demographically and culturally, Vermont is no more like Alabama than Montana resembles California. Economically, the ability of citizens and public agencies to support higher education varies dramatically from state to state. Some states offer many college-attendance options, public and private; others offer few. In some communities and states, college attendance is likely to be taken for granted by practically everyone; in others, college attendance is the exception, not the rule. The access challenge, in short, is common everywhere; but in each state, it presents a different face.

Although we write to you because presidents and chancellors are in the best position to define the access challenge on their campuses and in their communities, we know you alone cannot address it. This issue must become the responsibility of

administrators and faculty members. If we are to have genuine "access to success," faculty and administrators must take ownership of the issue, becoming increasingly comfortable with the idea of taking students as they are and developing their abilities and talents to the point where they can complete their education successfully.

Finally, by way of introduction, we want to stress that our institutions are increasingly viewed as gatekeepers to the American dream. Whether that should be our role or not is beside the point. Because employers and the public view us as gatekeepers, they have turned us into them. Students, parents, and citizens everywhere understand that our institutions hold the power to withhold or bestow the high levels of skill and knowledge required for success in the modern world. And because they do, their understanding of what is at stake in the access debate is far from academic. In the final analysis, what we are really talking about is not access to higher education, but access to the full promise of American life.

### Three Great Challenges

Three great challenges complicate our efforts to broaden access to American higher education. The first is the issue of costs; the second is the challenge of diversity; and the third is modern technology, the development of a "wired nation" practically overnight. The first two are among the few issues in academic life to which the general public pays much attention. Although each is often-misrepresented, both represent real problems that must be addressed. The third is not a

problem at all, but an opportunity we have yet to realize fully. In significant ways, it promises to provide solutions to our dilemma.

## Costs

Broad or universal access to higher education is closely linked to affordability. Few academic issues generate as much public interest today as the question of college prices. Recent reports of steep increases in tuition have fueled concern that the expense of paying for college is rising beyond reason. This is a legitimate concern; but despite these increases, the prices most students and parents bear are remarkably modest.<sup>1</sup>

The vast majority of the nation's students are enrolled at public institutions, with charges that are much lower than those at private institutions. Nearly 80 percent of all students attend public colleges and universities with annual charges for undergraduate tuition and required fees that averaged only \$3,111 in the fall of 1997. In short, public university tuition is affordable for most families.

What, then, accounts for the public concern? Most of the alarm relates to press reports of college tuition in excess of \$20,000 annually, primarily at a small number of highly selective private institutions. But barely two percent of all undergraduates pay these costs in full, according to financial aid experts, and most of them are from families with annual incomes in excess of \$80,000.

Nonetheless, we must acknowledge that an affordability crisis exists in the United States. It is most acute for students from low-income families.

Tuition and fee levels, even at public institutions, are at all-time highs, and room-and-board expenses add to the family's financial burden.

In 1980, the charges for average *undergraduate tuition and room and board at public institutions* amounted to 32 percent of total income for a family in the bottom tenth of the income distribution.<sup>2</sup> By 1994, the same charges ate up 55 percent of that family's income. These are, of course, the very students who will receive the greatest benefit from student aid programs. However, the aggregate figures are likely to intimidate low-income students just as they begin to think about making college plans and public opinion experts indicate that most members of the public believe that financial aid is not for them but for someone else.

Increases in charges for families in the bottom quarter of the income distribution are not as severe as they are for those in the bottom tenth, but they run in the same direction. Charges amounted to 16 percent of income for families at the bottom quarter in 1980; by 1994, they consumed 26 percent. For families at the 50th percentile (an annual income of about \$41,230 for families with one or more children between the ages of 6 and 17), the corresponding figures are 10 and 14 percent, respectively. In short, even at public institutions, nominal charges have increased quite dramatically as a proportion of family income.

Like you, we know that many good reasons can be put forward to explain this state of affairs—declining federal and state support, the acquisition of expensive new learning technologies, increases in the cost of providing

health care benefits, and expanded student support services, among others. We know also that financial aid in the form of grants, loans, work-study, and (beginning in 1998) substantial tax benefits, reduces the price that many students pay. But from the consumer's point of view, the explanations are less than persuasive—particularly as traditional financial aid increasingly relies on loans, and reliable reports emerge of young adults saddled with large debts accumulated in the course of financing their education.

Put yourself in the shoes of a low-income parent: If just one of your children wanted to go to a college or university whose average charges threatened to devour about a quarter or half of your household income, wouldn't you blink? Then consider that most low-income families have no savings to fall back on, no home equity to draw on, and are not nearly as sophisticated about the mysteries of financial aid and how it is used to bring costs and prices within reach as those of us in the academic world.

Our costs are reasonable. They can be justified and increases in our prices can be explained. Nonetheless, because charges have had to be increased to compensate for declining public funds, today, on average, prices are at a level where they represent a hurdle to access.

This is particularly true for students from low-income backgrounds, many of whom are from minority backgrounds, but most of whom are white.<sup>3</sup> One way or another, all of us together must deal with this issue of affordability, or we run the risk of compromising access. And in compromising that, we risk our future.

## *Diversity*

Over the next half century, according to projections from the Bureau of the Census, America's population will increase substantially, from nearly 270 million today to more than 300 million. Many of these new Americans will be members of minority groups or immigrants. Already in many large cities and in some states, the majority of high school graduates is made up of members of various "minority" groups; in these areas, the term "minority" has lost any statistical meaning.

According to Census "middle series" demographic projections, this nation's majority population will be only about 10 percent larger in the year 2040 than it was in 1990. Growth rates for minority Americans will be substantially larger. The African-American population will increase by more than 50 percent. Depending on assumptions about immigration and fertility, Hispanic Americans will become the largest minority group in the country sometime between 2030 and 2040. And the demographic group made up of Asians, Pacific Islanders, and Native Americans ("other races") will triple its current population by 2040.<sup>4</sup>

If our society denies Americans such as these access today, can it have any hope of prospering tomorrow?

In recent years, public debate and misunderstanding about diversity as a factor in admissions—about ethnicity and race—have seriously compromised the ability of our institutions and our society to prepare for the demographic upheaval all of us know is coming. In looking at the demographic makeup of potential students in coming decades, there are few surprises about

the students who will be arriving at our doors in the next twenty years. Increasingly, these students will be immigrants or members of minority groups, most of them from low-income families. Yet fear, mistrust, and the residue of racism are among the

hallmarks of the public debate. Our institutions should not reflect popular prejudices; where they exist, we should confront and reject them (see sidebar below, University of California, Davis).

## University of California, Davis: Defining Beliefs and Principles

As the old proverb has it: A journey of a thousand miles begins with a single step. Sometimes the single step is as simple as defining what you believe in.

Officials at the University of California, Davis, are convinced that there are practical advantages to the pursuit of diversity in an academic context: In an increasingly diverse world, the university is able to make wiser decisions if that diversity is represented in campus deliberations. Moreover, students are being sent out into that world—they are better served if their university experiences mirror the diversity they will encounter.

However, diversity's benefits sometimes have to take a back seat at first to the inevitable friction that accompanies newcomers coming together for the first time. To ease that friction, UC-Davis in 1990 adopted a statement of "Principles of Community," which were reaffirmed in 1996. The principles are simplicity itself, expressed in straightforward, sometimes elegant, language.

### **Principles of Community**

The University of California, Davis, is first and foremost an institution of learning and teaching, committed to serving the needs of society. Our campus community reflects and is a part of a society comprising all races, creeds, and social circumstances. The successful conduct of the University's affairs requires that every member of the university community acknowledge and practice the following basic principles:

We affirm the dignity inherent in all of us, and we strive to maintain a climate of justice marked by respect for each other. We acknowledge that our society carries

within it historical and deep-rooted misunderstandings and biases, and therefore we will endeavor to foster mutual understanding among the many parts of our whole.

We affirm the rights of freedom of expression within our community and also affirm our commitment to the highest standards of civility and decency towards all. We recognize the right of every individual to think and speak as dictated by personal belief, to express any idea, and to disagree with or counter another's point of view, limited only by University regulations governing time, place, and manner. We promote open expression of our individuality and our diversity within the bounds of courtesy, sensitivity, and respect.

We confront and reject all manifestations of discrimination, including those based on race, ethnicity, gender, age, disability, sexual orientation, religious or political beliefs, status within or outside the university, or any of the other differences among people which have been excuses for misunderstanding, dissension, or hatred. We recognize and cherish the richness contributed to our lives by our diversity. We take pride in our various achievements, and we celebrate our differences.

We recognize that each of us has an obligation to the community of which we have chosen to be a part. We will strive to build a true community of spirit and purpose based on mutual respect and caring.

Signed by leaders of the faculty, staff, administration, and undergraduate and graduate student organizations (in 1990 and again in 1996), the principles are found in all major university publications and are posted throughout the campus.

