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ABSTRACT

A major conference was held on December 16, 1976 in Moline, Illinois to provide representatives from colleges and communities through the state with an opportunity to meet with academic humanists in a discussion of the history, present role, and potential of the community college. Local conferences were then developed in four sections of Illinois, using as input video tapes of the material presented at the regional conference. In an attempt to evaluate the effect of the material on the attitudes and opinions of the participants, a pre-/post-test opinionnaire was created to assess the increase or decrease of importance of statements appropriate to the conference objectives. While resulting differences between pre- and post-tests were not statistically significant overall, shifts toward increased importance were shown in the areas of career counseling, adult opportunities, communication and cooperation with community agencies, placement activities, family life improvement, the provision of cultural activities, and the need to respond to senior citizens. Remaining constant with high importance were job training, transfer programs, service to the disadvantaged, student intellectual ability, community service, and the relevance of the college to the community. The speeches and workshop reports of the regional conference are appended. (Author/RT)

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A REPORT ON THE PROCEEDINGS OF THE REGIONAL CONFERENCE ON THE COMMUNITY IN THE COMMUNITY COLLEGE AND A COMPARISON OF PARTICIPANT'S RESPONSES CONCERNING THEIR PERCEPTIONS OF THE IMPORTANCE OF COMMUNITY NEEDS AND PHILOSOPHY IN RELATION TO THE COMMUNITY IN THE COMMUNITY COLLEGE

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TABLE OF CONTENTS

Section		PAGE
	LIST OF TABLES	iii
I.	INTRODUCTION	1
	A. PURPOSE	1
	B. HYPOTHESIS	1
II.	BACKGROUND AND SIGNIFICANCE	1
III.	OBJECTIVES	2
IV.	THE HUMANIST	3
V.	METHODS	3
	A. MAJOR CONFERENCE	3
	B. PLANNING FOR LOCAL CONFERENCE	4
	C. THE LOCAL CONFERENCE	5
VI.	EVALUATION	5
VII.	LIMITATIONS OF THE STUDY	6
VIII.	PROCEDURES FOR COLLECTING DATA	6
IX.	PROCEDURES FOR TREATING DATA	7
X.	RESULTS	8
XI.	RECOMMENDATIONS, IMPLICATIONS AND FURTHER STUDIES	20
XII.	APPENDIX	23

LIST OF TABLES

TABLE		PAGE
I.	Responses to Part I Of The Survey Opinionnaire Given As A Pretest And Post-test And Computation Of The Mean Of The Means	9
II.	Computation Of The Sum Of X And x^2 For Ungrouped Pretest and Post-test Data - Part I	10
III.	Computation Of The Mean And Standard Deviation For Ungrouped Pretest and Post-test Data Part I	11
IV.	Responses To Part II Of The Survey Opinionnaire Given As A Pretest and Post-test And Computation Of The Mean Of The Means	11
V.	Computation Of The Sum Of X And x^2 For Ungrouped Pretest And Post-test Data For Part II Of The Opinionnaire.	12
VI.	Computation Of The Mean And Standard Deviation For Ungrouped Pretest and Post-test Data For Part II Of The Opinionnaire	12
VII.	Responses To Part I Of The Survey Opinionnaire Given As A Pretest And A Post-test Expressed As Percentages Agreeing Or Disagreeing On Importance	14
VIII.	Responses To Part I Of The Survey Opinionnaire Given As A Pretest And A Post-test Combined And Expressed As Percentages Agreeing Or Disagreeing On Importance	15
IX.	Responses To Part II Of The Survey Opinionnaire Given As A Pretest And A Post-test And Combined And Expressed As Percentages Agreeing Or Disagreeing On Importance.	16

A COMPARISON OF PARTICIPANT'S RESPONSES CONCERNING THEIR PERCEPTIONS OF THE IMPORTANCE OF COMMUNITY NEEDS AND PHILOSOPHY IN RELATION TO THE COMMUNITY IN THE COMMUNITY COLLEGE BEFORE THE CONFERENCE VS AFTER THE CONFERENCE

I. INTRODUCTION

A. The purpose of the study was to compare the opinions of participants who were attending the Regional Conference on "The Community In The Community College" as to the importance of needs of the community and agreements or disagreements with statements concerning functions and purposes of a community college. Did attendance at the conference significantly change opinions of participants?

B. Hypothesis

The outcome anticipated from this study would indicate an increased importance in recognition of needs being met by the community college, and an increase in the agreement or disagreement on statements concerning the functions and purposes of a community college after participation in the conference.

The null hypothesis is that there was no significant difference in the opinions of participants concerning their opinions on community needs and functions and purposes of a community college after participation in the conference.

II. BACKGROUND AND SIGNIFICANCE

The greatest potential for growth in the community college comes from the willingness of that institution to be responsive to the needs and resources of the community. This project was first conceived in 1975 and an application for funding was submitted to the Illinois Humanities Council in January, 1976. The project was originally intended to begin in February, 1976 and end approximately fourteen months later in

April, 1977. Due to unforeseen difficulties, it was necessary to request an extension of the grant period. On June 13, 1977, the Illinois Humanities Council extended the grant period so that the regional conferences planned for April, 1977, could be held instead during the fall of 1977.

This Regional Conference on The Community In The Community College was held on December 16, 1976, and its purpose was to investigate the perceptions of local participants as to the role of the community college in the community, involving all levels. The curriculum of a community college expands to include terminal as well as transfer programs, community service as well as vocational-technical programming, and embraces in its on-and-off campus activities, a great diversity of student-community aims.

III. OBJECTIVES

Within and among our various colleges, we proposed to engage in a searching, humanist-led college-community discussion toward the realization of the following objectives:

A. to promote public discussion from a humanist perspective of the role and functions of the community college.

B. to raise to consciousness, the history and potential of the community college as a community-serving and community-involving institution.

C. to assess the extent to which barriers exist between Illinois community colleges and their communities--barriers which limit the realization of community involvement in planning and full community access

community access, and barriers within the college which limit the life options of the students themselves.

D. to initiate on-going task groups of community college administrators, faculty, and community representatives to promote and develop total community involvement in community college programming.

IV. THE HUMANIST

Critical to the implementation of the proposed program were a group of academic humanists responsible for guiding discussions and providing background in the history and mission of community colleges. Humanists articulated the social and philosophical conflicts underlying elite vs. mass higher education and the political pressures which support or limit the development of educational institutions. They served as consultants to both community and the community college in establishing the task-oriented agendas for future work. A core group of non-community college-affiliated humanists provided the major input for an opening conference, served as consultants in the development of a statewide assessment plan and co-facilitated a series of statewide conferences at individual colleges, of which Black Hawk College was one.

V. METHODS

The following methods were employed towards the realization of the objectives stated above.

A. A major conference was held to provide representatives from various colleges and communities throughout the State with an opportunity to meet with academic humanists in a discussion of the history, present role, and potential of the community college. Community participants in this conference included members of major segments of the community-business, labor, minorities, women, older adults and others. The conference focused on the issue of community

involvement at every level of community college programming. Humanists provided historical background on the community college and its mission. Major community college educators from other parts of the country (Dr. Dorothy M. Knoell), provided perspectives on the role of community and the current state of the community college. An analysis of the barriers which prevent community involvement and access to community colleges and the options of its students provided the framework for a statewide assessment of the effectiveness of the two-year institution in meeting community expectation and needs. This conference set priorities for community involvement and articulated expectations for present and future roles of the community college.

B. A group of five (5) or more non-community college-affiliated humanists participated in the initial conference and met to plan the process and assessment issues for a series of local conferences throughout the State which would be based on the agreed upon expectations and needs articulated by participants in the opening sessions. Built into the assessment plans were such questions as:

- whom are we serving?
- what are our actual priorities and who sets them?
- are we carrying out our broad social-educational mission? How?
- if not, what must we do, especially in the realm of liberal and community outreach education to modify or re-shape our institutions so that they assist in "breaking the barriers" to fuller participation in the society for all of the groups we serve?

C. Local conferences were then developed in four (4) sections of the State, representing various sizes and kinds of communities and

hosted by local community colleges which had participated in the opening conference. These local conferences used as input, video tapes of the material presented by the academic humanists at the initial conference, together with additional local resource persons. The entire local effort was facilitated by one (1) or more of the humanists involved in the planning of the assessment. Concrete and detailed proposals were developed in response to the questions raised in the assessment with applicability to the local community.

This regional conference was made available to constituents representing six community colleges and seven campuses. While the time and weather parameters were definite barriers to attendance at this regional conference, over fifty participants were registered representing seven campuses and twenty-four agencies. Some participants traveled from a distance of over 100 miles to attend. (See list of registered participants as Appendix A)

The contributors to the conference and the agenda are shown in the brochure (See Appendix B) and the final program contained in the individual folders (See Appendix C).

Presentations and copies of speeches are also included in the appendix for the Keynoter, Philip Nowlen (Appendix D); Luncheon speaker, Dr. Richard Puffer, President of Black Hawk College (Appendix E); Dr. Dorothy Knoell's presentation at the State meeting (Appendix F); An Illinois Board of Higher Education document on "The End Of Growth" (Appendix G); and presentations and summaries of moderators Niemi, Quayle, Stevens, White and Lee (Appendices H, I, J, K, L).

VI. EVALUATION

In an attempt to evaluate the effect of this regional conference on the attitudes and opinions of the participants, a pre-test, post-test opinionnaire (Appendix M) was created to assess the increase or

decrease of importance of the statements or questions as perceived by the participants. Did the conference significantly change perceptions of the participants?

VII. LIMITATIONS OF THE STUDY

While this study was primarily to access the success or failure of changing opinions or attitudes, it must be remembered it's applicability to other programs or campuses was limited unless similar sized communities and populations were prevalent.

This study only captured a "picture" of feelings at the present moment and cannot be used to reflect any definite "trends" in the State or even locally since true random sampling methods were not employed and the great variety of respondent's intervening variables limited the study.

Since the questions and statements were not truly validated nor proven reliable statistically, the instrument itself limits the study. The questions do, however, pertain directly to the overall objectives of the State grant and regional conferences and lend some credence to the overall evaluation.

VIII. PROCEDURES FOR COLLECTING DATA

Data were collected by the use of a survey opinionnaire given as a pretest/post-test instrument consisting of two parts (Appendix M). For each statement, the respondents were asked to indicate a preference on a 1 to 3 scale for part one and a 1 to 4 scale for part two. Lowest numbers equaled greatest importance or agreement and highest numbers equaled least importance or disagreement.

The data were collected at the beginning of the conference and again at the end of the conference. The pretest and post-test contained identical questions but the questions were scrambled on the post-test.

IX. PROCEDURES FOR TREATING DATA

The data collected for this study was used to assess a change in attitudes or opinions of respondents as a result of attendance at the conference concerning community needs in the community college and concerning perceived functions and purposes of a community college. The data collected produced two means for each part of the opinionnaire; the mean of the means from the results of the pre-test (parts one and two) and the mean of the means from the results of the post-test (parts one and two). The means of the pre-test and post-test responses were determined by multiplying the number of responses for each preference recorded times the preference number, summing the results and dividing by the total number of respondents. The means for each question were then treated by placing them in the standard formula to calculate the mean of the means.

$$\bar{X} = \frac{\Sigma \bar{X}}{N}$$

$\bar{X}$ = Arithmetic mean

N = Number of questions

$\Sigma \bar{X}$ = Summation of the means of each question

The two means from each of parts one and two of the pretest and post-test were then used to test the significant difference between means. The parametric test that was utilized to test the hull hypothesis was the t-test for each part ($H_o = P_1 = P_2$). The level of significance was established at .05, and the established critical t-value for a two-tailed test for part one with 22 degrees of freedom was 2.074. The established critical t-value for a two-tailed test for part two with 6 degrees of freedom was 2.447.

The equation used to calculate the critical value for t was:

$$t = \frac{\bar{X}_1 - \bar{X}_2}{\sqrt{\frac{S_1^2}{N_1} + \frac{S_1^2}{N_2}}}$$

In addition to the stated procedures for treating the data collected, the responses to each statement were converted to percentages of responses for pretest, percentage of responses for post-test, and combined as a total response for both parts one and two of the survey instrument. Using the percentages as a measure of the consistency of responses, the responses were interpreted as to their implications toward perceptions of respondents and then used as the reference for recommendations. The results required 70 percent or more agreement or disagreement to be considered consistent enough for recommendations and scores of "3" on part one were determined as neutral so half were assigned to greater importance while the other half were assigned to less importance.

The results were analyzed in terms of significance, recommendations and implications and further studies that might be done.