The *Hopwood* ruling of the Fifth Circuit Court of Appeals governing admission to the University of Texas Law School, the 1995 decision by the University of California Regents to discontinue consideration of race, ethnicity, or gender in admission, and the passage of Proposition 209 in California outlawing affirmative action in admissions and employment are all part of the mix. Each has added to the climate of uncertainty we face.

Because misunderstanding in academic life is nowhere more dangerous than in this area, we want to speak simply. As educators, we are convinced of several things:

We are convinced of the need to take a broad range of considerations into account as universities evaluate students who seek admission. Without diminishing admission standards public universities should continue as places where some students who otherwise would be denied admission will have the opportunity for higher education.

We are convinced that in the admissions process our institutions generally have put much more reliance on what they can easily measure (e.g. high school grades and standardized test scores) than they have on what is difficult to measure but may be more indicative of success, namely indices of motivation, persistence, and creativity.

We believe that all of our students benefit immeasurably from an education that takes place in a diverse setting.

We believe that we cannot fully prepare our students for life in the 21st century unless we can provide them with the value of encounters with people different from themselves.

Finally, we believe that if our ability

to bring together a genuinely diverse learning community of students and faculty is compromised in significant ways, then the quality of the education we provide will be compromised as well.

In no way do we advocate admitting students with little chance for success—students who cannot meet reasonable criteria for admission or who show little promise of being able to do the work.

### **Technology**

As the old joke has it, education is like youth: too important to be wasted on the young. Education is such an important public good that everyone should have access to as much of it as they want. Fortunately, new developments in technology promise to make that possible.

A newly-wired nation with powerful digital capabilities has arrived with startling speed. Just two generations ago, computers were physically imposing but technically modest. In the single decade of the 1980s millions of personal computers made their appearance on desks and laps everywhere—in factories, offices, homes, universities, airplanes, and schools—accompanied by their digital brethren, the facsimile machine and the mobile telephone. Today, low-cost, high-quality versions of each of these are easily within the reach of most American households—and as power rapidly increases, the price decreases.

At the same time, a national information highway capable of fully supporting these digital capabilities is now in place. All of these developments foreshadow new education and



learning possibilities for Americans—in the home, on-campus, and at work, for young and old alike.

Although this technological revolution is still far from complete, it is already clear that it promises educators and students unprecedented access to a wide spectrum of robust, sophisticated devices and networks capable of individually tailoring instruction and exponentially increasing access to learning.

Managing the transition involved in all of this will be difficult. Many public officials assume that distance learning is less expensive than the classroom variety. It can be, because technology makes it possible for one instructor to reach many more students. However, as all of us know, delivering learning at a distance sometimes costs more than delivering it on campus. Experience at American institutions, and overseas at institutions such as England's Open University, indicates that students reject learning that does not provide direct contact with instructors. The technology itself is not enough; learning centers of various kinds, where student can meet with faculty for advice, guidance, and mentoring, are also essential. Despite the expense, technology represents one of our best educational hopes for the future, particularly for the place-bound.

### Looking Ahead

Costs, diversity, and technology are the great drivers influencing the access debate. But they are not the principal reason for broadening access to higher education in America. There are many practical reasons to do so. Work is now increasingly knowledge-based; our

society requires a well-educated workforce. The quality of our national life is linked to high-quality education; there is a direct connection between education, economic efficiency, and national productivity. Low-skill and low-wage jobs are going abroad; our economic future lies in working smart. Educational inequality is expensive; as the National Commission on Excellence noted in 1983, "Excellence costs, but ignorance costs far more."

But in the final analysis our support for broader access is based on national values, resting on tested democratic concepts of excellence, fairness, and opportunity. We cannot afford to squander our people's abilities, wherever they are found. We cannot set out to ignore the educational needs of large portions of our population without exacting an enormous price from ourselves in terms of lost talent and missed opportunities. We should not stand idly by as the gap between rich and poor in America, now greater than it has ever been, widens; higher education is the great economic equalizer.

It also needs to be said that the very nature of our society requires a highly-educated citizenry. Our graduates are more likely than those with less education to vote, to participate in civic affairs, and to lead discussions on (and make thoughtful and informed decisions about) public issues. We understand that in setting out to broaden access we will create a variety of educational and management problems for ourselves. That's the nature of leadership in changing times. But our reward will be the maintenance of an effective and fair system of higher education that serves America well.



## Access to Success



THE MEMBERS OF the Kellogg Commission on the Future of State and Land-Grant Universities are committed to promoting expanded access to an excellent system of public higher education, one that successfully delivers high-quality instruction to all, practically on demand.

If we could put that in place, what would our institutions look like? If “access to success” were achieved, how would our demographic profiles change? What would our campuses look like if enrollments and graduation rates of traditional and non-traditional students—on- and off-campus, full-time and part-time—genuinely reflected America?

We cannot fully answer the question. Data to cover all age groups and their enrollment status and graduation rates are not readily available, either for all institutions or for our own. However, the National Center for Education Statistics developed a special analysis along these lines at the request of the Kellogg Commission. That analysis, displayed in Sidebar B, provides nationwide data on public Ph.-D.-granting institutions comparing the traditional college-age population with their enrollment and graduation rates by selected demographic characteristics.

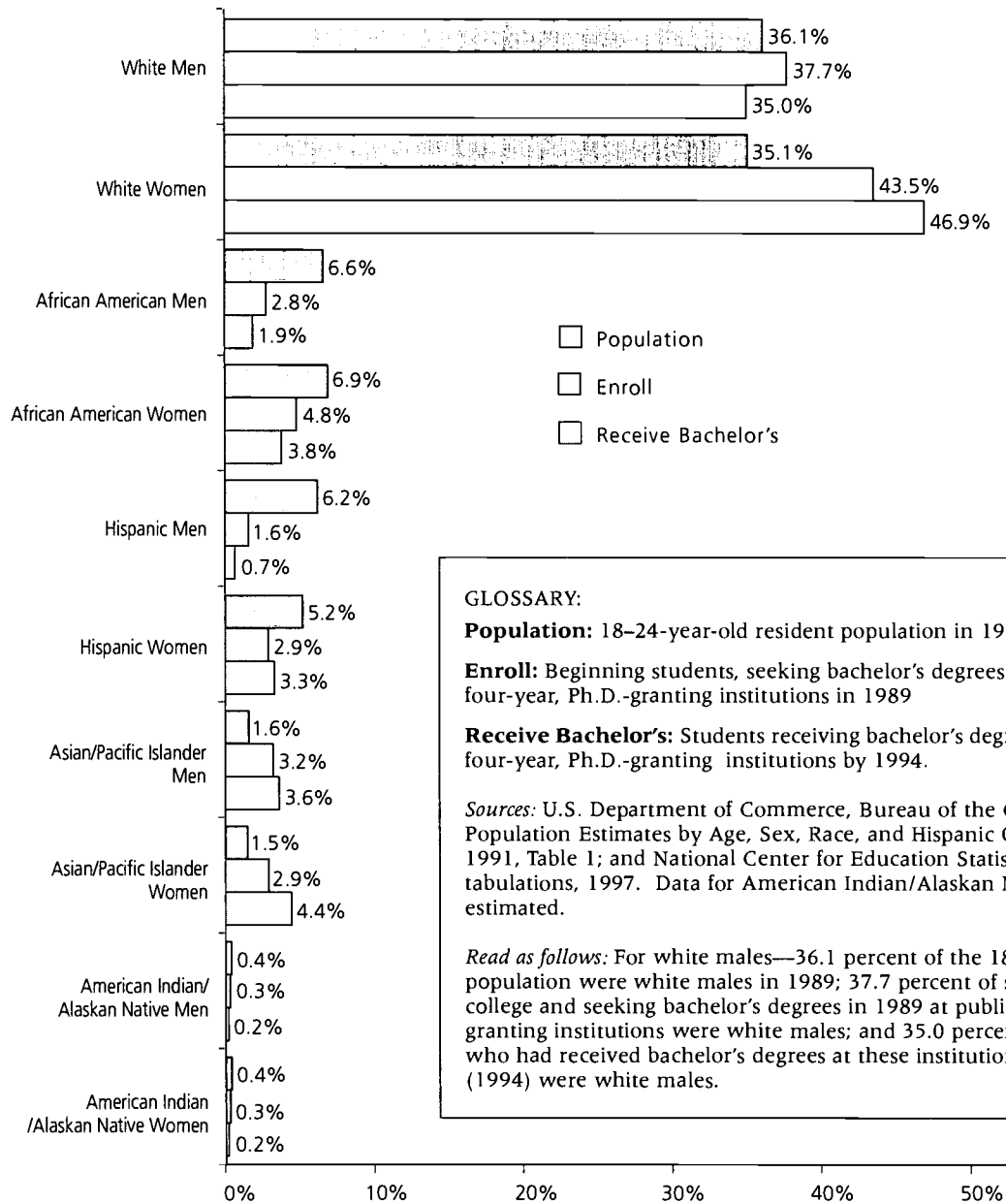
In the main, the results displayed in the sidebar on page 12 are hardly new to most people on campus, although they may contain some surprises for members of the public who follow our affairs less closely than do we. If undergraduate enrollment at our universities more accurately reflected

the current demographic face of America, there would be:

- Practically no difference in the enrollment of white men.
- Massive increases in the enrollment of African-American men and women. Enrollment of African-American men would more than double, while their graduation rates would triple; for women, enrollment rates would increase substantially and graduation rates would nearly double.
- Similar massive improvement in the academic success of Hispanic men, with impressive but not as dramatic improvement for Hispanic women.
- Substantial improvement in enrollment of Native American men and women (although the numbers are very small), with graduation rates nearly doubling.
- White women and young people from Asian and Pacific Island backgrounds are currently represented in numbers that exceed their representation in the population at large.

Our intent is to address existing inequities. Our institutions need to create a new dynamic. In place of parsimoniously doling out access to a limited number of places, we should set out to create a situation in which all qualified students enjoy access to

## Access to Success at Four-Year Institutions for Selected Demographic Groups



**GLOSSARY:**

**Population:** 18–24-year-old resident population in 1989

**Enroll:** Beginning students, seeking bachelor's degrees, enrolled at public, four-year, Ph.D.-granting institutions in 1989

**Receive Bachelor's:** Students receiving bachelor's degrees at public, four-year, Ph.D.-granting institutions by 1994.

*Sources:* U.S. Department of Commerce, Bureau of the Census, U.S. Population Estimates by Age, Sex, Race, and Hispanic Origin: 1980 to 1991, Table 1; and National Center for Education Statistics, unpublished tabulations, 1997. Data for American Indian/Alaskan Native students are estimated.

*Read as follows:* For white males—36.1 percent of the 18–24-year-old population were white males in 1989; 37.7 percent of students beginning college and seeking bachelor's degrees in 1989 at public, four-year, Ph.D.-granting institutions were white males; and 35.0 percent of the students who had received bachelor's degrees at these institutions within five years (1994) were white males.

the opportunities for which they have prepared themselves.

The concluding chapter outlines our recommendations for creating such a system. Here we define its key dimensions: academic preparation of traditional students, institutional admissions policies, support services, and institutional flexibility to meet the needs of non-traditional learners.

## Academic Preparation

In its landmark 1983 report, *A Nation at Risk*, the National Commission on Excellence in Education directed withering criticism at American high schools for the shallow educational experience they provided the vast majority of students. At the time, the criticism was justified. The commission recommended that all high school

## Florida's Universities: Promoting Diversity in Medicine and Graduate Science

Many academic leaders are now convinced that working successfully with public schools and the students in them must begin long before students reach 12th grade, even before they enter high school. The SSTRIDE program, a cooperative program between Florida State University and the University of Florida's College of Medicine, goes a step further: to really open access for first-generation, disadvantaged students, particularly minority students, universities need a "total approach" that begins as early as grade 7 and involves school classrooms, homework help lines, meetings with families, and the involvement of mentors and visitors from the academic and business worlds.

SSTRIDE—Science Students Together Reaching Instructional Diversity and Excellence—is a lot like Oregon State's SMILE program in its mission (see sidebar on page 27). It aims to identify students with a genuine interest in science, engineering, mathematics, or medicine and support them in developing the skills, focus, and motivation needed to achieve their goals. It concentrates in one area, Leon County, Florida, and hopes, ultimately, to increase the number of high school graduates in this community who pursue post-graduate programs in science and medicine.

The program incorporates four major components:

**In-School**—SSTRIDE is an elective course for students in grades 7–12. It enriches students' programs with hands-on

experience, problem-solving and critical thinking activities, vocabulary improvement, study skills, and standardized test preparation. Students also meet with scientists, engineers, and physicians.

**After-School Tutoring**—Students are provided with a supervised study environment at an outreach center on FSU's campus and the opportunity to work with undergraduate tutors and medical students. Transportation from participating schools to campus is provided.

**Parent Support Group**—A key feature is a monthly parental support component providing workshops on financial aid, scholarship support for higher education, student preparation for standardized tests, and other activities such as community service events, fundraisers, and awards banquets.

**Educational Field Trips and Community Support**—SSTRIDE students have the opportunity to take educational trips, including career-shadowing opportunities at regional medical centers, teaching hospitals, and community sites. The Audubon Zoo, Kennedy Space Center, Seaworld, and the Odyssey Science Center are often part of the mix. Many of the educational field trips are intended to broaden the students' experiences by giving them the chance to observe a wide range of medical procedures—from surgery and physical therapy to sports medicine and veterinary care.

graduates follow a “New Basics” curriculum that most of us recognize as a traditional college preparatory program: four years of English, three years of mathematics, three years of social studies; three years of science; a half year of computer science; (and for those planning on college, two years of a foreign language).

When the excellence commission made that recommendation, only 14 percent of American high school graduates completed such a program. Today, 51 percent do.

As a general proposition, it is safe to state the following: Although very few people are satisfied with the quality and rigor of their secondary school preparation, our pool of traditional applicants is a lot stronger than most of us are inclined to acknowledge. In the future, American high school graduates are likely to be even better prepared. The problem has been that students weren’t prepared for us. Now, and increasingly in the future, the problem may be that we aren’t prepared for them.

That is not to say that significant problems do not exist among graduates of many schools located in low-income areas in inner-cities and rural areas. All of us know that a lot of urban and rural schools in the United States are in trouble. Many of these communities are characterized by high rates of unemployment and public assistance, along with declining tax bases with which to support schools enrolling students with many learning problems. The education they provide often takes place in dilapidated, poorly-maintained buildings with out-of-date equipment. Several national analyses point to educational problems in these

communities ranging from very high dropout rates and student absenteeism to poorly-prepared teachers. Not surprisingly, when students from these schools arrive at our doors, they encounter a lot of trouble.

Many of us are already trying to create partnerships of various kinds to work with the students, faculty, and administrators in schools located in disadvantaged urban and rural areas. All of us need to do more, and most of us probably need to start earlier. High school is too late to begin to work with these students. Many of the most effective university-school partnerships begin as early as the elementary years (see sidebar on page 13).

### Admissions Policies

Evaluating prospective students is a process that has long been shrouded in anxiety and mystery. But the major elements haven’t changed much in several generations: high school transcripts combined with admissions test scores drive the process for the most part, supplemented, in some cases, with letters of recommendation. Of the three factors, admissions experts have long acknowledged that the high school record is by far the most meaningful as a predictor of undergraduate success, and that the best predictor is a combination of the high school record and standardized test results. Extra points can, and have been, awarded for such things as being the child of alumni, being a first-rate athlete or performing artist, or the quality and competitiveness of the secondary school attended.

## The Myth of Tests as a Single Yardstick

In a powerful statement to a conference on assessment and equity, Nancy S. Cole, President of the Educational Testing Service, challenged what she called the "myth of tests as a single yardstick." Among her observations:

"In 20th century higher education, testing has come to embody a dominant public notion of 'merit' and the accompanying view of equity as selection using objective measures of 'merit.' In this view, equitable opportunity is often presumed because all children have access to education through high school to prepare themselves to compete for this valued form of education. The problem, of course, is that this presumption of opportunity does not address the impact of unequal education at earlier levels on a student's ability to compete for access to higher education (and succeed, if granted access) . . .

"We believe test scores can provide important and dependable information, but we advise against putting too much weight on tests for a number of good reasons. Contrary to the simple notion of fair opportunity to compete for higher education admissions, we know that American students have widely differing preparation for that competition, with a disproportionate number of minority students attending mediocre schools. . .

"As with many simple solutions to complex issues, equating test scores with merit creates a mythology that is not consistent with the reality of the data. In particular, it is a myth of test scores that almost any test will

provide a single, unequivocal yardstick by which we can measure all comers. The further myth is that the right, proper, and fair way to achieve selection based on merit is by rank ordering applicants from high to low on this indisputable yardstick and selecting from the top down. . .

"The lack of a single yardstick is demonstrated in even more vexing fashion by the fact that the effects on rank orderings of individuals from different subgroups will vary with the choice of test.

"Consider first comparisons of females and males. . . [Y]oung women do much better than young men on tests of writing and language use and young men do much better than young women on tests of mechanical and electronics content. . . In similar comparisons of White with Black and Hispanic students, we see. . . both Black and Hispanic students score best in Writing relative to Whites and worst in Math and Science. . .

"[I]t is important to remind ourselves that adding grades to test scores does not produce this single yardstick either. . . Tests measure quite specific skills at a single point in time; grades are derived from multiple performances over much longer periods of time and involve a much broader set of. . . skills. . . "

Nancy S. Cole, "Merit and Opportunity: Testing and Higher Education at the Vortex." Paper presented at the conference, New Directions in Assessment of Higher Education: Fairness, Access, Multiculturalism, and Equity (F.A.M.E.), New Orleans, Louisiana, March 6-7, 1997.