RESULTS

Tables I and IV show the compilation of the responses to Part I and II respectively, given to respondents who answered the pretest and post-test of the survey questionnaire. Tables II and V show the computation of the sum of X and x^2 for Part I and II.

TABLE I

RESPONSES TO PART I OF THE SURVEY QUESTIONNAIRE GIVEN AS A PRETEST AND A POST-TEST AND COMPUTATION OF THE MEAN OF THE MEANS

N= 12

			Preference Scale: Very Important ← 1 — 2 — 3 → Slightly Important					
Question	$\bar{X}_1$	$\bar{X}_2$	X_1	X_2	X_1	X_2	X_1	X_2
1	1.12	1.09	31	30	0	3	2	0
2	1.33	1.15	24	29	7	3	2	1
3	1.91	1.57	10	16	16	15	7	2
4	1.48	1.36	19	23	12	8	2	2
5	1.60	1.21	15	26	16	6	2	1
6	1.91	1.60	8	15	20	16	5	2
7	1.27	1.18	27	28	3	4	3	1
8	2.42	1.96	3	11	13	12	17	10
9	1.89	1.72	10	14	17	14	6	5
10	1.73	1.45	13	21	16	9	4	3
11	1.24	1.24	25	25	8	8	0	0
12	1.30	1.33	23	23	10	9	0	1

N=12 $\Sigma \bar{X}_1 = 19.20$ $\Sigma \bar{X}_2 = 16.86$

$\bar{X}_1 = 1.6$ $\bar{X}_2 = 1.4$

TABLE II

COMPUTATION OF THE SUM OF X and x^2 FOR UNGROUPED PRETEST AND POST-TEST DATA PART I

Question	Pretest (X_1)	Post-Test (X_2)	$X_1 - \overline{X}_1$	$X_2 - \overline{X}_2$	x_1^2	x_2^2
1	1.12	1.09	-.48	-.31	.2304	.0961
2	1.33	1.15	-.27	-.25	.0729	.0625
3	1.91	1.57	.31	.17	.0961	.0289
4	1.48	1.36	-.12	-.04	.0144	.0016
5	1.60	1.21	.00	-.19	.0000	.0361
6	1.91	1.60	.31	.20	.0961	.0400
7	1.27	1.18	-.33	-.22	.1089	.0484
8	2.42	1.96	.82	.56	.6724	.3136
9	1.89	1.72	.29	.32	.0841	.1024
10	1.73	1.45	.13	.05	.0169	.0025
11	1.24	1.24	-.36	-.16	.0296	.0256
12	1.30	1.33	-.30	-.07	.0900	.0049
N=12	$\Sigma X_1 = 19.20$ $\overline{X}_1 = 1.6$	$\Sigma X_2 = 16.86$ $\overline{X}_2 = 1.4$			$\Sigma x_1^2 = 1.5118$	$\Sigma x_2^2 = .7626$

TABLE III

COMPUTATION OF THE MEAN AND STANDARD DEVIATION FOR UNGROUPED PRETEST AND POST-TEST DATA PART I

N - 12

PRETEST $\bar{X}_1 = \frac{\Sigma X_1}{N} = 1.6$ $\quad \frac{\Sigma x^2}{N} = .126$ $\quad S_1 = \sqrt{\frac{\Sigma x_1^2}{N}} = .355$

POST-TEST $\bar{X}_2 = \frac{\Sigma \bar{X}_2}{N} = 1.4$ $\quad \frac{\Sigma x^2}{N} = .064$ $\quad S_2 = \sqrt{\frac{\Sigma x_2^2}{N}} = .253$

Degrees of Freedom = 22
Level of Significance = .05

Critical Value of t = 2.074 (two-tailed test)
Calculated Value of t = 1.587

TABLE IV

RESPONSES TO PART II OF THE SURVEY OPINIONNAIRE GIVEN AS A PRETEST AND A POST-TEST AND COMPUTATION OF THE MEAN OF THE MEANS

N = 4

Question	$\bar{X}_1$	$\bar{X}_2$	Preference Scale: Agree 1		2		3		Disagree 4	
			X_1	X_2	X_1	X_2	X_1	X_2	X_1	X_2
1	1.27	1.39	25	23	7	8	1	1	0	1
2	3.66	3.82	0	0	3	3	5	0	25	30
3	3.45	3.58	0	2	5	3	8	2	20	26
4	3.30	3.48	2	2	4	3	9	2	18	26
N= 4	$\Sigma \bar{X}_1 = 11.68$ $\bar{X}_1 = 2.92$	$\Sigma \bar{X}_2 = 12.27$ $\bar{X}_2 = 3.07$								

TABLE V

COMPUTATION OF THE SUM OF x AND x^2 FOR UNGROUPED PRETEST AND POST-TEST DATA FOR PART II OF THE OPINIONNAIRE

N = 4

Question	Pretest (X_1)	Post-test (X_2)	$X_1 - \bar{X}_1$	$X_2 - \bar{X}_2$	x_1^2	x_2^2
1	1.27	1.39	-1.65	-1.68	2.7225	2.8224
2	3.66	3.82	.74	.75	.5476	.5625
3	3.45	3.58	.53	.51	.2809	.2601
4	3.30	3.48	.38	.41	.1444	.1681
N= 4	$\bar{X}_1$=2.92	$\bar{X}_2$=3.07			Σx_1^2=3.6954	Σx_2^2=3.8131

TABLE VI

COMPUTATION OF THE MEAN AND STANDARD DEVIATION FOR UNGROUPED PRETEST AND POST-TEST DATA FOR PART II OF THE OPINIONNAIRE

N = 4

PRETEST $\bar{X}_1 = \frac{\Sigma X_1}{N} = 2.92$ $\frac{\Sigma x_1^2}{N} = .924$ $S_1 = \sqrt{\frac{\Sigma x_1^2}{N}} = .961$

POST-TEST $\bar{X}_2 = \frac{\Sigma X_2}{N} = 3.07$ $\frac{\Sigma x_2^2}{N} = .953$ $S_2 = \sqrt{\frac{\Sigma x_2^2}{N}} = .976$

Degrees of Freedom = 6 } Critical Value of t = 2.447 (two-tailed test)

Level of Significence = .05 Calculated Value of t = .219

Tables III and VI show the computation of the mean and standard deviation for ungrouped pretest and post-test data. The means for each question for each part were derived from data as listed in Tables I and IV.

The calculated value of t (1.587) for Part I did not exceed the critical value of t (2.074) for a two-tailed t-test at 22 degrees of freedom. The null hypothesis for Part I cannot be rejected. There was no significant difference in the perceptions of respondents as to the needs of the community in the community college.

The calculated value of t (.219) for Part II did not exceed the critical value of t (2.447) for a two-tailed test at 6 degrees of freedom. The null hypothesis for Part II cannot be rejected. There was no significant difference in perceptions of respondents as to the purposes and functions of the community college.

While the data for this investigation was collected to compare pretest and post-test means, comparisons of agreement and disagreement on individual questions on the survey questionnaire provided additional information that was quite useful to the development of the community in the community college.

Table VII is the compilation of responses by percentage for Part I of the pretest and post-test concerning importance. Table VIII is the compilation of the combined response percentages for the pretest and post-test of Part I.

Table IX is the compilation of responses for the pretest, post-test and the combined response percentages for Part II.

TABLE VII

RESPONSES TO PART I OF THE SURVEY OPINIONNAIRE GIVEN AS A PRETEST AND A POST-TEST EXPRESSED AS PERCENTAGES AGREEING OR DISAGREEING ON IMPORTANCE

N = 12

Question	Percent of Response			
	Agree		Disagree	
	Pretest	Post-test	Pretest	Post-test
1	94%	95%	6%	5%
2	83%	92%	17%	8%
3	55%	71%	45%	29%
4	76%	82%	24%	18%
5	70%	89%	30%	11%
6	55%	70%	45%	30%
7	86%	91%	14%	9%
8	29%	52%	71%	48%
9	56%	64%	44%	36%
10	64%	77%	36%	23%
11	88%	88%	12%	12%
12	85%	83%	15%	17%

Note: Responses recorded as a "2" were considered neutral. Fifty percent were recorded as agree and fifty percent were recorded as disagree. Seventy percent was required to be considered in agreement or disagreement.

TABLE VIII

RESPONSES TO PART I OF THE SURVEY OPINIONNAIRE GIVEN ON A PRETEST AND A POST-TEST COMBINED AND EXPRESSED AS PERCENTAGES AGREEING OR DISAGREEING ON IMPORTANCE

N = 12

Question	Percent of Response Combined	
	Agree	Disagree
1	95%	5%
2	95%	5%
3	63%	37%
4	79%	21%
5	79%	21%
6	62%	38%
7	89%	11%
8	40%	60%
9	60%	40%
10	70%	30%
11	89%	11%
12	84%	16%

Note: Responses recorded as a "2" were considered neutral. Fifty percent were recorded as agree and fifty percent were recorded as disagree. Seventy percent was required to be considered in agreement or disagreement.

TABLE IX

RESPONSES TO PART II OF THE SURVEY OPINIONNAIRE GIVEN AS A PRETEST AND POST-TEST AND COMBINED AND EXPRESSED AS PERCENTAGES AGREEING OR DISAGREEING ON IMPORTANCE

N = 4

Question	Percent of Response					
	Agree			Disagree		
	Pretest	Post-test	Combined	Pretest	Post-test	Combined
1	97%	94%	95%	3%	6%	5%
2	9%	9%	9%	91%	91%	91%
3	15%	15%	15%	85%	85%	85%
4	18%	15%	17%	82%	85%	83%

Note: Responses recorded as a "1" or "2" were considered as agreeing with the statement. Those recorded as a "3" or "4" were recorded as disagreeing with the statement. Seventy percent was required to be considered in agreement or disagreement.

Using the percentages of response as a measure of consistency, there was greatest homogeniety, either agree or disagree concerning importance on the following statements in Tables VII and VIII for the pretest and post-test:

Statement:

1. Provide opportunities for job training and upgrading (i.e. business, professional, farming, industry.) (95% agree this is very important.)
2. Provide opportunities for career counseling. (83% Pre, 92 Post and 95% combined agreed this was important. There was a gain of 9% in importance from the pretest to the post-test.)
7. Provide educational opportunities for adults and out-of-school youth with educational deficiencies. (A gain in importance of 5% between pre and post-tests. Combined showed 89% think this is very important.)
5. Improve communication, interaction, and cooperation between community agencies. (This statement exhibited the greatest gain in importance, a 19% gain between pre and post-tests. Combined, however, indicated an importance of 79%.)
11. Provide university-parallel or transfer programs for baccalaureate-oriented students. (This statement remained the same in importance, practically the same for pre, post, and combined tests which showed 88%, 88% and 89% respectively. The high percentage of importance exhibited still points to the need for these programs but, at the same time, may illustrate the trend nationally and in the State of Illinois that enrollments are declining.)

12. Provide non-traditional approaches for adults and youth in community services, career and university-parallel programs. (This is the only statement which exhibited a decrease in importance. The combined percentage decreased to 84% from the pretest score of 85%. The post-test decreased to 83%. While this was the only statement to decrease in importance, the percentage of response was still clearly evident of positive support and importance.)

4. Provide opportunities for mature women in education or employment. (This statement received support for increased importance. There was a 6% gain from the pretest to the post-test and a 3% gain when combined.)

3. Help employers find potential employees. (16% of the respondents increased importance of this statement after the conference when comparing pretest (55%) and post-test (71%) percentages. The combined responses, however, did not reach 70%.)

6. Improve the quality of family life. (15% increased importance of this statement after the conference. Combined percentage did not reach 70%.)

8. Provide recreational opportunities for youth and adults. (71% disagreed that this statement was important on the pretest. The post-test exhibited an increase in perception of importance, however, the statement was t[illegible]only one of twelve that fell into the category of slightly important.)

10. Respond to needs of senior citizens (recreation, health, etc.) (64% agreed to pretest, 77% agreed post-test, 70% agreed on combined percentages.)

There was least consistency or homogeniety on the following statements in Tables VII and VIII, pages 14 and 15.

Statement:

9. Provide opportunities for cultural activities, i.e. art, musit, drama, lectures, etc. (Pretest 56%, Post-test 64%, combined 60%.)

Using percentages of response as a measure of consistency, there was greatest homogeniety, either agree or disagree, concerning respondent perceptions of the purposes and functions of the community college on the following statements in Table IX, page 16.