At the same time, while many public institutions are inclined to be quite demanding in terms of their performance expectations on standardized admissions tests, others still pride themselves on their open-door policies. Some institutions hardly use them at all while we suspect that others rely too much on them, using them in ways that go well beyond what they were designed to accomplish.

Literally hundreds of studies on different campuses have revealed the same thing. There is no perfect measure to predict college success. Indeed, each of the measures used is, by itself, limited in its ability to predict success in college. Our understanding has always been that high school performance is the best predictor, but even this indicator is a modest predictor of college success. Standardized

admissions tests are also weak predictors. In combination, the high school record (as revealed by grades, class rank, and the quality of course-work completed over four years) and standardized tests such as the Scholastic Assessment Test (SAT) are somewhat better. But even together, although they account for a significant amount of the variation in first-year grades in college, they are unable to explain much of the variation, particularly after the first year.

Because of the visibility of admissions test results in the profiles of our classes, some have tended to over-emphasize their importance. A 1996 survey by the National Association of

State Universities and Land-Grant Colleges indicated that NASULGC members placed almost as much emphasis on admissions tests scores as on high school grade point average—and more emphasis on these tests than on high school course-taking patterns.<sup>5</sup> Some institutions lean more heavily on standardized results than their predictive validity warrants—despite warnings about overuse and abuse of these results from prominent testing officials.

The president of the Educational Testing Service, for example, has labeled the idea that a single yardstick can be constructed to identify merit in the admissions process as a myth (see sidebar on page 15). She called for

## University of New Orleans: New Visions and Second Chances

It used to be that major state universities, pressured to accept virtually all high school graduates within the state, solved what they saw as a “quality” problem by flunking out as many marginal students as they could, sometimes as fast as they could. Waves of students were washed out in the first semester or two. All of that is now changing.

Take the “New Visions” program at the University of New Orleans, for example. New Orleans is a kind of urban land-grant institution; there are about a dozen of them in the United States, working just as hard on the problems of urban areas as land-grants traditionally did in rural communities. The university is committed to working with its students to help them remain in good academic standing.

New Visions is an early re-admission program for students faced with academic dismissal. At most institutions, public and private, dismissed students are required to “sit out” a semester, maybe a year. New Visions permits students to continue their studies by re-enrolling immediately if they are willing to meet certain conditions:

They must negotiate a sensible course schedule with staff.

They must meet with a New Vision counselor once a week in a small group setting. At these sessions, students are expected to discuss their progress and go over the “tricks of the trade” of remaining in good academic standing.

They are required to spend a specific amount of time at designated study locations on campus.

They must agree to remain in the program for at least two consecutive semesters (excluding the summer term).

Above all, they are required to earn a “C” average or higher during their first term of participation, or they will not be allowed to continue. Students without a 2.0 are considered “second drops” and have to sit out of school for a longer period, usually a full calendar year.

One complicating factor is financial aid. Ordinarily, students dropped from the university lose their financial aid eligibility. New Visions counselors work with the financial aid office so that students can have their aid restored right away.



broader notions of talent and academic success, arguing that students might reasonably be considered “well qualified” for academic work by indicators such as: other types of academic accomplishment (e.g., winning science fairs or publishing original writing); special signs of creativity (producing an invention or recognized piece of art); working effectively with others (demonstrated leadership or effectiveness as a communicator); unusual motivation or determination (working hard and consistently or overcoming obstacles); or orientation to social or community concerns (productive volunteer activities with social service agencies or personal aspirations to provide service to others).

State and land-grant institutions have a special responsibility for motivating students who do not have traditional access because of disadvantaged socio-economic and educational circumstances. New ways of understanding talent and merit and of identifying and assessing them are under development. As examples, Michigan State and Florida have programs to select potentially successful college students from among a high-risk population and have support programs for those students that increase their odds for success. The nation’s state and land-grant institutions have everything to gain by supporting such students and trying to move them along, and nothing at all to lose.

## Support Services

Universities have not satisfied their obligation to provide access to success simply by admitting students and leaving them to fend for themselves. Academic and counseling supports of various kinds are urgently needed by many students, particularly those who are the first in their families to attend college. Fortunately, this is an area where we can point to sustained progress on most campuses and genuinely encouraging models on several (see sidebar on page 16).

Much of what we had to say in our report about the student experience is relevant here:

We can invent entirely different institutions if we reaffirm three broad ideals and adhere to them tenaciously, following their implications faithfully wherever they lead: (1) Our institutions must become *genuine learning communities*, supporting and inspiring faculty, staff, and learners of all kinds. (2) Our learning communities should be *student centered*, committed to excellence in teaching and to meeting the legitimate needs of learners, wherever they are, whatever they need, whenever they need it. (3) Our learning communities should emphasize the importance of a *healthy learning environment* that provides students, faculty, and staff with the facilities, support, and resources they need to make this vision a reality.

Recent analyses based on data from the National Center on Education Statistics reveal an astonishing waste of young talent as it moves through the higher education system. According to this analysis, which followed high school graduates who entered two- or

## Ohio State: Easing the Transfer Transition

Transfer to The Ohio State University has become easier in recent years for students from several community colleges: Clark State, Columbus State, Cuyahoga, Lakeland, Lorain County, and Sinclair. In separate agreements with each of them, Ohio State officials have reached articulation agreements capping months and sometimes years of cooperative efforts to relate community college courses to university degree requirements.

Each of these agreements is based on the principles of the Ohio Articulation and Transfer Policy adopted by the Ohio Board of Regents, a policy encouraging cooperation among state-supported colleges and universities. They provide students with the flexibility to transfer after a course, a quarter or two, or a year or more of community college study.

The agreements also provide students with the information they need to choose courses at the community college which will meet bachelor's degree requirements at the university. This arrangement both encourages community college students to plan their baccalaureate study and permits Ohio State students to complete degree requirements at their local community college while at home during the summer.

At several of the community colleges, staff "Transfer Counselor Handbooks" have been developed for use in advising students about course selection and planning for their transfer to Ohio State.

According to Ohio State data, transfer students tend to perform well in Columbus. Approximately 25 percent of the students receiving undergraduate degrees from Ohio State entered as transfer students from community colleges or other four-year institutions.

four-year institutions and tracked them for 11 years after their graduation:<sup>6</sup>

Thirteen percent of students were "incidental" students—they earned no more than 10 credits and 60 percent were gone within a year of entry.

Another 24 percent earned more than 10 credits, but less than two years' worth of credits. Most started out in a community college and many changed colleges frequently.

Eight percent earned more than 60 credits, but no degree. Nearly two-thirds of these students started out in a four-year college.

The remaining 55 percent earned credentials of some kind. About 6 percent obtained a certificate; 9 percent obtained an associate's degree; and 40 percent received a bachelor's degree.

Because these data underscore the frequency of student transfer, special

attention needs to be paid to the needs of transfer students, particularly those from community colleges (see sidebar above). In addition, as a useful paper prepared for the Kellogg Commission by the NASULGC provosts' Committee on Academic Affairs put it, results such as these require much more attention to issues of "access *to* the institution," "access *through* the institution," and "access *from* the institution."<sup>7</sup> The issue is not guaranteeing success, but providing the many different kinds of support needed by today's students.

According to the provosts' committee, state university and land-grant leaders need to do a lot of things to become more flexible and nimble in the effort to improve access and success. We need to pay more attention to our roles within state "systems" of higher education and to our

demographic enrollment profiles; we should insure that the nuts-and-bolts of admissions, registration, and financial aid are "consumer friendly" and operating efficiently; we must maintain strong advising structures for all students, including appropriate counseling and support for non-traditional students and for students transferring among institutions or changing academic majors; we should consider establishing a full array of work experience options, ranging from work-study

to internships to formal co-operative programs; and it is essential that we provide regular, periodic assessment of student performance.

All of this is a very tall order. But if we can pull it off, our reward will be a foundation on which many more students can build their own academic success. Access, *per se*, is not the issue; academic success is. Access is the easy part of our work; meaningful engagement of our students with our communities remains the challenge.

## Washington State University: A Classroom as Wide as Washington

Washington State University has set out to try to create what it calls "a classroom as wide as Washington." Ways in which Washington State is improving access to meet the public's needs include opening its three branch campuses, developing eight Learning Centers at county Cooperative Extension offices, and the growth of its technology-based Extended Degree Program.

One means by which Washington State keeps up with a changing environment—new demands, fluctuating student preferences, public pressure for performance, and the development of new technologies—is through what its officials call "distributed learning." Distributed learning differs markedly from old "correspondence courses." At Washington State, distributed learning amounts to a virtual university.

It revolves around a main campus as the heart of its educational system. Registration for all students, no matter where they study, is managed by telephone and computer. Nearly 80 percent of public doctoral universities expect this to be the norm by the turn of the

century. On the main campus, we are likely to find traditional-age students, who still represent nearly two-thirds of total enrollment at public four-year institutions and the full range of academic disciplines.

WSU branch campuses offer upper-division and graduate programming in targeted disciplines to older, often place- and job-bound students. In addition, through Washington State's partnerships with four-year universities, community colleges, private higher education, and business and industry, education is offered statewide.

Finally, learning centers, which may be opened in libraries or at work sites in the future, deliver credit and non-credit courses and access to library networks and the information superhighway.

For Washington State, distributed learning means a spectrum of choices, allowing people of all ages to have access to the quality education they desire at times and locations which meet their personal schedules. To put it another way, Washington State is making higher education independent of time and place.

### Institutional Flexibility

Finally, we want to note that the university is a study in contradictions. In responding to its external environment, it appears to be remarkably flexible, but its internal practices are often fixed in stone. For more than a thousand years the university has been flexible enough to prosper in the midst of monarchies, dictatorships, and democracies. It has survived revolutions, reformations, and counter-reformations. Unfortunately, that same flexibility is often hard to find internally when it comes to dealing with each other on behalf of students.

We need to become much more user-friendly for students, traditional and non-traditional, particularly as mobility becomes more and more a fact of life for more and more people in the United States. We also need to become more aware of student differences and adept at dealing with greater diversity on campus. Students from minority backgrounds—African American, Asian, Hispanic, Native American, or Pacific Islander—should not feel that entering our world requires them to abandon their sense of themselves and their own community.

At the same time, we need to guard against the NIH syndrome—Not Invented Here. It is far too apparent in much of our academic thinking, particularly in the sense that if we did not originate a course or a program of studies, then it is probably not useful at our institution. Here again, we can draw on useful models (see sidebar on

page 19). All of us can benefit from approaches that encourage institutional flexibility in such areas as: credit for prior education and work experience; awarding course credit for transfer students; providing for courses, as well as student services, during evenings and weekends; and responding to the need for more options and greater convenience around distance-learning opportunities—in terms of both how and when such opportunities are made available and how students register for them.

Technology opens up many opportunities to improve this situation. At its simplest, technology can remove the need for students to stand endlessly in line only to find the courses they need for this semester (or to graduate) are already filled. Most of us are already making good progress here. But at its best, technology opens up radical new possibilities for expanding learning and improving institutional functioning. In particular, through the use of extension services, correspondence courses, “universities of the air” and “cyber” universities, state and land-grant institutions can do a lot more to broaden access. We can do a lot more for traditional students seeking a degree; and we can do a lot more for non-traditional students seeking courses for personal growth, or a series of courses, seminars, or symposia for occupational or professional certification. Here, most of us are learning as we go and we need to make more progress.

## Defining a New Agenda

The United States and our institutions have come a long way in the last 25 years in expanding educational access to groups of students and citizens who had been left out—to women, minorities, non-traditional

students, students with disabilities, older students, and the poor. All of us know that, despite the difficulties and costs associated with these efforts, our institutions are the better for them. Now we are called on to do more. Our concluding chapter suggests we do so by trying to provide access to success.



# Agenda for a New Century



ACCESS, AFFORDABILITY, AND student success are all, in the final analysis, issues of fairness and equity. Higher education has always been in the vanguard of that struggle. If our nation is to move forward, our institutions must continue to be found there, front and center. The recommendations that follow take it for granted that higher education is both a personal and a public good. They assume that practically all Americans, including even those most anxious about the scope and nature of change in our society, believe in an open and egalitarian university. They are grounded in our conviction that only an open and egalitarian university can properly serve a free and pluralistic society.

To that end, then, we offer seven recommendations to advance access. They represent an agenda for a new century, one aiming to create access to success for all qualified students.

## I. Transform Land-Grant and Public Universities

**WE RECOMMEND** *that institutional leaders give serious attention to creating new kinds of programs and services and, if need be, new kinds of institutions, to meet the needs of traditional and non-traditional learners.*

Those of us who value the American university and its interactions with our society know that one of its most valuable contributions is the extent to which it anticipates and responds to changing societal needs. Most of us encourage our institutions to change in

response to new demands, but given the rate of change in our society and our world, we need to be much more probing and active in thinking about how to respond. We need to find some way of striking a balance that respects the “best” of what we have always done while encouraging responsiveness when change is required.

All of us long ago gave up the idea, if we ever entertained it, that the campus itself was the only place learning occurs. Most of us offer an amazing array of off-campus programs—seminars, workshops, campus extension, universities of the air, correspondence courses, and the like. In light of the changing nature of student enrollment, new patterns of education and work, growth in the number of non-traditional students, the accelerated development of technology, and the many new demands imposed on us by many new constituents, it is time to consider integrating these activities in a much more systematic way under the university’s umbrella.

Washington State University, for example, is developing a global approach to education within its state’s borders. As described earlier, it has set out to create a “classroom as wide as Washington.” What it amounts to is a virtual university working with a host of partners, ranging from community colleges to corporations. More of us probably need to be working with our communities in similar ways. Land-grant institutions, with more than one hundred years of experience delivering outreach education, are uniquely

equipped to launch such a transformation. If we do not take the lead, public officials will be increasingly inclined to put their support behind such efforts, with or without us.

Indeed, straws in the wind indicate such pressure is already mounting. The

Western Governors University, slated to get off the ground in at least a preliminary way in 1998, is an explicit effort to reach out to more prospective students (see sidebar below).

If this new endeavor succeeds, public demand for us to follow suit in

## Western Governors University: Delivering Instruction from Anywhere to Anywhere at Any Time

Every governor is experiencing both greater pressure on state budgets and increased demand for higher education. They are convinced that higher education is critical to their states' economic well-being. They also believe that a well-trained workforce can be developed through innovative new methods, grounded in technology, that cost less than traditional higher education. They want to accomplish more educationally with less money.

Enter the Western Governors University, a gleam in the eye of 13 governors in 1995, which will set up shop on a pilot basis in 1998. The governors supporting it argue that it will deliver several things:

- expand access to a broader range of educational opportunities for more citizens;
- reduce the costs of providing these opportunities and provide a vehicle for cost sharing;
- provide a means for learners to obtain formal recognition of skills and knowledge acquired through advanced technology-based learning—at home, on the job, or outside the formal educational system;
- shift the focus of education away from "seat time" and other measures of instructional activity to the actual competence of students;
- create high performance standards that are widely accepted and serve to improve the quality of postsecondary education; and
- demonstrate new approaches to teaching and learning and assessment that can be adopted by more traditional colleges and universities.

The sponsors of this new entity acknowledge they are motivated by the growing availability and capabilities of advanced information technologies, telecommunications, and personal computers. These technologies, they report, help push back the boundaries of space and time. They make it possible to consider a postsecondary education system "founded on the premise of delivering instruction from anywhere, to anywhere" at any accredited, degree-granting, competency-based institution. Rather than deliver instruction, WGU will provide high quality, cost-effective education and training by drawing upon capacity wherever it exists in colleges and universities, the private sector, and from experts.

The nerve center of this new enterprise will be a "smart catalog/adviser"—an Internet-based catalog listing courses offered by traditional and non-traditional sources and outlining a map of skills required for a WGU credential. It is expected that students will use the catalog to assess existing skills, determine what courses they need, and create a profile of themselves. This profile will include the times they prefer to take courses and the technologies they prefer to use (e.g., Internet or videotapes). The catalog will use the profile to identify the options students have for learning, including individual courses and programs leading to certificates of competency, professional certification, or academic degrees.

A pilot of the "smart catalog/adviser" is expected on line in 1998. WGU has selected Washington State University to develop and administer the smart catalog. There is every expectation that a virtual university will be operating throughout the West in the very near-term.



some fashion will surely grow. But even if it does not, we can surely learn from the effort. All of us must understand that our strength and well-being depend on being visibly aligned with the needs of a transforming society and economy. Our institutions were established to respond to society's needs, mainly agricultural in the 19th century. Today, the needs have changed and they're likely to change even more in the future. Among emerging imperatives we find the need to:

- revitalize decaying inner-city and rural areas;
  - provide on-going education and training to upgrade skills in a rapidly changing economy;
  - expand access among the traditional age group to previously under-represented minority groups;
  - create and institutionalize mechanisms to meet the growing needs of adult and non-traditional learners; and
  - harness the power of technology to learning, both on and off campus, for young and old alike.
- The California Virtual University is under development with the goal of becoming an "exporter of education."
  - The Michigan Virtual Auto College is a collaborative effort, supported by the state, to insure that the education and training needs of the state's automobile industry are met. It involves the University of Michigan, Michigan State, community colleges, and other providers, public and private.
  - Penn State has launched a "World Campus" using the Internet and other technologies to extend to national and international audiences some of the university's "signature" programs. The first such program reached students in five time zones, from Oregon to Puerto Rico.
  - The University of Colorado, the University of Illinois, and the State University of New York are among other major public universities developing significant on-line capabilities.