Statement:

1. Community colleges would probably better serve the needs of most socially disadvantaged students than four-year colleges and universities. (The pretest percentage agreeing was 97%. The post-test was 94% and the combined percentage was 95%. While there was a slight decrease in agreement concerning this statement of 3% and 2% respectively, it was clearly and unmistakenly evident that the respondents agreed with this statement. Results of another study on different groups in 1976 showed 93% agreed with the statement.)
2. Only a small minority of students in community colleges really have the intellectual incentive to benefit from a college education. (91% of the respondents disagreed with this statement and the percentage was consistent in the pre, post and combined results.)
3. Very few community college courses are really relevant to the needs of modern society. (85% disagreed with this statement, and the percentage remained consistent in the pre, post and combined results.)
4. The community college as a center for the pursuit of intellectual truth is being diluted by service to the larger community. (82% disagreed on the pretest and 85% disagreed on the post-test. This

was an exhibited increase in the group's disagreement that service to the community was diluting pursuit of intellectual truth.)

The data developed, collected, and presented exhibited agreement or disagreement on the importance of certain needs of the community in the community college and to the purposes and functions of the community college. The data should provide an additional basis for formulation of policies or guidelines when combined with the other conference recommendations summarized by the moderators of each group in this conference and in turn, when combined with other recommendations on a statewide basis.

XI. RECOMMENDATIONS, IMPLICATIONS AND FURTHER STUDIES

The results of the conference and the study should motivate those citizens, faculty and administrators opposed to the concepts of the community in the community college to become familiar with the purposes and functions of the program and with the needs that evolved. If the overall purposes and functions are agreeable and preferred because of applicability to the needs of the citizens, then concerns should be dispersed and a cooperative endeavor administered more efficiently to promote the programs throughout the entire college district and state.

The results also implied that personal bias may have been the cause of concern for some faculty, administrators and citizens and not based on factual data.

Implications of this study also indicate that colleges may need to develop or clarify policies and guidelines concerning purposes and functions of programs to the citizens and agencies in the district for an unawareness seemed to prevail about some programs, if not all.

It seems only logical that policies be recommended that do not decrease the preferred or agreed upon purposes of community colleges. When the new or revised policies are formulated, consideration should be given to the following statements which were derived from the study:

1. All groups of students and/or participants from all socio-economic segments of the community should be served by community colleges and financial resources required should be provided to adequately serve these students and/or participants.
2. All students can benefit intellectually from a college education and community colleges would better serve the needs of most socially disadvantaged than four-year colleges and universities.
3. Courses, services and centers should expand remedial programs to be relevant to the disadvantaged without diluting the pursuit of intellectual truth by provision of services to the larger community.

The data collected also indicated a need to recommend that:

1. The faculty, administrators and citizens previously functioning with a community in the community college philosophy, continue to promote community college programs and functions.
2. The faculty, administrators and citizens who continue to doubt the positive educational effects of community college programs upon the total college community, consider changing their attitudes and making an effort to become aware of the potential growth in the variety of students or participants which will avail themselves of these community services in the community college programs offered.
3. The administrative staff and faculty should undertake the task of providing inservice training to those persons having concerns

about the purposes and functions of community college programs and the positive influence which it exhibits on all areas of college districts.

4. Additional study be given consideration to determine what, if any, differences in perceptions may exist between the faculty, administration, and trustees concerning the purposes and functions and community needs of a community college program.
5. The results of this study be made available to the faculty, citizens, and administration at their request.

As stated previously, the conference brought forth the need for further studies that would provide additional answers to questions often raised. Four of these studies that indicate additional research are:

1. Do pre-conceived attitudes of instructors, administrators and citizens have an effect on creating desired outcomes concerning purposes and functions of community college programs?
2. Do pre-conceived attitudes acquired by citizens in earlier experiences affect their desire and need for a greater number of community college services for them?
3. Are attitudes of instructors, administrators and citizens affected by the attitudes of their former college or university instructors towards community college programs?
4. Would transportation difficulties of some colleges be a deterrent to the "open-door" concept and prevent participation by segments of the community?

Answers to these questions would not result in complete agreement upon purposes and functions and the needs of community college programs, but they would contribute to the overall knowledge needed in an attempt to provide relevant programs and to help provide the best possible opportunities and instruction to the greatest number of students in all programs across the State of Illinois.

APPENDIX

THE COMMUNITY IN THE COMMUNITY COLLEGE

December 15, 1977

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Molly Austin
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Mary Stevens
Black Hawk College
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Dr. John Niemi
Northern Illinois University
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Thomas Quayle
Black Hawk College
Moline, IL 61265

Dr. Charles Carlsen
Black Hawk College
Moline, IL 61265

Dr. Arthur DeCabooter
Black Hawk College - East Campus
Kewanee, IL 61443

Dr. Daniel Lee
Augustana College
Rock Island, IL 61201

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River Bend Library
220 W. 23rd Avenue
Coal Valley, IL 61240

Elizabeth Johnson
Comprehenstve Mental Health
Activity Recreation Center
629 15th Street
Moline, IL 61265

Dr. Joe Holzhauer
Illinois Central College
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Maria Soliz
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R.I. County Council on Alcoholism
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Laura Lehmann
Alpha Learning Center
1612 Fourth Street
Rock Island, IL 61201

John Jones
West End Youth Center
319 8th Street
Rock Island, IL 61201

Community Caring Conference
Church of Peace
12th Street and 10th Avenue
Rock Island, IL 61201

Henry Co. Youth Service Bureau
110 South Main Street
Kewanee, IL 61443

Terry Geiger
R.I. Chamber of Commerce
213 20th
Rock Island, IL 61201

Bi-State Metropolitan Planning Commission
1504 Third Avenue
Rock Island, IL 61201

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Moline, IL 61265

The Community In The Community College

JOIN US AS WE CONSIDER THE POSSIBILITIES...

FRIDAY, DECEMBER 16, 1977

9AM TO 3PM

AT HOWARD JOHNSON'S IN MOLINE

THE ROCK RIVER ROOM

This conference is funded by a grant from the Illinois Humanities Council and the National Endowment for the Humanities.

Appendix B

This regional conference is designed to foster searching, humanist-led college-community discussion towards the realization of these objectives:

1. to promote public discussion from a humanist perspective of the role and functions of the community college,

2. to apply the standards and criteria agreed upon at this conference to the actual practice of the community college,

3. to assess the extent to which barriers exist which limit the involvement of the community in planning and full community access, and

4. to develop specific recommendations and strategies (directed to administrators, faculty, community, legislature, etc.) for the full realization of of the community college's potential as an "open door" institution.

RETURN ADDRESS

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BLACK HAWK COLLEGE
6600 34th Avenue
Moline, Illinois 61265

FIRST CLASS
PERMIT NO 256
MOLINE ILL 61265

PROGRAM

9:00 a.m.	Registration - Howard Johnson's in Moline
9:30 a.m.	Opening Session: (Rock River Room) Welcome - Otto W. Schweinberger, Dean of Community Services, Black Hawk College Keynote Address - Philip M. Nowlen, Director Center for Continuing Education, University of Chicago
10:15 a.m.	Coffee Break
10:30 a.m.	Workshops: Each Group Discusses Four Conference Objectives
Moderators	Group 1 Mary Stevens, Director of Interdisciplinary Studies, Black Hawk College Group 2 Dr. Robert White, Professor of Communications, Black Hawk College Group 3 Dr. John Niemi, Professor of Education, Northern Illinois University Group 4 Thomas Quayle, Professor of Philosophy, Black Hawk College
12:00 noon	Luncheon (provided) Speaker - Dr. Richard J. Puffer, President, Black Hawk College
1:30 p.m.	Meet in separate groups again to prepare summations for moderator
2:00 p.m.	Reassemble in Rock River Room, summations presented, open discussion - Dr. Charles J. Carlsen, Provost Quad-Cities Campus, Black Hawk College
2:45 p.m.	Summary and closing remarks - Dr. Arthur W. DeCabooter, Provost East Campus, Black Hawk College
3:00 p.m.	Adjourn

This conference is funded by a grant from the Illinois Humanities Council and the National Endowment for the Humanities. There are no registration fees. Registrations will be limited.

REGISTRATION FORM

Please complete and return the registration no later than December 12, 1977 to:

Otto W. Schweinberger, Dean of Community Services
Black Hawk College
6600 34th Avenue
Moline, IL 61265 (309) 796-1311 Extension 255

NAME _____ OCCUPATION _____

INSTITUTION OR OTHER AFFILIATION _____ PHONE _____

ADDRESS _____
Street City Zip

THE PLACE: Howard Johnson's in Moline THE TIME: 9 a.m. to 3 p.m.

THE DATE: Friday, December 16, 1977

Group 2 Dr. Robert White, Professor of Communications, Black Hawk College

Group 3 Dr. John Niemi, Professor of Education, Northern Illinois University

Group 4 Thomas Quayle, Professor of Philosophy, Black Hawk College

Floating Moderator: Dr. Dan Lee, Department of Religion, Augustana College

12:00 noon Luncheon

Speaker -

Dr. Richard J. Puffer, President, Black Hawk College

1:30 p.m. Meet in separate groups again to prepare summations for moderator

2:00 p.m. Reassemble in Rock River Room, summations presented, open discussion - Dr. Charles J. Carlsen, Provost Quad-Cities Campus, Black Hawk College

2:45 p.m. Summary and closing remarks

Dr. Arthur W. Deshooter, Provost East Campus, Black Hawk College

3:00 p.m. Adjourn

Conference is funded by a grant from the Illinois Humanities Council and the National Endowment for the Humanities.

REGIONAL CONFERENCE ON "THE COMMUNITY IN THE COMMUNITY COLLEGE"

December 16, 1977

Keynote Address by Philip Nowlen, Director, Center for Continuing Education, University of Chicago, Chicago, IL

THE COMMUNITY IN THE COMMUNITY COLLEGE

Thank you, Dean Schweinberger. I'm always pleased to accept your invitations. Of course there is risk in that. Otto could have sold me an Edsel. And, if asked, I probably would have joined the Schweinbergers on the maiden voyage of the Titanic.

I come to you and to the issue of the community in the community college from a different perspective. Just how different a perspective is demonstrated by our football team whose motto is not Lombardi's "There is no substitute for victory," but Montaigne's, "Now we proceed to work, but faintly;" and their loyal fans who in a fourth down and goal-to-go situation (a rare event indeed) can be heard cheering "The unexamined life is not worth living."

We are permitting ourselves the risk today of doing nothing less than that: examining our lives. To question the role and functions of the institutions to which our public, and to even some extent our private, selves belong is indeed to question the utility and purpose of our selves. A dangerous enterprise. An enterprise that risks comparison of our selves with the processionary catepillar.

The processionary catepillar is processionary because it meanders about bushes and trees hooked to several others (front to end to front to end) in a long processional column. The inherent danger is that the procession

will double back on itself, the lead catepillar linking up with the end of his own procession --- forming a closed circle (obvious to everyone but the catepillars) - a moving procession to be sure, but without direction or meaning.

We spend much of our lives in procession. Our birth in academic life is occasioned by an academic procession, gowned and hooded. We process to school each day in automobile columns to the numbing rhythms of wind shield wipers and turn signals. Students process into and out of our class rooms and into and out of our lives. There are the delicate dance like processions of faculty meetings with their special gestures and postering. Faculty process to and from deans' offices; the deans process to and from presidents' offices; the presidents process to and from board rooms and systems offices. And the procession, the whole procession, moves to music which is seldom inspiring or restful and never assuredly the sound of victory or defeat - no, the music for our parades is almost always ambiguous. Perhaps the processionary catepillar fails to look up because the fear of discovering that the column is moving in a perfect circle overcomes the need to know where it is going. But surely that much ambiguity is less than human. We need to know the nature of our procession and if we risk weeping over misspent energy, we chance the delight of discovering meaning and purpose.

The community college administrator and the community college faculty member are creatures in motion - frequently hectic, occasionally frantic. Your discussion of THE COMMUNITY IN THE COMMUNITY COLLEGE invites the

comment that what the motion intended to achieve and/or protect is not completely clear.

There is much motion over the issue of state vs. community control, centralized vs. local influence. Some hold that centralization diminishes the community-centeredness of the colleges; others that it actually insures community-centeredness through stable funding patterns and the like. J. Peterson's study, "Community-Centeredness and Institutional Adaptability Under State and Local Control" (California-Berkeley, 1969, Microfilm: 70-13136) reports no significant difference in relations with local communities in regard to programs, services and administrative flexibility. Arthur Cohen in "College Responses to Community Demands" (Jossey-Bass, 1975) maintains that "the move toward state mandated processes is not a move toward rational planning, theory based decisions, coherent philosophy or consistent value positions. But neither is it a move away from all this."

Collective bargaining regarding salary, working conditions and even policy review is crusaded for and crusaded against with impassioned fervor. It reflects a change in relationships and effects increasing complexity. But the offerings and services of unionized colleges cannot be distinguished from institutions free of unions. (Edward Levi, former President of The University of Chicago, remarked a few years ago that the very nature of the University precluded unionization of the faculty. "After all," he said, "the faculty would have to admit they worked for a living.")