Several major efforts address these challenges. Some are institutional. Some are statewide. And some, like the Western Governors University, are regional. Among the most prominent we find:

Responding to such a staggering agenda will prove to be difficult, but not beyond our competence. Individually and in concert, we need to get about the business of transforming land-grant institutions to meet the needs of a society that itself is coping with the trauma of change.

## II. Build New Partnerships with Public Schools, from Kindergarten through Grade 12

**WE RECOMMEND** that provosts and deans assemble teams of administrators and faculty members to work with specific secondary schools to increase the number of students matriculating on campus.

An encouraging school reform movement has been underway in the United States for more than a decade. Although we cannot become responsible for the success of that movement, we should do everything we can to support it.

We believe our institutions can improve existing efforts to recruit disadvantaged students, minority and majority, and retain them through graduation by making additional efforts to improve their preparation. We should continue partnerships already launched, but we should engage in more of them and start them much earlier. Academic thinking about appropriate age and grade levels for school-university partnerships needs to be expanded. The SSTRIDE program of the University of Florida and Florida State University was described above. Other promising models resemble Oregon State University's SMILE program, an effort to interest young people in careers in math and science as early as grade 4 (see sidebar on page 27).

In the effort to build and expand new partnerships, we believe new strategies can help. For example:

- Institutionally-sponsored "prep year" or "transition year" programs

to improve the skills of urban and low-income students. Such programs can be conducted on campus, at a local school, or in cooperation with local community colleges.

- University-sponsored, community-based tutorial and mentor programs that draw on the resources of corporations, professional associations, and civic service clubs.
- Intensive assistance with curriculum development and teacher training in target schools.

With respect to school reform, it is also time we faced openly and candidly the quality of our own teacher-preparation programs. All of us have at one time or another lamented the poor quality of teaching in public schools. In most states, almost all of these teachers were taught and trained by us.

We suggest that deans and provosts assemble working groups from across the university, including schools, colleges, and departments of education, to examine the nature and direction of the school reform movement in the United States and the needs, if any, to redefine teacher preparation to support these reforms. At least the following should be on the agenda of these task forces:

- New developments in curriculum standards and assessment. Are all of our education-school graduates equipped to keep up with the latest thinking about curriculum, pedagogy, and assessment of student competence?

## Oregon State University: The SMILE Program for Disadvantaged Rural Students

Math and science intimidate a lot of students, but these subjects can be a particular challenge for low-income or minority students, many coming from urban and rural elementary and secondary schools with less-than-stellar math and science offerings.

That's where Oregon State University's Science and Math Investigative Learning Experiences program (SMILE) comes in. SMILE is a partnership between Oregon State and eight rural school districts to enrich mathematics and science offerings for grades 4–12. Its aim? It's a "pipeline" program designed to increase the number of minority and disadvantaged students who graduate from high school qualified for higher education and careers in science, math, engineering, and the health professions.

SMILE consists of a year-round schedule of activities (organized by local clubs) designed to provide hands-on science experience, strengthen students' knowledge, and raise their academic and career expectations. One club, for example, stocks a local stream with fish, plants shrubs, reclaims riparian habitat, and monitors water quality. It's a real partnership. OSU and SMILE staff provide scientific and pedagogic expertise, access to equipment, mentoring, computer networking, teacher training, and administrative support. The schools provide energetic students and dedicated teachers.

Launched in 1988 to serve 80 students in four middle schools, it now reaches 24 schools and serves 480 elementary, middle, and high school students, and 48 teachers. The schools are located in areas with significant numbers of Native American and Hispanic students; without exception these areas are poor, rural, and educationally under-served.

To join SMILE (and stay in it) students must demonstrate a C average at grade level, have good behavior and attendance records, demonstrate an interest in science and mathematics, and enroll in science and math courses. Many SMILE clubs have waiting lists; 83 percent of participants are minority students, 58 percent are girls and young women. SMILE clubs, consisting of 20 students and 2 teachers per school, are the basic unit of the program:

Each participating district has three clubs, elementary, middle, and high school. Weekly, after-school, meetings emphasize hands-on activities and cooperative learning.

A three-day Outdoor Science Adventure for elementary students focuses on biology and environmental science. OSU sponsors separate Challenge Weekends on campus for middle and high school students.

The program also sponsors Challenge Days at local colleges for elementary students, a three-day residential summer physics/math camp for 36 middle school students, and provides teacher training workshops for the 48 participating teachers several times a year.

Does it work? So far, so good. About 85% of the students who participated in SMILE for a year or more graduated from high school (including 98% of SMILE seniors), compared to 75 percent of all Oregon students. And over 80% of SMILE graduates enter college. Many enroll at Oregon public institutions such as Oregon State, Portland State, and the University of Oregon; an impressive number enroll out of state at public and private institutions ranging from Arizona Western University to Cornell.

- The tricks of the trade of managing a class full of young students. One recent analysis indicates that schools of education and school districts have different ideas about what makes a good teacher. School districts seek teaching candidates

familiar with the latest theories and capable of keeping students productively engaged and on-task; teacher educators are inclined to dismiss the practical problems of teaching in favor of theoretical approaches.

- The adequacy of disciplinary preparation of teacher candidates. We find it hard to believe that teachers at any level, elementary or secondary, can properly introduce students to challenging subject matter if the teachers themselves have not been prepared with a formal academic major in a traditional core subject—along with an introduction to the theoretical and practical underpinnings of teaching.

The likelihood that nationally-normed, but not federal, student achievement tests in reading and mathematics of one kind or another will be developed and put in place in the next decade for elementary, middle, and perhaps senior high school students.

We want to reiterate that our institutions cannot assume full responsibility for the success of the school reform effort. On the other hand, we are not disinterested observers and cannot stand by on the sidelines. Beyond that, the simple truth is the reform effort cannot succeed unless our graduates in teaching and administrative positions in the schools are prepared to make it work.

### III. Validate Admissions Requirements

**WE RECOMMEND** *that provosts, deans, and faculty leaders proceed immediately to examine the validity and reliability of their admissions requirements in order to assure meaningful correlations of multiple indicators with the potential for student success.*

As the discussion in the body of this document indicates, evaluating prospective students is a process that is complex and difficult because of the need to have admission standards that meaningfully correlate admission requirements with student success. It is difficult because student demand for access to our institutions is great and growing and our roots run deep in commitment to the broadest access possible.

Institutions must avoid a general watering down of admission standards but at the same time maintain the land-grant role as places where students who otherwise might be denied admission will have an opportunity to learn and to achieve success.

State and land-grant institutions have always been conscious of their special responsibility to provide opportunity to the disadvantaged. Thus, we argue that, particularly for students in socio-economically and educationally disadvantaged circumstances, it is important that more, not less, information be available to assess their potential. The admission process should not be simply a mechanical exercise involving only high school grades and standard test results; it should be a holistic effort involving consideration of many different ways of judging and identifying talent.

As a first step, we urge campuses to set themselves an urgent and immediate task: validate their admissions standards and criteria. Unless you can with confidence point toward robust and vigorous correlations between the standards used in your admissions process and students' subsequent success, we urge you to change them.

As a second step, we recommend that deans and provosts encourage the search for new ways of judging merit and identifying potential students. These new ways should take into account the many unquantifiable aspects of potential among the young—including hard work, persistence, leadership and special talents. But admission to the institution is not enough. We must make every effort to provide the support services which provide reasonable means of success for disadvantaged students from their admission to their graduation.

State and land-grant institutions found the wisdom to open access before. Surely we can find it again. The members of the Kellogg Commission believe in encouraging the broadest possible access to our institutions and greater diversity in enrollment not only because access and diversity make good economic sense, but because they are matters of simple fairness and justice. Since it is imperative that our universities educate all of America's students for the diversity and global challenges that will be the hallmark of America in a new century, we need to create new indices for college admission that are fair to all and provide privilege for none. Our current admission procedures do not measure up to those challenges.

#### IV. Encourage Diversity

**WE RECOMMEND** *that provosts, deans, and faculty leaders insist on the inclusion of a broad array of attributes appropriate to institutional goals in the admissions process.*

The Commission is convinced that our institutions need to expand outreach to disadvantaged students of all kinds—African American, Asian, Hispanic, and Native American—to assure the continuation of a diverse student body on our campuses. Recommendation II recommends establishing new partnerships with K-12 education as part of this effort. Recommendation III urges that our institutions validate their admissions requirements and rethink assessment techniques. This recommendation is also designed to qualify more disadvantaged and minority students for admission.

One way of proceeding can be found in the recommendations announced in early 1997 by a University of California task force charged with examining how to maintain a diverse student body in the wake of the Regents' 1995 decision to eliminate the use of race, ethnicity, and gender in the admissions process (see sidebar on page 30). The plan calls for working closely with groups of elementary and secondary schools identified as schools in which students are at a significant educational disadvantage.

It also calls for the university to take a broad array of factors related to educational disadvantage into account in making admissions decisions. If we can devise ways to take into account such background

factors as socioeconomic status, attending a school with a history of sending few students to college, coming from a single-parent home, or being a first-generation college student, we will probably help all kinds of students, majority and minority

alike, but a disproportionate number will be from minority backgrounds.

If such approaches are to be effective, the Commission believes that deans and provosts need to develop a comprehensive framework likely to

## New Directions for Outreach in California

When the University of California Board of Regents eliminated consideration of race, ethnicity, and gender in admissions in July 1995, it established an Outreach Task Force to identify ways to assure that the University remained accessible to student of diverse backgrounds. Focusing on educational disadvantage as the most significant obstacle to expanding minority enrollment, the task force developed a four-part strategy for outreach:

**1. School-centered Partnerships.** Each UC campus should work intensively with a select number of regional partner schools to help improve opportunities for college preparation and to foster a school culture that promotes academic success and high educational standards. Partner schools should include not only high schools but also associated "feeder" junior high and elementary schools and should be selected on evidence of significant educational disadvantage—such as limited availability of college preparatory courses or low college-going rates. This part of the effort is viewed as a long-term strategy to deal with the underlying causes of low University eligibility and enrollment rates.

**2. Academic Development Programs.** Viewed as an intermediate-term strategy, this effort calls for expanding existing effective academic development programs such as the Early Academic Outreach Program, the Puente Project, and the Mathematics, Science, Engineering Achievement program (MESA). These programs provide special enrichment opportunities for K-12 students and have a record of success.

**3. Informational Outreach.** Primarily as a short-term strategy, the task force recommended an aggressive

program of informational outreach to provide better and more timely information to students, families, teachers, and counselors to improve planning and preparation for college. Using a variety of materials—publications, videos, and computer technology—the University was encouraged to alert students and families to the course work, achievement levels, and amount of work required for sound preparation.

**4. University Research and Evaluation.** The task force recommended harnessing the University's research expertise to (1) identifying the root causes of educational disparity in California's schools, from K-12 through postsecondary education; and (2) evaluating the effectiveness of the University's outreach programs.

Among the novel elements of the plan are a number of desirable results (in terms of enrollment; outreach contacts with elementary, middle schools, high school, and community colleges; and implementation of a system to assess the effectiveness of information outreach) spelled out as numerical objectives within defined time frames.

For example, the task force called on each campus to increase the number of UC-eligible graduates from partner schools by 100%, or the UC-eligibility rate by 4%, whichever is greater, between 1997 and 2002. It called on each campus to increase the number of "competitively eligible" students (i.e., those eligible for the most selective UC campuses) from partner schools by 50% in the same period, while increasing outreach contacts with students and institutions by 200%. And, during the same time frame, it called on the entire system to increase by 100% the number of UC-eligible students from disadvantaged backgrounds

## The New Jersey Connection: Ease of Transfer Among Public Institutions

Acting on the belief that the ability to transfer credits from one institution to another is a matter of importance to both the students and state because it saves both time and money, the Presidents' Council, a group representing the academic leaders of New Jersey's public institutions, has developed principles for transfer and articulation between and among the state's two- and four-year public institutions.

The effort aims at encouraging a seamless transition from associate to baccalaureate degree programs and depends on participating institutions following several general procedures:

**Institutional Admission:** State students with an associate degree who have met established institutional requirements to achieve junior class status cannot be denied transfer to participating four-year colleges or universities.

**General Education:** General education credits of approved transfer programs (minimum of 30 credits for A.S. graduates and 45 credits for A.A. graduates) will be accepted in their entirety toward the general education requirements of participating institutions.

**Program Admission:** Admission to specific curricula and acceptance of transfer credits in these curricula, will be determined by the four-year institution depending on the criteria it establishes for its own

students. Program capacity limits may restrict acceptance.

**Automation:** The policies and procedures of this articulation system will be core elements of a publicly accessible, computer-based information system linking all participating colleges and universities in the state. The system will provide electronic transmission and automated assessment of transcript services.

**Rights and Responsibilities:** A statement of student rights and responsibilities describing procedures for access and management of the network supports the articulation system.

**Assessment:** Annually, a statewide assessment report on the effectiveness of the articulation system will be made to the Council of Presidents.

**Institutional Coordination:** A clearly identified office or person will be designated in each participating institution to manage the articulation and transfer processes internally and serve as an external contact.

**Statewide Curriculum Coordination:** Coordination of curriculum and discipline matters will be the responsibility of representatives of the participating institutions who will meet statewide on a regular basis to make recommendations for improving the system.

encourage success. To be specific, the Commission urges each provost to define targets quantifying what diversity means in that institution's context; provide realistic budgets and resources to advance outreach; and assign responsibility for success among administrators and faculty. In addition, the Commission urges provosts to pay particular attention to helping faculty

leaders adopt the diversity agenda as their own. Curriculum, instructional approaches, and counseling all require attention—and new approaches in each of these areas cannot succeed without faculty support.

## V. Clarify Course-Credit Transfer and Articulation Agreements

**WE RECOMMEND** *a serious effort to simplify and clarify inter-institutional transfer of credit and to create genuine articulation agreements between community colleges and public four-year institutions that simplify students' progress toward their degrees.*

For years, national and state commissions of various kinds have urged greater attention to the need for inter-institutional cooperation among public four-year institutions and for stronger articulation agreements between two- and four-year colleges. Anecdotally, it is clear that little short of action by the state legislature will move some institutions to cooperate. The transition from two-year to four-year institutions should be seamless and routine, as is now the case in some states like Florida and New Jersey (see sidebar on page 31).

The value of articulation agreements between many community colleges and four-year institutions, in particular, varies from state to state. In some states, the general program of studies at a community college meets in full the general requirements of the state university. In others, articulation agreements serve more to demonstrate institutional cooperation than they ease student transfer. As it stands, too many low-income and minority students lack the incentive or the encouragement to look beyond an associate degree to baccalaureate status. Some "2+2" transfer arrangements appear to be working reasonably well, and we believe their replication

across the country can significantly improve student retention and graduation.

## VI. Renew Efforts to Contain Costs and Increase Student Aid

**WE RECOMMEND** *that institutional leaders continue to strive for cost containment and advocate, as a policy matter, financing strategies emphasizing low tuition and high aid.*

In this commission's first report, we urged that our institutions commit themselves to the highest-quality educational experience possible for students while keeping college affordable and accessible. We encouraged containing costs, studying and adopting appropriate new management practices, allocating savings to efforts to improve the quality of undergraduate teaching and learning, and seeking the assistance of public officials, friends, and alumni in maintaining the university's financial support.

In this document we re-affirm that commitment. And we go further. The increase in prices as a percentage of family income is troubling. We must work to get this situation, which is not entirely under our control, under control.

Throughout our history, for more than a century, the leaders of our public institutions have been committed to the principle of low tuition. We have also advocated high levels of student aid to assist low-income students. We reject the position that students should bear significantly more of the burden of the costs of their



education through loans, burdening themselves with large loans at the time of graduation. Today, 57 percent of all aid provided post-secondary students is in the form of federal loans. Further, a recent report from the U.S. General Accounting Office (February 1998) revealed that 60 percent of the baccalaureate graduates of public institutions had accumulated debts averaging \$11,554, and increase from 42 percent in 1992–93 when the average debt burden was \$8,536. For graduate students the debt burden was substantially greater.

Moreover, growth in student loans at the expense of grants directly affects access. As we go to press, it appears that many states are enjoying large budget surpluses and that the federal deficit might be reined in earlier than expected. The students at our institutions should reap some of these benefits. As a policy matter, we oppose efforts to curtail financial aid, and we support efforts to strike a better balance between grants and loans thereby reducing the extent possible a student's debt burden.

## VII. Focus on What Students Need to Succeed

**WE RECOMMEND** that provosts and student affairs professionals re-examine student services and academic programs to insure that all students have a fair chance of success.

The general public may not acknowledge it, but few areas of academic life have changed as radically in recent years as student support services—guidance, counseling, academic advisement, health services, placement,

and the like. Although proud of our progress, “access to success” requires that we do more.

If we are to encourage movement through our academic programs and degree completion, without compromising standards, we need to worry about several issues. As noted earlier, we need to insure that the procedures for admissions, registration, financial aid, and access to counselors are comprehensive, effective, and efficient. We can't have students falling through the cracks. We must guarantee appropriate, consumer-friendly, support networks, including first-rate orientation. Such services are particularly important for first-generation and non-traditional college students. Our structures for providing advice and counseling to students will need attention, paying particular heed to academic guidance for students who switch majors frequently.

A major part of this effort requires active faculty engagement. Faculty need to take responsibility for reviewing curriculum and instructional approaches, modifying both, if need be, to meet the diverse needs of students from different backgrounds. As noted earlier, minority students should not be forced to give up their own identity to take advantage of what we have to offer. Our intention here is not to redefine the “canon” or advance an agenda that is “politically correct.” It is simply to acknowledge that the chances of success for minority students on campus will be greatly enhanced if they are more comfortable on it, not only in dormitories and cafeterias but also in the classroom.