Air Illinois has grown prosperous on the processions of administrators to

and from Springfield to argue issues of tuition vs. accessibility. Nevertheless, within a short time following the introduction of tuition or substantial rises therein, an array of government assistance to those who might be disenfranchised by cost grows apace. And the growth of community colleges with tuition has been no less than among those without. Supervision and paper reporting demanded by new government tuition assistance even creates a few new jobs in every community college unwittingly contributing to the college's community development focus. In any event, the socio-economic scale of student populations attending tuition free community colleges is virtually the same as the scale in colleges with tuition.

One's mind might be more at ease were there clear evidence that local control, a non-union faculty and tuition free offerings guaranteed imaginative, productive community colleges with doors open to every segment of the population. But the foregoing processions do not necessarily lead toward or away from those goals.

Yet there are significant differences among community colleges. If we only imagine that qualitative and quantitative differences are the results of mindless bureaucrats, cantankerous faculty and dysfunctional financial constraints, where will we find the source of the differences?

My prejudice, my conviction is that the source of our difficulties is easy to discover but does not easily lend itself to remedy. Community colleges are distinguished from one another by the vision and the will of their leadership. Leadership here is not synonimous or co-terminus

with "president," "deans," and "chairpersons." I mean the "informal" leadership as well - all those who possess power and respect. Excellent community colleges are distinguished from the mediocre by the dreams and determination of the leadership, not by the degree of state control, the winning of collective bargaining demands and, everyone's desire: more funds than last year.

We are not without leaders and dreams. There may be different visions and dreams but excellences are rarely identical. Pifer sees the community college as the community leader, coordinating a network of institutions and agencies. (Caution - by what devine inspiration does a community college choose genuinely helpful public programs?) Gleazer sees the organized community colleges, in turn, as exerting national leadership of community based postsecondary education. Harlacher sees community colleges as most flexible, most free, most immediate in responding to community educational needs. (I disagree ruefully with Harlacher, however, when he suggests that the community college is disinterested in terms of the community power structure.) The excitement of those visions does not lie in their novelty. The excitement lies in the colleges becoming what we have always known they might be. We have too few visions and too little determination. My caution here and disagreement there are really in the spirit of the Church of England cleric who said to his non-conformist colleague one day, "We are, I suppose, both doing God's work -- you in your way and I in His."

Whitehead and others have spoken of the affective stages through which

the individual learner passes. The community college is the institution most proximate to the romantic stage, the teachable moment in other constructs. Can we not anticipate teachable moments in the community better than we have? Public libraries in metropolitan areas order books long in advance of national public broadcasting series such as "I, Claudius," and "Elizabeth I," and network productions such as "Roots," knowing these occasions to result in a run on related books. Perhaps the community college especially could coordinate a planned response to such anticipated teachable moments, preparing elementary and secondary schools to take full advantage of the young person's interests. Technical and trade schools could be asked to play imaginative roles and upper division schools invited to make appropriate contributions, with libraries and other learning resources providing special support systems. From coordination of anticipated teachable moments, the community college could take the next step: creating such teachable moments through such mechanisms as railroad train borne art and sculpture exhibits (NEA might provide a whole system with a grant, for example.) Cable television linking the community college with the community could bracket teachable moments from symphonies to presidential press conferences with background and analysis.

As a member of your client public, I have yet another dream. Just as the quality of relationships within the family teach lessons more effectively than do parental remonstrations, so also the processes through which you conduct academic affairs in the community probably will always have a greater impact upon the community than the content of courses. There is in Higher Education (and my comments are not limited to the

community colleges) today a destructive and malevolent animus, an almost savage poverty of spirit. Whether it is caused by restricted, smaller budgets offering precious little by way of salary increments from year to year; or the drastic reduction in individual job mobility; or by feelings of loss of individuality and self-esteem in the face of an increasingly complex bureaucracy; or by maddening frustration that responsibility is diffused to the point at which everyone and yet no one is responsible -- or whether caused by none of these trends, -- we no longer conduct our affairs with civility. Civility no longer characterizes the processes through which we formally govern or informally guide our institutions of learning. The Romans understood that, as venal as life might become from time to time, there was no civitas (societal fabric) without civilitas (those qualities of courtesy, grace and respect).

So let us dream. So let us be determined in our dreams. But in our determination let us not mistake savage pettiness for sincerity and personal attacks for commitment. We may be teaching our communities that brutality and churlishness are appropriate responses to hard times. We may be teaching our communities that a resource-diminished earth inevitably diminishes humanity.

But my dream is otherwise. The most significant lesson higher education may be able to teach - and the community college with its internal processes so bound up with the community and so exposed to the community may be the best teacher - the most significant lesson you can teach is that the spirit of man can be enlarged by adversity and that resolution

of the most complex and significant issues commands civility.

Our behavior in reaching conclusions related to centralization vs. autonomy, collective bargaining, tuition hikes, curricula reform and the like will shape the quality of life in our communities more swiftly and surely than will the actual conclusions reached.

I offer you a day devoted to dreams. Find your own. Defend it with determination. Don't be too ready to see insurmountable barriers in the way of that dream.

REGIONAL CONFERENCE ON "THE COMMUNITY IN THE COMMUNITY COLLEGE"
December 16, 1977
Dinner Speech Presented by Dr. Richard J. Puffer, President
Black Hawk College, Moline, IL

THE DANGERS OF COMMUNITY COLLEGE EDUCATION

Years ago, the president of the University of Chicago, Robert Maynard Hutchins, was asked a question to which he gave a very interesting answer. The question was, "Is education dangerous?" Dr. Hutchins replied, "Yes! It is very difficult to make it not dangerous. In fact, it is almost impossible. The only way that you can prevent education from being dangerous is to try to develop an educational system in which the pupil is exposed to no ideas whatever. We are working hard on this, but fortunately we seem unlikely to succeed, at any rate in the immediate future."

Community college education is extremely dangerous, for it grew out of a desire on the part of thoughtful laymen and educators throughout this nation who perceived an educational need that was not being fulfilled by the common schools and the universities. Somehow, they thought, the needs which are peculiar to our own local communities ought to be met by some sort of educational institution beyond the high school level. We have many people who need additional education, and others need specialized training which will permit them to make career changes. However, these people really cannot leave our area, for they are geographically place bound by family commitments, finances and their own preferences.

Over a period of time, the answer evolved by these concerned and thoughtful people was the community college, an offspring of the few pioneering junior colleges then in existence.

The dream then was, and still is today, to have a postsecondary institution which responds rapidly and efficiently to the needs of the people it most immediately serves. In order to accomplish such a challenging goal, a new institution had to be created which combined many of the most effective and responsive elements of the local school districts and of the four-year colleges and universities. Today's community colleges, governed by local boards of trustees financed in part by local tax money and responsive to the suggestions and recommendations of dozens or hundreds of local lay advisory committee members are the product of those early dreams.

But community colleges are dangerous, for they create hope in the minds and hearts of many people who seldom before had hope. They offer education to the bright young person who never before could afford to leave the home area to attend a college or university. They offer opportunities to the working person who is bound to the home area by the need to retain a job to support a family. They offer a second chance to housewives searching for something more fulfilling than 40 years of housekeeping. They respond to the person whose need for education and training is related directly to a job in industry, agriculture, and business at the technical level rather than the engineering, management, or professional level, for such technical education and training has rarely been considered appropriate by colleges and universities in the past. Community colleges offer hope and opportunity to the underprivileged whose educational backgrounds require remedial efforts, and whose financial needs have absolutely precluded higher education in the past.

And by creating hope in the hearts and minds of those who rarely before had hope for higher education, the community colleges have created the interesting threat of new institutions encroaching upon the turf of old institutions and demanding a share of limited financial resources to meet the needs of new students. Community colleges, having thus created danger by nourishing hope for something better in the minds of thousands of people who never had substantial hope before, and having threatened the old establishment, have set the educational world on its ear! To the extent that community colleges have been able to serve the dreams and hopes of all their people, the danger has been averted. It is when the community college is unable to fulfill the needs and desires of its constituents that the danger of a social explosion becomes imminent.

Community colleges were created by the people of their local communities, in hopes of improving the lot of the people in their local communities. No other educational system in history has ever known such growth as the growth experienced by American community colleges in the past twelve years. In Illinois, more than half of all freshmen and sophomore students in all of higher education are community college students.

But such growth has been dangerous, for the infant community colleges of 12 years ago are now the vital young adult institutions of today, needing and demanding a substantial share of limited State and local resources to maintain the programs and services they have developed. At a time when the post sputnik glamour of higher education is fading away, the community colleges demand for significant financial resources poses a threat to State

local governments. At a time when articles are appearing questioning the value of the traditional college education, community colleges are clamoring for additional help because they are offering something above and beyond a traditional college education. At a time when limited financial resources are causing a parochialism and protectionism on the part of the established old guard of the colleges and universities throughout the country, community colleges are demanding that their new and booming career and adult programs receive adequate support. The crucial danger here is that there is a need for all areas of higher education, but there is a growing tendency toward internal self-destruction through the struggle of the various elements of education including higher education to garner adequate funding.

Community colleges are probably the recipient of a greater sense of affection on the part of their citizens than are most other colleges and universities, but they are also subject to a greater scrutiny and to continuing evaluation by their citizens. Community colleges, together with the common schools, comprise the only element of government which must seek approval of the voter to levy increased taxes. In most states, other units of government including cities, counties, sanitary districts, forest preserve districts, etc., move forward under the banner of "home rule." In essence, these local governments may levy additional taxes as needed without a referendum from their taxpayers. Not so in the case of the common schools and the community colleges, who can only increase their tax rates when granted specific authority through a vote of their people. The danger here is that the schools will be penalized as representatives of all taxing bodies many of whom have earned the resentment of taxpayers

through less than efficient and effective operation.

In the conclusion to "Walden," Henry David Thoreau wrote, "If a man does not keep pace with his companion, perhaps it is because he hears a different drummer." The community college certainly marches to the beat of a different drummer. It is the heartbeat of the community which surrounds it, and it seems to me to be a much more powerful beat than that heard at the four-year college and university, a beat muffled by the larger region which such an institution serves. But community colleges must guard against the danger of responding too quickly through creation of programs which appear to meet community needs, but in fact are really only meeting the needs of a vocal few. The assessment of what its community college should offer in programs and services, and to whom these should be offered, is made by elected representatives of the community itself--the Board of Trustees.

Few other governmental agencies must be as sensitive to individual and collective citizen needs as the community college. Change is always dangerous, and the community college is a great new agent of change! Lyndon Johnson, in one of his "state of the union" speeches said, "We must change to master change." The power of that thought really grows as you savor it over a period of time!

Community colleges will serve to help every interested citizen to study changes now occurring, to understand more clearly how these changes have come into being, to influence change, and to live successfully in a world of change.

Perhaps the greatest danger of community college education is that it will now go undernourished for a decade or so, and will as a result become a poor imitation of its true potential. Its citizens will thus have been cheated of the great benefits of a college which really listens to them and works in good faith to meet their needs.

Community college boards and staff members must possess the qualities of wisdom, skill, and virtue. You can appreciate, I think, that wisdom is knowing what to do next: skill is knowing how to do it: and virtue is doing it! Community colleges often seem to have sufficient wisdom to know what to do, and almost as often have the skill of knowing how to do it. One present danger is that we cannot always manifest the virtue of doing what should be done, for we lack the resources needed. We have created a tinder box by encouraging high expectations through the past dozen years, and are finding ourselves now led into a situation where our funding sources cannot produce the money with which to express the necessary virtue of doing the job.

There are some people who feel about the community colleges that they have become fanatic in their service to their people. George Bernard Shaw explained that "A fanatic is one who, having lost sight of his objectives, redoubles his efforts." There are those who feel that community colleges have lost sight of their objectives, but many of those objectives have necessarily been defined for us by others. Many people are aware of the objective we have of offering the first two years of a baccalaureate education, and for many people this is almost our sole objective. They have forgotten the added objectives which have been given us by legislative

mandate and by evolving philosophy, including career education for those who do not intend to continue at a four year college or university. Many critics have overlooked our obligation to those adults who have not completed high school, or have educational needs which do not readily lend themselves to college credit courses. When our programs in all these areas begin to blossom and grow, criticism from those who understood us as junior colleges also grows. In responding to these new and evolving needs we face the danger of alienating those citizens who clearly understood only our former junior college programs. Since we have to depend on our local community for our support and for our students, we cannot afford to alienate anyone and so we walk the continuing tight-rope of service to those who need us without offending those whom we need.