Above all, we need to provide realistic, regular, and periodic

assessments of student performance, almost continuous feedback to students on how well they are doing and how they can bolster their performance. In this regard, it is probably essential that we, along with our provosts, establish and maintain a dialog with faculty and students about retention issues and fully confront both students and faculty about their responsibilities to monitor and improve their own performance.

Inevitably, for members of minority groups, the presence or absence of minority faculty members and administrators is an important issue in encouraging access to success. Unhappily, even if every institution in the United States made a commitment today to equalize minority representation on its faculty and staff tomorrow, the commitment could not be kept. There simply are not enough fully-qualified minority scholars to go around. This situation, however, calls not for abandoning the effort but for renewed energy in recruiting minority faculty and administrators and encouraging more of them to pursue and complete their graduate work.

### A Starting Point

America's strength is rooted in its diversity. As the United States embarks on a new century, our diversity remains our greatest strength. But it can sustain us only if we bring our entire society together, creating one from the many. Diversity is not just an artifact of our history; it remains our society's obligation to the future. Our institutions are among the nation's best hopes of making diversity work in that future.

Although the record of our achievement in bringing all Americans more fully into the academic world is far from perfect, no other national system of higher education has done so much for so many. For many mainstream Americans, particularly those under the age of 25, we need do little more than keep open the doors of educational opportunity.

For those who traditionally have not been served, however, we must do more. Here our task will be more difficult. But meeting the needs of this group still lies well within our competence. We know how to redesign institutions. We understand how to redirect energy along constructive paths. We are skilled at sensing new needs and building new connections. We know, too, that our institutions can make a remarkable difference in the lives of individuals and communities, even in the face of tremendous difficulty. Making a difference is a matter of commitment, imagination, resources, and tenacity. Our campuses have always been rich in these.

This report began by defining the access debate and describing the major issues involved in it. It offers what members of the Kellogg Commission consider to be useful and promising solutions. But reports and recommendations, for all their data and calls to arms, have no lasting value unless they are understood, discussed, and heeded.

We must insure that no more qualified students are denied access to American higher education simply because they can't afford it. We must insure that our admissions requirements are plausibly related to students' chances of success on campus. We must insure that, once admitted,

students receive the support they need to succeed. Above all, we must insure that new kinds of institutions and programs are created to meet the new needs of today's generation of students and tomorrow's. The recommendations in this document point the way toward making a beginning on this important national work.

To make these recommendations credible, however, we need to comprehend fully what has been accomplished and what remains to be done. The nation's state and land-grant colleges and universities have been many things to millions of people—the home of world-class research, pioneers in desegregated education and off-campus

instruction, and the embodiment of the American ideal of higher education for all.

Now an unfinished cause issues its call—the struggle for access to success for all who seek what we have to offer. To win this struggle, we need a new generation of academic leaders—willing to ask the hard questions, take on the tough fights, push past the institutional impediments, and call the flawed perceptions that continue to deny access to too many what they are.

The Kellogg Commission on the Future of State and Land-Grant Universities offers this letter as a starting point in that discussion.

## NOTES

1 Nomenclature is always tricky in the area of college finances. By "cost" we mean the expense an institution of higher education bears to educate a student; by "price" we mean the tuition charged. Tuition does not cover the full expense of educating students at public institutions, which receive substantial state subsidies for every student enrolled.

2 U.S. Department of Education, National Center for Education Statistics, *The Condition of Education, 1996*. (Washington: U.S. Government Printing Office, 1996, p. 62.) All figures are in constant 1995 dollars.

3 Poverty rates for minority children under the age of 18 are higher than they are for majority children. But because there are so many more white children in the United States than African-American or Hispanic children, there are more poor white children than in either of the other populations. Thus, in 1994, for example, the poverty rates for white, black, and Hispanic children were approximately 16%, 43%, and 41%, respectively, translating into about 8.8 million poor white children, 4.7 million poor African-American children, and 3.9 million Hispanic children. (See: U.S. Bureau of the Census, *Statistical Abstract of the United States*. Washington, D.C., 116th edition, 1996, Table 731.)

4 U.S. Bureau of the Census, Current Population Reports, Series P-25, No. 1018, *Projections of the Population of the United States, by Age, Sex, and Race: 1988 to 2080*, by Gregory Spencer, U.S. government Printing Office, Washington, D.C., 1989 (Table I, page 10).

5 National Association of State Universities and Land-Grant Colleges. *Who's Coming to Campus? Admission Policies for Entering Freshmen at Public Universities*. (Washington: NASULGC, 1996.)

6 Clifford Adelman, "Turning College 'Access' Into 'Participation,'" *Education Week*, October 22, 1997, page 40.

7 Ad Hoc Subcommittee on Access of the Committee on Academic Affairs, National Association of State Universities and Land-Grant Colleges, "Advice to the Kellogg Commission." (Draft, January 12, 1998.)



## APPENDIX A ACKNOWLEDGMENTS

The Commission wants to express its gratitude for the contributions of many individuals and organizations whose assistance made this report possible.

Our first acknowledgment goes to the board and officers of the W.K. Kellogg Foundation for their support of the Commission. In particular, we want to thank the President of the Foundation, William Richardson, for his commitment to this effort. Trustee Wenda Weekes Moore, was a faithful and hard-working member of the Commission's National Advisory Committee, and Richard Foster, Vice President for Programs, was a committed friend of the Commission, tireless in devoting his time to the Commission and to the work of the Steering Committee which tried to keep us on track.

We also want to acknowledge the contributions of the members of our National Advisory Committee, under the leadership of Roger R. Blunt, Sr., Chairman and CEO of Blunt Enterprises. Paula Butterfield (Bozeman Public Schools), Wenda Weekes Moore (Kellogg Foundation), Donald E. Petersen (former President of Ford Motor Company), Walter Scott, Jr. (President of Peter Kiewit Sons, Inc.) Mike Thorne (Executive Director of the Port of Portland) and Edwin S. Turner (President of EST Enterprises) made major contributions to our understanding of these issues.

We thank the friends and colleagues cited in Appendix B who took the time to share their views with us. In particular, we are grateful to David P. Gardner, former President of the University of California, for his interest in our work.

We appreciate the contributions of the capable and hard-working staff that helped guide our work. John V. Byrne, President Emeritus of Oregon State University, served ably as Executive Director of the Commission (and an ex officio member of the Commission). Dr. Byrne had the assistance of a Steering Committee that included Richard Foster (W.K. Kellogg Foundation), C. Peter Magrath (President of the National Association of State Universities and Land-Grant Colleges), James Harvey (Harvey & Associates), Roselyn Hiebert (Director of Public Affairs, NASULGC), Joseph Kunsman (Director of Academic Programs in Agriculture and Natural Resource, NASULGC), Stephen MacCarthy (Executive Director of University Relations, The Pennsylvania State University), Richard Stoddard (Director of Federal Relations, The Ohio State University), Teresa Streeter (Executive Associate to the President, NASULGC), and Michael Vahle (Staff Assistant to the Kellogg Commission). Each of these contributed immeasurably to our work.

Several consultants assisted us with our work: Cathy Henderson developed a working paper for the Commission outlining data related to access, and James Harvey helped with drafting and editing this report.

Many assistants to members of the Commission also provided significant help. We are indebted to Moira Ferguson (University of Nebraska-Lincoln), Christine Hasha (Rutgers, The State University of New Jersey), Martha L. Hesse (Michigan State University), and Richard Schoell (University of Illinois) for their interest and contributions.

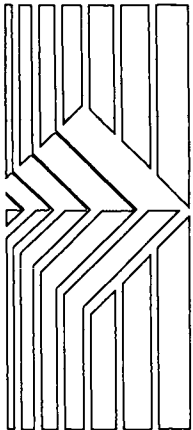
Finally, we must acknowledge the tireless leadership of the man who served as Chairman of the Commission during its first two years, Gordon E. Gee, immediate-past President of the Ohio State University and now President of Brown University. His vision helped give life to the Commission, and his commitment to our goals never wavered.





## APPENDIX B MEETINGS, GUESTS, AND SPEAKERS

<b>Date(s)</b>	<b>Location</b>	<b>Guests and Speakers</b>
April 1–2, 1997	Washington, D.C.	David P. Gardner President, The William and Flora Hewlett Foundation
October 6–7, 1997	Washington, D.C.	Alex Shumate Partner, Squires, Sanders & Dempsey, L.L.P.; Chair, The Ohio State University Board of Trustees
November 18, 1997	Washington, D.C.	Robert D. Grey, University of California, Davis  Peggy Meszaros, Virginia Polytechnic Institute & State University  Charles R. Nash, University of Alabama System  Robert L. Ringel, Purdue University  Richard Sisson, The Ohio State University  Mary Ann Swain, University of Binghamton, SUNY
December 2–3, 1997	Washington, D.C.	Mary Burgan, General Secretary, American Association of University Professors



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