We continually strive to keep the community in the community college through the involvement of our lay board members, the involvement of lay advisory committees in almost every program area, through use of the media to inform our public about our programs and services, through the involvement of our staff and students in community organizations and activities, and through a myriad of other devices and activities designed to make us understandable and accessible to our people.

But we are so complex that often we are incompletely understood by our own staff members. We are so responsive that we garner criticism from those in our public who understand only one facet of our programs and services. We are so young and growing so rapidly that we are earning the enmity of those in governments with whom we must compete for scarce financial resources. We are so inadequately funded that we often earn the wrath of

our students who are incompletely served, and of our staff members who perceive the slow decay caused by continuing underfunding.

Still, most of our staff and faculty feel as I do, that there is no more exciting and satisfying place in which to combine work and service than our community college. We criticize our college strongly, but we love it dearly. We know that community colleges are not perfected systems, but they are improving systems. And we stand with Abraham Lincoln in the belief that, "If we could first know where we are and wither we are tending, we should be in better position to attain our goals." It was 1858, and Lincoln was making his "house divided against itself" speech. Those of us who have been involved intimately with community colleges do not intend to let our house be divided, we believe we know where we are, and we're fairly certain where we are tending. For the most part, we know what it will take to attain our goals, and we intend to press with all our energy for a chance to meet those goals.

Keeping the community in the community college, and the college an integral part of the community is critically important for our existence, if not the reason for it.

The danger of losing touch with our community and its needs, and the related danger of our citizens forgetting that we are theirs to use and to protect threaten us now as never before. Our leadership will be tested strenuously. If we have done our job, our citizens will demand that their community colleges continue to be allowed to adequately serve local community needs!

Appendix F

SUMMARY OF REMARKS ON

EVALUATING THE COMMUNITY COLLEGE AS AN "OPEN DOOR" INSTITUTION*

Dorothy M. Knoell
California Postsecondary Education Commission

The "open door" community college has become a complex phenomenon in postsecondary education, with issues going far beyond those of admissions and comprehensiveness of programs. Instead, discussions of the "open door" college must be guided by questions, simply stated, of

-- for whom?
-- to do what?
-- where?
-- with what conditions or restrictions?
-- for how long?

We recently concluded from a four-year, 35,000-student study of the California Community Colleges that continuing education for part-time, adult students has become the dominant function of these institutions, but with no resulting neglect of the traditional occupational, general education, and transfer programs. Our evidence was in a sense the findings that 70 percent of the students are enrolled part-time, 50 percent enroll only in late afternoon and evening classes, over half are at least 21 years of age when they first enroll, and less than 20 percent earn degrees and certificates and/or transfer to baccalaureate institutions.

The findings and conclusion were a shock to many who had neither an up-to-date "feel" of the colleges nor a grasp of the cold statistics in HEGIS (the federal Higher Education General Information Survey) and other governmental reports. After all, it was thought, the universities are still highly dependent on the infusion of community college transfer students as upper division students to bolster lagging enrollments. Furthermore, we like to think of business and industry as eagerly awaiting the graduates of our vocational/technical programs! A year after we published our findings, boards of trustees, faculty members, administrators, and the community generally are still not quite sure how they feel about what appeared to us to be a largely unplanned shift in emphasis away from degree and transfer programs for recent high school graduates who enroll as full-time students, toward courses and experiences for part-time, often one-time students who may not be working toward some "higher" education objectives.

It is difficult and dangerous to adopt criteria and standards until you have explored what you want the open door college of the future to look like! Community college planning, past and present, suffers from a reliance on the projection of enrollments of known predictable clienteles (mostly local, recent high school graduates), as the primary basis for constructing new facilities, adding educational programs and services, employing new

*Prepared for the Statewide Conference on The Community in the Community College, Springfield, Illinois, March 24, 1977.

faculty, and evaluating the success of our planning efforts. Success was having facilities ready, the faculty on board, and funds appropriated in proper amounts to accommodate the projected enrollments.

Planning as the accommodation of the projected enrollment of known clienteles is no longer wholly appropriate for the open door college and probably will not work very well in the last decades of the twentieth century in any case. Instead, planning may well involve a conscious choice of desirable alternatives, from which decisions about facilities, programs, and personnel will flow. "Success" then becomes an assessment of the extent to which the college is reaching the various clienteles it has decided that it should serve, in relation to its planning goals.

I began by asking five "open door" questions which need to be addressed in the course of achieving the purposes of the conference.

Open Door For Whom?
What priority is to be given to serving local, recent high school graduates who are ready to undertake postsecondary education, as opposed to those needing special help by virtue of their educational, economic, and/or cultural disadvantagement? young people who need to get out of high school before graduation? senior citizens and those who have simply retired? the handicapped (physically and developmentally) the unemployed? men and women who can enroll only part-time, at night, because of home and job responsibilities? other "under-represented" groups of local residents?

Open Door To Do What?
Does the "open door" philosophy imply that any local resident may enroll in any course or program of his or her choosing? How far should the college go in providing such opportunity? Should a credit/no credit option be made available in all courses so as to accommodate students who are not working for degrees and certificates, in the same classes with regularly enrolled students? May students with avocational interests enroll in credit-bearing vocational/technical courses such as auto mechanics, tailoring, and typing? What balance should be maintained between student interest/demand and manpower needs? What should the college do about evaluation and certification of learning which takes place outside the institution, for example, for life experiences?

Open Door -- Where?
How far should the college go in taking courses and programs out to where people have easy access, that is, off campus? Is it proper to offer programs and services on sites to which the general public has limited access in order to serve specialized clienteles, for example, on military bases, in some business establishments, and in convalescent and retirement homes? How ready are the colleges to offer instruction in customized "take out, take home" packages?

Open Door Under What Conditions or Restrictions?
1. Charging of tuition and fees; particularly for programs which must be self-supporting: is the college doing its job if only the relatively affluent, well educated residents enroll in continuing education programs and courses? Should tuition and fees be waived for adults in certain income categories? for senior citizens? regardless of their educational objective?

2. May (or should) the college require all students to demonstrate competency in basic skills (reading, writing, speaking, arithmetic) as a condition of enrollment? Is there some competency level which should serve as a floor, irrespective of the skill level needed in the course or program the student wants? (Art and music are good examples of the questionable application of such requirements.)

3. Scheduling: Should students have to enroll when faculty and facilities are most readily available, when they may prefer or need to enroll some other time? How far may the college go in assigning regular faculty to late afternoon and evening courses when they prefer day schedules? When does the college construct new facilities or expand to off-campus centers, when space is underutilized in existing facilities at certain times?

Open Door [illegible] Long?

One of the most significant issues to be addressed is the right/responsibility of the community college to meet the needs of local residents who have completed the equivalent of two or more years of education beyond high school in one or more collegiate institutions. Is there any limit on the enrollment of such students, provided the courses they enroll in are at the lower division level? May students who have completed one type of associate degree program begin another, for example, students completing transfer programs who then request enrollment in nursing or computer science? Whom should be served in noncredit and/or community service programs, rather than credit-bearing courses in regularly organized curricula? Who should have the responsibility for upgrading, refreshing, and/or retraining completers of occupational programs for whom baccalaureate programs may not be appropriate or desirable?

Conclusion

These are some of the issues which need to be considered in the course of the discussion of criteria and standards for the open door college. Our California legislature has suggested that equal opportunity (another way of viewing the open door college) will have been achieved only when all racial/ethnic, age, and socioeconomic groups and both sexes participate equally in all aspects of postsecondary education, that is, in proportion to their representation in the state and/or local population. At the same time, accreditation agencies appear to be exerting pressures which may constrain the expansion of opportunity along nontraditional lines, that is, serving as one counterforce to public pressure to serve new clienteles under open door policies and goals.

The colleges and their communities now need to consider goals, priorities, and possibly limits to the open door model-- goals for increasing the enrollment of designated clienteles in various types of community college programs and services, resources to achieve these goals, and the boundaries for such expansion of opportunity in terms of how far the college and community should be expected to go in pursuit of the goals or equal educational opportunity.

Appendix G
Item #12
November 1, 1977

STATE OF ILLINOIS

BOARD OF HIGHER EDUCATION

THE END OF GROWTH: RAMIFICATION FOR HIGHER EDUCATION PLANNING AND POLICY

THE END OF GROWTH: RAMIFICATIONS FOR HIGHER EDUCATION PLANNING AND POLICY

The demographic facts are well known: declining birth rates will result in a leveling of the traditional college age population (18-21 year olds) by the early 1980's followed by absolute declines through at least the mid 1990's. Projections of headcount enrollments in Illinois institutions show a peak in 1981 with declines through 1990 when enrollments will be only 50,000 more headcount and 4,000 more FTE students than there were in 1974.[1] When out of state migration patterns are taken into account the situation could be even worse in Illinois than in many other states. A recent study conducted by the American Council on Education[2] projects a 16% decline in traditional college age freshman in Illinois by 1985 as compared to 1975 enrollment figures, assuming that Illinois will continue to be a net exporter of freshmen students.

Enrollment stabilization and decline will bring additional pressures to diminish the financial resources available to the system of higher education in Illinois. Moreover, these pressures will be added to those which have resulted in a historical decline in the share of Illinois general revenue funds appropriated to higher education (from 23% in 1967 to 16% in 1977) and the concomitant decline in general revenue funds per FTE student (from $1203 in FY1970 to $1039 in FY1977, based on 1970 dollars).

At the same time the demographic facts do not tell the whole story. Higher education is already responding to new kinds of students, many of whom are older than the traditional college freshman. Some seek retraining or new opportunities

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[1] A Master Plan for Postsecondary Education in Illinois, March, 1976.

[2] "Changes in Enrollment by 1985", Cathy Henderson, American Council on Education, Washington, D.C., 1977.

to pursue a wider range of educational objectives, others are educationally or economically disadvantaged and would never have had a chance to seek a college education even 10 years ago. Public policy to expand accessibility to post-secondary education through ever increasing amounts of student financial assistance would also affect participation rates. Further, economic and manpower conditions can dramatically affect college and university enrollments and these range from difficult to impossible to anticipate. For example, a decreasing pool of college graduates could result in shortages of trained manpower. The increase in demand for college graduates could induce a higher participation rate for the traditional college age population and increase the economic benefits of a college education thus creating incentives for other population segments to pursue a college degree. Attempts to understand better emerging enrollment patterns, such as the BHE's Study of Part-time Students, will become increasingly important given the complexities that cloud the future enrollment picture.

In any event, the end of growth in the traditional college age population will require the Board of Higher Education to address many issues in the months and years ahead. Some of these issues are highlighted in Governor Thompson's recent letter to BHE Chairman Prince. Paraphased these are: do we have the proper mix in numbers and kinds of institutions of higher education in Illinois? Will our current resources (e.g., faculty, facilities) be underutilized? How can we redirect our emphases on growth to one of improving the quality of educational programs? Should there be a reorganization or consolidation of higher educational programs? To this list one might add the following related questions: Should there be a restructuring of financing policies for higher

education that would promote more competition...or more cooperation? Should higher education actively seek new roles? How can higher education continue to be responsive to individual and societal needs given stability or decline in enrollment and resources? Do we need to reexamine the question of who should pay for higher education in the light of end of growth realities? What planning and budgeting criteria and policies will be most effective in assuring that resources can be reallocated to support the highest priority programs?

This paper does not attempt to develop staff recommendations with regard to these many issues. That step can only be taken after the Board of Higher Education has had a chance to examine and discuss the ramifications of enrollment stabilization and decline; to request studies that permit better insights into those ramifications; to receive the positions and suggestions of systems, institutions and various advisory groups; and to provide policy direction to the staff in drafting recommendations. Rather, the purpose of this paper is to analyze what is likely to happen as a result of the end of growth. This is done by analyzing the implications of alternatives in the following areas: competitive forces, new students, productivity effects, cooperation and alliance, impact on faculty and staff, trends in financing higher education, and the emergence of new roles for higher education. Thus, this paper attempts to reveal the different directions higher education in Illinois could take as it faces an end of growth, and provide some insights into their ramifications.

Competitive Forces

A fundamental economic principle is that a decline in supply will have the cooresponding effect of an increase in demand. As the traditional college age population decreases, postsecondary educational institutions can be expected to compete more vigorously for students drawn from this and other population groups.

These competitive forces need not be limited to those between colleges and universities and among sectors of higher education, but also will encompass proprietary schools and industrial and governmental educational programs and will cut across state systems of higher education. Competition can be expected to surface in numerous ways: attempts to extend geographical areas served, searches for new revenue sources, efforts to broaden the market served (e.g., by proliferating educational programs, expanding student services and establishing new time patterns), more aggressive outreach efforts by postsecondary institutions, and perhaps differential pricing schemes that are closely tied to costs of educational services.

Competition has its pros and cons. On one hand, competition can result in undermining educational investments. For example, the resources committed to establish a new program in a particular location can turn out to be wasted costs if similar programs are offered that disperse the student demand that was originally anticipated. Also, resources must be expended for the sole purpose of maintaining a competitive advantage. One need only consider the monies spent by industries to advertise their products and consider the potential reactions of institutions to realize that expanded competitive forces can draw heavily upon available resources. In addition, competition when it becomes too visible can result in an erosion of public confidence. On the other hand, competition can have the effect of improving productivity by providing incentives to offer the best possible product at the lowest possible cost. And, competition can serve as a natural "weeding out" process. That is, institutions or programs that cannot effectively compete may not survive. Many of these "advantages" of competition may not materialize, however, since higher education is not a free

market enterprise. It is unlikely that many institutions or programs will slip to the margin and silently cease to exist within the heavily subsidized system that exists at the present time.

Competition could lead to greater diversity if institutions carefully delineate the market they will serve. But competition could lead to homogeneity if large numbers of institutions find the same market attractive, or if institutions chose to define their markets very broadly.

The possibility that competitive pressures may increase as a result of an end of growth raises the following policy questions:

1. Should competitive forces be given more latitude to operate in the future and thereby become a primary means for altering the mix of institutions and programs in Illinois?
2. Should competitive pressures be counteracted by more stringent delineation of institutional role and scope, and tighter control over new program initiatives?
3. Since financing policies are the primary means for strengthening or dampening competition (i.e., flowing more money through students would tend to increase competitive forces while across the board budget decision rules for salaries, utilities, etc., would tend to weaken competition) should current policies be modified?

New Students

Higher education has already begun to respond to new clienteles by enrolling more students who are older than the traditional 18-21 year old population, who pursue their education on a part time basis, and who have a wider diversity

of educational objectives ranging from career retraining to avocational interests. Colleges and universities have been enrolling an increasing percentage of women and ethnic minorities, and a greater proportion of students are in need of special economic or educational assistance. Many more of today's students are working than was the case in the past.

These trends can serve to at least partially offset the end of growth projections for the college age population and can expand higher education's contribution to the citizens of Illinois. Certainly the opportunities to serve expanded numbers of new students cannot be overlooked as higher education faces the issues of the 1980's. But this picture also has some negative implications. First, new types of students (e.g., larger numbers of part time students) will require new resources and the evidence is that more dollars per FTE student will be required. This is due to a number of factors: a wider diversity of programs and time patterns does not allow economies of scale to be realized, part time students utilize many support programs (e.g., counselling, record keeping) at least as extensively as full time students, institutions will need to establish or expand special assistance programs, and increasing proportions of the higher education budget will be needed for student financial aid to support larger numbers of underfunded students. Second, many of the benefits of and justification for higher education are derived from the early acquisition of skills and knowledge. For example, calculations of the return on the higher educational investment, which historically have exceeded 10% per year, are based on the assumption that higher education was acquired early in one's lifetime and reaped returns over 40 or

more years into the future? Many of the financial benefits traditionally ascribed to higher education may not turn out to be as attractive to older students. Third, many colleges and universities are not ideally positioned, geographically or philosophically, to serve a new student clientele. Many of the state's largest universities are in areas of relatively low population and are not likely to attract many of the "new students" described above. Further, in order to serve a new student clientele, institutions may have to shift their basic missions to such an extent that they may all but lose their present identity. Finally, new students carry with them new educational objectives which will need to be addressed through new programs and new educational approaches. Higher education will face a major challenge in its attempts to shift emphases and be responsive to new types of students without an infusion of new resources.

The new student raises the following policy issues for higher education:

1. Institutional missions often have not emphasized the characteristics of students to be served. How can we best differentiate among institutions according to their ability to serve different types of students?
2. It is highly unlikely that the full range of higher education benefits can accrue to the diversity of potential students. For example, not every city in the State with a population of over 50,000 people can provide a certifiable program in educational administration even though there would probably be an adequate in-service demand for such a program. Should the full range of programs be made geographically convenient to all population centers? What criteria are

to be used to define the trade-offs between program accessibility and the quality and effectiveness advantages gained through consolidation? In summary, what criteria are to be utilized in approving new programs?

3. To a large extent serving the new student is a matter of accomodation (e.g., new time patterns) and taking the program to the student (e.g., off-campus program offerings). What balance is to be struck between serving larger numbers of new students and greater resource reallocations to do so?
4. Who is to receive student financial assistance in the 1980's?

Productivity Effects

In technical terms productivity is defined to be the value of educational outcomes (knowledge, skills) relative to the value of inputs (the costs). This definition of productivity is far broader than those often employed (i.e., productivity improvement is often taken to be synonymous with cutting costs). But it is necessary to consider the results and benefits of higher education and the value of those outcomes to examine adequately the productivity effects of the end of growth. While it is difficult to predict what might happen to productivity if enrollments decline, it is possible to spell out some of the relationships between costs and benefits which must hold true. If enrollments decline, productivity will decline, unless either costs correspondingly decrease or the quality and, therefore, the value of the higher education experience increases, or some combination thereof. While the most apparent way to maintain productivity in the face of declining enrollments may be to cut

costs (e.g., lay off staff, close buildings), it is unlikely that cost cutting alone could keep up with productivity declines for a number of reasons. There tends to be a spiraling effect as cost decreases are used to offset productivity losses (i.e., less productivity, cut costs, still less productivity, more cuts, etc.). Certainly, across the board cost cutting will not counteract productivity losses. Further, productivity increases that are possible as new resources are added are easier to accomplish than is productivity maintenance as costs are decreased. This is because economies of scale are possible in a period of expansion, and marginal costs are usually less than average costs. Parenthetically, this is why formula budgets can be advantageous to an institution in periods of expansion and disastrous in periods of decline. In any case it is necessary, and challenging, to rely on quality improvements to maintain the productivity of higher education as it faces a period of relative stability in resources. There are many ways to improve value and quality and a few are cited here to give a flavor for the task ahead: (1) program consolidation and careful attention to assuring that a critical mass exists as academic programs are developed and strengthened, (2) emphasizing "high valued" programs (e.g., those in high demand, those closely tied to critical societal and manpower needs), (3) resource sharing, (4) providing the means and incentives for faculty to be more productive. These possibilities virtually are unlimited and range across monetary rewards, assuring that faculty assignments are congruent with abilities and interest, developing professors as learning facilitators, augmenting faculty with technological improvements, (5) expanding student productivity. Again numerous possibilities exist: working toward better institution and program matches with

student interests and abilities, time shortened degrees, providing greater flexibility for students to choose the most effective learning modes.

Obviously, productivity improvements are largely the responsibility of faculty and institutional management. This task is exacerbated by the fact that productivity gains are closely tied to value considerations (e.g., whose values?) and are therefore elusive at best. Key policy considerations to be addressed relative to productivity effects include:

1. What criteria can be developed to understand productivity gains and losses better and thereby, provide directions for maintaining or improving productivity?
2. What potential productivity improvements should be explored experimentally now, that have potential payoffs in the next decade?
3. Since resource reallocation is a primary means for improving productivity, how should reallocation be formally integrated into planning and budgeting processes at the state level?

Cooperation and Alliance

As described above stable or declining enrollments could increase competition in higher education. It can also be expected, however, that colleges and universities will seek increasingly to share resources when it is mutually advantageous to do so. Joint computer centers, cooperatively offered academic programs and library resource sharing are examples of areas where cooperative efforts have been established in Illinois.

While new and expanded opportunities for resource sharing undoubtedly will emerge within higher education, new alliances will also be explored between higher education and industry, government and other sectors of society. For

example, the military services compete with higher education for 18-21 year olds, and at the same time the military sponsors a substantial array of training and educational programs. A number of Illinois colleges and universities are already responding to the educational needs of the military and the potential exists for significant expansion of such cooperative arrangements. Numerous similar opportunities exist that can have the effect of offsetting enrollment declines in the traditional college age group. In addition resource sharing should result in productivity improvements.

Conversely, cooperative arrangements can have negative ramifications. In some instances the entire character of a program can be changed as accommodations are required to establish cooperative programs. For example, training programs in the military are highly structured and heavily oriented to spetific jobs and competencies. It may be very difficult to adapt higher educational programs in ways required by new alliances without substantially altering basic educational philosophies and missions.

There is a fine line between cooperation and competition - cooperation occurs when the advantages gained by all parties outweigh what each must sacrifice in order to participate in a joint venture. Competition will often occur when the reverse is true. Thus, many of the policy questions surrounding cooperation are closely aligned with those associated with competition. The basic questions seem to be:

1. In what areas should resource sharing and cooperative efforts be initiated and strengthened, within higher education and among higher education, industry, government and other sectors of society?
2. To what extent should programmatic objectives be altered, or institutional roles and missions be changed, as new alliances and

cooperative efforts are planned and implemented?

Impact on Faculty and Staff

Increasingly institutions will have to depend upon resource reallocation as the primary means of maintaining responsiveness and academic vitality in the face of financial stringency. However, reallocation is not easy to accomplish when it involves human resources, and faculty knowledge, skills and experience. It is usually impossible to shift faculty from one discipline to another, and it is therefore difficult to change programmatic emphases over short time horizons. Apart from the emotional distress associated with faculty dislocation, the inflexibilities of tenure and the wide range of restrictions that may be incorporated in contracts negotiated with faculty unions could all but eliminate most of the opportunities to reallocate to higher priority programs. It can be expected that these constraints will be more binding in a period of stability and decline. Approximately 67 percent of the full time faculty in Illinois universities are tenured at the present time. This percentage has been increasing during the 1970's, and despite efforts by some institutions to raise tenure standards and otherwise curtail tenure appointments, it is projected that the percentage of tenured faculty will continue to rise in the future. Fewer opportunities will be open to hire new faculty, particularly if there are fewer students to teach; the average age of faculty will increase and the mobility of faculty will decline as fewer new positions become available. The result will be an increasingly inflexible management environment and serious limitations on new initiatives and vitality that are stimulated when significant numbers of new faculty can be hired.

It is unrealistic to think that current faculty attrition rates (primarily retirement) will provide significant opportunities for reallocation and new initiatives in the next decade. Higher education must develop new alternatives. The following have been suggested but have yet to be implemented on a large scale basis: (1) early retirement systems of various kinds ranging from bonus payments for early retirement to restructuring benefit schedules in order to provide incentives for early retirement, (2) faculty development programs that help faculty develop knowledge in disciplines that are in high demand, provide faculty with opportunities to explore new interests and develop new skills, (3) providing opportunities for faculty to move into new jobs (perhaps on a short term or part time basis) within government and industry, or encouraging part time appointments that permit public service or consulting activities, (4) providing incentives and training for faculty to move into administrative positions, (5) periodic reviews of tenure status with the possibility of rescinding tenure, and the objective of assuring that only the best qualified and most deserving faculty are in tenured positions.

Constraints associated with human resources are probably the most difficult problems for colleges and universities to overcome in preparing for an end of growth. The questions to be addressed are:

1. What alternatives should be tested or implemented that relieve the inflexibilities inherent in current personnel policies, and thereby open additional opportunities to support new initiatives?
2. Since virtually all alternatives require a phase-in phase-out process that occurs over time, and probably more resources than if one

program was terminated immediately and another simultaneously started, should incremental resources be provided to shift to high priority programs? If so, should such incremental resources be considered as non-recurring costs to be subtracted from the base after the phase out of other programs has been completed?

Financing Policies for Higher Education

While the most important question for those concerned with higher education is "How much money will be available?", the question that may have even more impact on the future of higher education is "How are the dollars to be delivered to the different sectors and institutions?" This latter question focuses on financing policies: How much of the total bill should the student pay? What relative share of total dollars should go to public and private institutions? Community colleges and universities? What proportion should follow student choice (i.e., how much should be provided for student assistance?)? These questions are important because their answers provide the means for implementing the course higher education is to follow. Further, higher education can probably influence these answers to a greater degree than the determination of higher education's slice of the overall revenue pie. Financing policies provide the primary means for altering the mix of programs and institutions, accelerating or curtailing competition, modifying roles and missions, and extending educational opportunities to new clienteles.

To a large degree financing policy is a matter of mechanics and a large number of alternatives have been tried or suggested: formula budgets, incremental budgets, block grants, entitlement programs, zero based budgets, and

student assistance of various forms (e.g., loans, work study, grants, scholarships). The incentives created by employing different mechanisms can be powerful change agents, however, and can produce significantly different results.

It may well be the case that the directions established to confront the problems of the 1980's and 1990's will require modifications in current financing policies and mechanisms. Certainly, a study of end of growth issues would be incomplete if financing policies for higher education were not considered.

The questions related to financing policy can be stated in the following general terms:

1. What should be the source of revenues for higher education (e.g., students, federal, state and local government,) and what proportion of total dollars should be derived from each source?
2. What institutions, sectors, students, and programs should be the recipients of support and in what relative proportions?
3. How should these dollars be delivered (that is, through what budget mechanism)?

Future Roles for Higher Education

It has been said that "the main problem with the railroads is that they considered themselves to be in the railroad business instead of the transportation business". Perhaps history will record that the main problem with higher education was that it defined its role too narrowly. But this seems highly unlikely when one considers the multitude of different roles higher education has historically assumed: a producer of trained manpower, an instrument of social change, a socializer of youth, a sorter and screener of the qualified

from the unqualified, a provider of technology and solutions in response to critical national needs, to name a few. It seems that the last five to ten years in particular have offerred a long list of "non-traditional" ideas for colleges and universities to espouse.

It is difficult to predict what effect the end of growth will have on institutional roles, because there is some evidence that each of the following possibilities is gaining momentum:

-proliferation: This is probably a "running scared" phenomena that could be further fueled by declining or stabilizing enrollments. The assumption is that the best protection for the future is to be everything for everybody and surely something will work out.

-diversity: The ideal situation for the years ahead is to have the proper mix of roles in the Illinois system of higher education that best responds to the variety of individual and societal needs.

-homogenization: All sectors of higher education and all colleges and universities could become increasingly similar. This would not occur by institutional choice, but may be caused by fiscal stringencies. For example, as opportunities to redirect programs and maintain vitality become more constrained, budget levels and allocation policies may force a state of collective mediocrity, risk capital to try out new ideas will become increasingly difficult to obtain, and so forth.

-stagnation: It is possible that some institutions or the state as a whole would chose to "circle the wagons" and ride out the storm. This does not necessarily lead to homogenization, but maintaining the

status quo to the extent possible. It is the kind of strategy that can lead to the cost-cutting, productivity decline spiral.

Clearly, higher education must strive for the proper degree of diversity and avoid proliferation, homogenization, and stagnation as it moves into the next decade. In general, more diversity would be more expensive but at the same time would have greater potential for addressing the needs of individuals and society.

This policy trade-off is present in many decisions of the Board of Higher Education (e.g., what is unnecessary duplication? What geographic region or clientele does a given institution serve?) and is the underlying consideration for most of the policy questions raised in this paper.

Selection of Criteria

Adult and Continuing Education Workshop

The Community in the Community College

Sangamon State University

Springfield, Illinois

March 24, 1977

John A. Niemi
Professor of Education
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DeKalb, Illinois

Humanism is a philosophy or an attitude that is concerned with human beings, their achievements and their interests. In practical terms, this means putting our emphasis on the individual learners whom the community college serves in its adult and continuing education function. An important principle relates to admission policies that are flexible enough to meet the special needs of the adult student. The following criteria represent an attempt to show how a humanistic approach could be applied to the evaluation of adult and continuing education programs in the community college.

Content (Subject Matter)

It goes without saying that content should be up-to-date, of high quality, and balanced, i.e., it should present more than one point of view. However, for the community college to be a community-serving and community-involving institution--that is, to take a humanistic approach--it is necessary that learners be consulted about the content, to ensure its relevancy to their needs. Furthermore, their experiences should form part of the content.

Process

1. Objectives are established and the course planned mutually by instructors and learners.
2. Such planning includes diagnosis of real and potential learning problems, with special attention to physiological, psychological, and sociological differences.
3. Attention is given to humanistic concerns, such as tolerance for different value systems, respect for human dignity.
4. The instructor acts as a facilitator and resource person.

5. A collaborative, supportive climate is established.

6. Learners' assignments are determined mutually by the instructor and the learners.

7. Different techniques are used to lend variety to instruction and to meet individual needs.

8. Materials and devices should be chosen for their relevancy to learners' needs.

9. Evaluation is learner-centered, focusing on individual and/or group assessments.

Ancillary Services

1. Adult counseling services are available, with emphasis on encouraging adults and alleviating personal anxieties.

2. Composition, length, and scheduling of tests take into account the characteristics of adult students and the demands made on them.

3. Such services as transportation and child care are available on a need basis.

Group #4

Dorothy Knoell's article on "Evaluating the Community College As An Open Door" and the Illinois Higher Education Board Study "The End of Growth: Ramification For Higher Education Planning and Policy" were distributed to the group to stimulate discussion.

The focus of the discussion was on "Leadership in implementing a humanistic perspective in a no-growth period." The basic assumption of the discussion was that the state could not and would not in the near future finance an expansion of higher education. Consequently, the challenge will be to keep a humanistic prospectjve in defining and resolving the problems faced by the community colleges in the decade ahead. For discussion purposes, the humanistic perspective was defined as "the full utilization of all college resources including staff, faculty, facilities, and money for increasing the quality of life of the community, the state, and the individual." This perspective was utilized to discuss four topics--competition between institutions, new students, productivity, staff faculty. Each participant was encouraged to respond to questions about each of the topics.

Topic #1 - Competition in a no-growth period

A. Is competition good that "weeds out" uncompetitive institutions?

B. Will competition result in better programs being offered by state colleges - universities?

C. Should state colleges continue trying to compete by expanding their market for new students?

D. Should they compete by specializing in certain fields to attract students?

E. Should the state dampen competition between state institutions by how it finds programs?

Topic #2 - New Students - A Humanistic Perspective

A. Should colleges seek a balance between transfer, adult continuing, minorities, and caregr students and plan to turn away other students?

B. Should institutions work from the perspective of choosing the programs with greatest employment possibilities and then seeking the students for those select programs?

C. Should the community college specialize more in the part-time continuing education student?

D. Are new services to this group of students justified if many in this group will not seek degrees?

Topic #3 - Productivity in the community college

A Humanistic Perspective

A. Will productivity increase in terms of unit costs result by cutting and/or consolidating programs?

B. Can increasing the quality of existing programs result in "real" productivity increases for the individual-society?

C. Should the state increase "productivity" by the way it allocates funds to institutions and programs?

D. Should colleges cut down on the number of "undecided" students and emphasize required career counseling before entering a program?

E. Is better career counseling for college students econically prohibitive?

Topic #4 - Faculty-staff - A Humanistic Perspective

A. Should tenured staff members in faltering program areas be retrained when possible for new assignments?

B. Should the productivity of each teacher be measured in terms of the credit hours he produces?

C. Should more flexible contracts (half-third time contracts) be used to reduce staff costs?

D. Should tenured staff be reviewed periodically with a possibility of tenure being rescinded?

E. Should the state fund high priority programs at a higher rate to encourage colleges to move more rapidly into new areas?

After you ask yourself whether or not the following statements are valid assumptions for the next decade in higher education, mark your agreement or disagreement by yes or no:

1. The community colleges will be fortunate to retain their present funding ratio with other colleges-universities in the state.

   /_/ Yes /_/ No

2. The state will use its power of allocating of funds to control the mix of students (transfer, career, part-time, continuing).

   /_/ Yes /_/ No

3. Community colleges will have to select its programs and clientale and reduce still further its aspirations to serve all of the community.

   /_/ Yes /_/ No

4. Colleges can best compete by cooperating with other regional institutions.

   /_/ Yes /_/ No

5. Community colleges can keep the door "open" by offering extensive career counseling designed to separate uncommitted students from those with genuine career aspirations.

   /_/ Yes /_/ No

6. The quality of an institution's programs and students provides the best definition of productivity.

   /_/ Yes /_/ No

MATERIALS FOR DISCUSSION OF "THE COMMUNITY IN THE COMMUNITY COLLEGE"

Prepared by
Mary Stevens
Black Hawk College
Moline, Illinois

I. Distinguishing Characteristics of the Community College

10:30 - 11.15 a.m.

A. Comprehensive Curriculum

B. Open-Door Principle

1. Low cost

2. Protective/concern for success of those entering

3. "Reach-out" programs

C. Community Orientation

Discussion Questions:

1. What are the principle obstacles for a community college's providing a comprehensive curriculum?
2. Where are its greatest failures in doing so?
3. In a time of increasing inflation and decreasing state aid, how can a community college offer its services at low cost to students?
4. Should a community college screen and track those entering or should it attempt to salvage all?
5. How can it best accomplish either task?
6. Dorothy Knoell in Planning Colleges for the Community lists the following barriers to access: (1) financial including direct costs for tuition, fees, books, transportation, room and board, clothing and personal expenses; indirect costs represented in foregone personal income and reduced contribution to family support; and related constraints from an aversion to borrowing money and to accepting low-income work while in school. (2) Individual Barriers: motivational constraints resulting from a lack of common expectation of college attendance, low parental and peer educational attainment, poor self-concept, lack of recognition of past achieve-

ment, inadequate advisement from teachers and counselors, and lack of available employment utilizing high educational attainment; academic constraints resulting from inadequate preparation, low previous performance, low levels of traditionally tested academic aptitude, communication difficulties, and possible culturally based teacher-pupil conflicts; and other individual constraints resulting from the likelihood of poor diet and health care, conditioned distrust of whites and social and psychological distance from home neighborhood to campus setting. (3) Geographical Barriers: physical distance to campus, required travel time, perceived dangers of travel at certain times, etc. (4) Institutional Barriers resulting from enrollment constraints of pre-admission testing requirements, rigidity and complexity of admission and financial constraints for fees and books, and adequacy of pre-admission information and attendance constraints from rigid programs and course prerequisites and requirements, impersonality of instruction, high student-teacher ratios, rigidity of required levels of performance, awkward class scheduling, rigidity of college counseling and guidance, exclusively traditional program and course offerings, and cultural and racial biases of faculty and staff.

Discussion Questions:

1. Which of these barriers are most common and greatest?
2. How can they be removed?

II. Role and Functions of the Community College

11:15 - 11:30 a.m.

Below is a list of ten commonly agreed upon functions of the community college. Rate them in order of priority based upon your own personal values and point of view.

____to provide the first two years of the baccaulaureate degree

____to provide career training;

_____to provide remedial programs for students with poor academic preparation or low academic ability

_____to provide education for the adult's self-enrichment or leisure time

_____to provide opportunities for adults to upgrade vocational skills or general knowledge in a changing world

_____to provide academic training for adults who have not completed high school

_____to provide special training and services for the handicapped

_____to provide community discussions and educational and cultural activities

_____to offer a second chance to the "drop-out" or the "stop-out"

_____to provide human resources and physical facilities for programs and projects aimed at community or individual improvement.

Discussion Questions:

1. Which of these are most important?
2. Which of these that are important are not being performed well?
3. What are the reasons for this failure?
4. What are the solutions?

III. Community Involvement in Community College

11:30 - 12 noon

Gollattscheck and Harlacher in College Leadership for Community Renewal list the following reasons for community college involvement with community agencies and organizations: (1) the needs and resources of these groups are "a part of the complex organism that is the community." (2) Such cooperation conserves both college and community resources. (3) Such cooperation can result in off-campus instruction, which is sometimes preferable. (4) Such cooperation can

benefit the community. They further suggest that the relationship of community and college is best a symbiotic one.

Discussion Questions:

1. What are barriers to such community-college cooperation?
2. How can they be overcome?
3. How far should such cooperation go?
4. What provisions now traditionally exist to involve the community in college planning?
5. What additional ones could be developed?

IV. Development of Specific Recommendations

A. For college administrators

1:30 - 2:00 p.m.

B. For college faculty

C. For community

D. For legislature

E. For other groups

"The Community in the Community College"
December 16, 1977

Summary of Discussion and Recommendations
Group 1, Mary Stevens, Moderator

DISCUSSION

1. Individual Barriers - those motivational constraints resulting from socioeconomic and cultural background; poor self-concept; and inadequate preparation, performance, and aptitude - are important. These barriers may be removed by better dissimenation of information; by sensitizing instructors to the needs of such students; by providing diagnostic testing, evaluation and counseling, and a number of instructional approaches so that the student may be provided with that approach that is best suited for him; by encouraging programs - such as CETA - that get adults back into the system; and by developing a climate that provides for student success and that recognizes it.

2. Clearer Communication to the Community - of what the college is, especially information about the adult continuing and basic education programs, by emphasizing that the college is an educational institution with a strong university parallel program and with programs to challenge the exceptionally good student, at the same time also articulating the college's responsibility, both as a result of its social purpose and its mandate, to serve with flexibility and responsiveness a broad range of constituency groups. Adult students and many traditionally-aged students as well are attracted to community colleges because of the opportunity to study that which is relevant to them. Ways to improve communication include providing more counseling such as counseling for senior citizens, working cooperatively with existing agencies, and to basing offerings and services upon frequent community needs assessments and better data compilation and evaluation.

3. Joint College-Community Efforts - should include a cooperative sharing of responsibility among all other community educational and social service groups and agencies, the use of referrals, and the use of already existing agencies within the community, if possible, to conserve resources.

RECOMMENDATIONS

1. For College Administrators and Faculty: If a college is to articulate its purpose and activities to the community effectively, all parts of the college - administrators, faculty, staff, board, and students - must come to understand better the complex system that is the college. In-service training and better internal sharing of information are necessary. Faculty and staff should perhaps spend a day in some other area of the college, learning about it. Outside sources of funding must be sought - better grantsmanship - a responsibility of both faculty and administration. Better

credibility in financial reporting by the college to the community must be developed. Faculty and administrators must be sensitized to understand barriers to access, especially individual ones. The college should promote activities to get residents on campus such as encouraging organizations to meet there.

2. For the Community - Community support is essential. The community supports the college as individuals by using its services, by supporting it in referenda, and by assisting in planning through service on its advisory committees. Community groups and agencies support the college by helping to explain the college to their communities and by joining with the college cooperatively to avoid a duplication of services.

3. For the Legislature - Funding formula should recognize and better provide for remediation and diagnostic testing and counseling to ensure that the open door is not a revolving door.

Finally, the group concluded that more discussions between college and community such as this conference, are needed.

SPECIFIC RECOMMENDATIONS

for

FULL UTILIZATION OF THE COMMUNITY COLLEGE

December 16, 1977

Group #2 - Dr. Robert White - Moderator

I. Identified Barriers to Educational Access

A. Lack of communication with the community

1. "Seems that we always hear of Black Hawk College when they need money." Many are unaware of the wealth of programs.

B. Providing courses and programs for senior citizens at their level of need. Some regular courses are fine but grades present hurdles they don't choose to jump.

C. Transportation - A definite lack of public transportation to bring elderly, poor, one-car families, etc. to the places where the courses are offered.

D. Lack of child care and day care facilities, particularly infant care, for women.

II. Suggested strategies the college might follow to reduce the barriers.

A. Significently increase the quantity and quality of information about the college.

1. Speak to community groups - actively solicit opportunities. Not to get votes but just to inform people of opportunities.

2. Use radio and TV spot announcements emphasizing various strengths of the school.

3. Develop a close relationship with reporters and try to

get special articles featuring various college programs.

4. Allocate more of the college resources to public relations. It might pay off in the long run.

B. Work more closely with local authorities on improving public transportation routes so people wanting to attend college could benefit.

C. Create an infant and child care center at the college. Give it time to get known and actively advertise the facts.

D. Improve internal information flows.

1. Often when one calls the college, it is hard to get the right office or information.

2. Possibly identify an indivtdual to work directly as a public "ombudsman" to provide quick and easy help to students and potential students.

E. Make greater use of retired people as teachers.

F. Increase the job placement office and work more closely with local industry and business concerns.

SUMMARY OF RECOMMENDATIONS ON "THE COMMUNITY IN THE COMMUNITY COLLEGE"

Thomas Quayle

Workshop Discussion Leader - Group # 4

Dorothy Knoell's article on "Evaluating The Community College As An Open Door" and the Illinois Higher Board of Education study, "The End of Growth - Ramification for Higher Education Planning and Policy" were discussed in the workshop sessions. The recommendations and comments of the group were as follows:

Recommendation #1

The community college should continue its commitment to the "open door." Some of the economic limitations faced by the community college were discussed at length, but the group was insistent that the community college must continue to serve those so often by-passed by the educational system - minorities, poorly prepared high school student graduates, dropouts. The group was particularly concerned about keeping a balanced student group; of particular concern was the new emphasis on recruiting part-time students. This was perceived as a danger to the overall balance, mission, and eventual support of the community college.

Recommendation #2

The group was particularly critical of the college's media efforts, and recommended fuller utilization of the media to acquaint the public with the broad role of Black Hawk in the community. The group also recommended the development of a citizen's committee to evaluate the college's media efforts.

Recommendation #3

The group recommended a higher profile for the college in these areas, in order of priority:

(a) Communications with parents of prospective students. This group was viewed as having inadequate information about Black Hawk College.

(b) Serving minorities (both racial-economic)

(c) Extension of programs with employability skills.

(d) Encouragement of women students facing the mid-life crisis to enter college.

(e) Closer cooperation with business groups in developing programs at off-campus locations.

In the course of the workshop, many other ideas were discussed but overall, the group was most emphatic about the continued need for the "open door" policy to serve the community, about the need for a higher profile for Black Hawk in the community and finally a need for ordering priorities for determining the student groups who must be served to continue the college's commitment to serve the entire community.

SUMMARY OF RECOMMENDATIONS ON "THE COMMUNITY IN THE COMMUNITY COLLEGE"

Dr. Dan Lee, Floating Moderator

In commenting on the issues raised at the conference, I addressed three considerations. First of all, I noted that developing and maintaining strong constituency relationships is important if colleges and universities are to be viable--an aspect of the life of a college or university that has always been important but which assumes even increased significance in these times of difficulty. Moreover, for community colleges as well as for other types of colleges, it is important that constituency relationships not be limited to financial support, for the contributions in terms of ideas, the attraction of students, and the community support that come from identification with an institution are as important as the financial support that might be gained.

Second, it is important that institutions of higher education attempt to be responsive to the needs and interests of those whom they serve--a responsibility that is particularly incumbent upon community colleges because of their unique nature. Constituency relationships are a two-way street; all-too-often it has been the case that people in academia have either been indifferent to the needs and interests of the public or have simply adopted a "hard-sell" approach in an effort to market a pre-conceived notion of education that does not effectively relate to the needs and interests of those whom they claim to be serving. Thus, even though there is a good deal of relevance in traditional approaches to education, it is important that those involved in higher education listen carefully to what a broader community is saying and make every effort to act in

a responsive manner. (And in view of this, conferences such as the one at which these remarks were made play a very constructive role.)

Finally, it is important that realism is maintained. The public must realize that everything that might be desirable might not be possible (and what is possible must be supported if it is to be realized.) By the same token, those in academia must be realistic with respect to what is proposed and what is attempted. We live in an era of heightened expectations confronted by limited resources; thus the need for realism is of paramount importance.

SUMMARY REPORT: TASK GROUP 3

"COMMUNITY IN THE COMMUNITY COLLEGE" WORKSHOP

Black Hawk College, December 16, 1977

Task Group 3 focused their discussion on the four objectives of the workshop, as follows:

1. To promote public discussion from a humanist perspective of the role and functions of the community college,
2. To apply the standards and criteria agreed upon at this conference to the actual practice of the community college,
3. To assess the extent to which barriers exist which limit the involvement of the community in planning and full community access, and
4. To develop specific recommendations and strategies (directed to administrators, faculty, community, legislature, etc.) for the full realization of the community college's potential as an "open door" institution.

During the free-wheeling discussions that took place, the group touched upon all four objectives.

Objective 1

Although the conference was a regional one, the members of the group based their remarks on the operation of Black Hawk College, and there was a general consensus that the college is doing an excellent job in promoting Objective 1. One example is the effort being made to promote consumer awareness.

Objective 2

To enhance the potential of the community college as a community-involving institution, it was suggested that community action power groups be recognized and encouraged. Such groups would enable individuals to present their needs to the establishment. Participation in such groups would be one way in which individuals might establish themselves with the college administration. It was also thought that the community college has a responsibility to negotiate educational objectives with the community. To enhance the potential of the college as a community-serving institution, it was recognized that a need exists for more outreach programs using

satellite facilities. For programs on campus, there is need for such ancillary services as public transportation and child care services. Other suggestions were that the community college make available to community groups equipment such as the VTR for use in community planning and programming; and that some system of financial help be developed.

Objective 3

A number of barriers exist between the community college and its community. These include:

*Variety of vocational needs and the impossibility of serving all of them.

*Limited financial resources with which to meet all objectives.

*Tenured staff with limited experience in community offerings.

*Inertia of citizens in community concerning participation in college offerings.

*Reluctance of older adults to return to school.

*Problems resulting from college staff's labeling of community groups, e.g., "disadvantaged," "black," "Latino," "women."

*Reluctance of blue-collar workers to support higher education because of peer group's anti-intellectual stance.

*Fear of adults concerning new situations, which are different from the status quo.

*Incongruity between faith of well-meaning middle-class staff in education as a way to solve problems and the different orientation of various groups in the community.

*Limited recognition by colleges of time needed to pursue community involvement. The tendency is to try to accomplish too much too fast.

*Negative attitude of retired adults toward new learning, due to physiological decline.

*Differing value systems existing among the various members of a pluralistic society.

*Lack of transportation.

Objective 4

In considering solutions to the problem implied in Objective 4, the group recognized that tensions might exist between the objectives of the colleges and the

community's perception of what the colleges should be doing. Some tentative recommendations were proposed:

1. There is a need for community-based needs assessment in college programming, as a means to bring the community into the college.
2. In planning for vocational and career programs, it would be advisable to have representatives from various groups serving on advisory bodies.
3. Alternative delivery systems should be established to meet the needs of various community members at different times. An unusual example related to the keynote address, in which the "dead" time that travelers must fill at airports would be converted into a "teachable moment," using TV monitors.
4. The college might function as a "broker" who offers to community groups who develop their own programs information about potential resources, such as available facilities and qualified resource people.
5. The college might act as a catalyst, using its organizational know-how to bring retired professional people in contact with elderly people, so that the former could serve as facilitators to create experiences that would be mutually enriching.
6. Provision should be made for subsidized transportation for older people, so that the college could become more accessible to them. In the case of Black Hawk College, the need for a shuttle service from the regular bus line to the campus was suggested.
7. The use of volunteers as instructors should be encouraged, with a different form of reward system (such as recognition by the college). In discussing this suggestion, the group noted some of the dangers relating to "voluntarism," for example, the need for administrative directives for handling complications resulting from the supervision of an expanded staff. The group also noted problems relating to the fact that volunteers are not covered by accident insurance.

8. A co-ordinated information system is required to make available to all adults in the community a listing of all educational opportunities offered in the community by the college and other organizations and institutions.
9. Demographically represented advisory councils and boards are most desirable.
10. A scrip or voucher system would enable adults in the community to become involved in college programs.
11. Formula-funded brokering would enable the college to advise citizens interested in pursuing a certain topic that a given number of participants require a certain number of dollars and other resources.
12. The group recognized that further community involvement in college programming would emerge if adults were given credit for work-life experince.
13. The adult education staff at the college should be responsible for providing in-service education for tenured staff to prepare them for their roles in college programming.

Respectfully submitted,

John A. Niemi

THE COMMUNITY IN THE COMMUNITY COLLEGE

OPINIONNAIRE NUMBER I

Section I

A community college can be described in terms of the community needs to which it responds. For each need listed, check the column which best describes your present opinion of the importance of each need in relation to the community in the community college.

Rate 1. Very important need in relation to the community in the community college
2. Moderately important need
3. Slightly important need

	1 Very Important	2 Moderately Important	3 Slightly Important
1. Provide opportunities for job training and up-grading (i.e. business, professional, farming, industry)			
2. Provide opportunities for career counseling			
3. Help employers find potential employees			
4. Provide opportunities for mature women in education or employment			
5. Improve communication, interaction, and cooperation between community agencies			
6. Improve the quality of family life			
7. Provide educational opportunities for adults and out-of-school youth with educational deficiencies			
8. Provide recreational opportunities for youth and adults			
9. Provide opportunities for cultural activities (i.e. art, music, drama, lectures, etc.)			
10. Respond to needs of senior citizens (retreation, health, etc.)			
11. Provide university parallel or transfer programs for baccalaureate-oriented students			
12. Provide non-traditional approaches for adults and youth in community services, careers and university			

Below are four statements concerning the nature, purposes or functioning of the community college.

For each statement, please indicate the extent of your agreement. Check only one alternative for each statement:

	(1) Agree to a great extent	(2) Agree to some extent	(3) Agree to a slight extent	(4) Do not agree at all
1. Community colleges would probably better serve the needs of most socially disadvantaged students than four-year colleges and universities.	( )	( )	( )	( )
2. Only a small minority of students in community colleges really have the intellectual incentive to benefit from a college education.	( )	( )	( )	( )
3. Very few community college courses are really relevant to the needs of modern society.	( )	( )	( )	( )
4. The community college as a center for the pursuit of intellectual truth is being diluted by service to the larger community.	( )	( )	( )	( )

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