This two-part report considers the implications of Florida's Post-Secondary Reorganization Bill for community colleges. Part I first presents the relevant sections of the Bill, which mandate that college students' computation and communication skills be tested at entry; that colleges provide remediation and counseling appropriate to students' scores; and that an upper-level test be developed to assess students' ability to succeed in upper-division course work. After outlining the purview of the Articulation Coordinating Committee, the report discusses the need for empirical data demonstrating the relationship between achievement test scores and academic success. The next section draws from several sources to estimate that testing will reveal that 25% to 75% of the community college freshmen will need remediation, while the following section considers the impact of older, reentry students on this estimate. The next two sections identify general responses a college can make and outline three specific alternatives: (1) provide referral for underprepared students; (2) provide one remedial course each in communication and computation; or (3) implement a developmental studies program. Finally, the possible effects of the upper-division exam on enrollments and public relations are enumerated. Part II of the report summarizes 13 findings of site visits and a survey of faculty attitudes toward college-level remediation.
THE FLORIDA ASSOCIATION OF COMMUNITY COLLEGES
PRESENTS

An Assessment of
the Impact of College-Level Testing
on Teaching and Learning
in Florida's Community Colleges

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INTRODUCTION

This report consist of two parts. The first, the concept paper, was developed during June, July and August when this team discussed the implications of CS/HB 1689 upon the community colleges curriculum. This developmental process consisted of numerous consultations with Department of Education representatives, research by committee members and numerous discussions.

The second part of this report, the Addendum, was developed by the team after visitations to the twenty-eight community colleges and the perusal of the statistics produced by the questionnaire responses of the faculties of those colleges.
Abstract

CS/HB 1689 mandates two tests to be given Florida's college students: (1) an entry test by which the college counsels and, if necessary, remediates; and (2) an upper-division level test to determine that student's command of the competencies necessary to succeed in upper-division classwork.

These tests, to be implemented within the next two years, will—based upon the college's historical commitment to remediation, its faculty's willingness to adjust to changing curriculum needs, and its community's attitude towards such a shifting of resources—impact in varied ways.

The community college may react in one of several ways when confronted by these tests: (1) it may do nothing, (2) it may set up a single developmental class, or (3) it may fund an extensive remediation program. All these reactions have student, faculty, and financial implications.

Since all of Florida's colleges will be called to account for their students' test performance, faculty should become involved in developing these assessment instruments and in defining, for their specific college, impact.
Introduction

When this committee met on June 23, 1979, we realized we had been given a unique opportunity to assess the attitudes of faculty before a legislative mandate was implemented. CS/HB 1689 is now law, and the Articulation Committee is moving to fulfill the legislature’s will. Faculty committees will be formed to aid the project director, and more opportunities (in addition to the opportunity afforded this committee) will be offered faculty to aid in defining the communications and computational skills associated with successful college-level performance.

We faculty stand before an open door. If we cannot reach a consensus on what skills are necessary or if we refuse to offer our expertise, the legislature will mandate standards. The thrust of this project has been to alert faculty to present opportunities and to possible future penalties for failure to participate in the implementation of CS/HB 1689 at this specific point in time.
The Mandate

During this session of the legislature, it has become clear that many legislators have not been satisfied with the quality of community college instructional programs and the legislature was not at all willing to leave with individual colleges sole responsibility for assuring that students will be awarded degrees only when they have attained defined levels of communications and computation skills.

Dr. Lee G. Henderson
Director, Division of
Community Colleges
FACCurrent, June 1979

One of the major items of this legislation was the Post-Secondary Reorganization Bill (CS/HB 1689). Its thrust is designed to improve not only the statewide quality of Education, but the competencies or skills of the student moving through our system. This committee began its deliberations by analyzing those sections of CS/HB 1689 pertinent to community colleges.

248.064 Community College board of trustees: duties and powers.--

(1) (Not included—assumed not to have been amended.)

(2) In carrying out this responsibility, the trustees, after considering recommendations submitted by the community college president, shall be authorized to adopt such rules and procedures as are necessary to operate the community college in such a manner as to assure the fulfillment of the responsibilities assigned to that board.

(3) Such rules and procedures for the boards of trustees include but are not limited to the following powers: . . .
(c) The board of trustees shall adopt such minimum standards consistent with and no less stringent than those of the State Board of Education including the prescribing of student performance standards for the awarding of certificates or degrees.

(p) The board of trustees shall provide admissions counseling to all students entering college credit programs, which counseling shall utilize tests designated by the Articulation Coordinating Committee to measure achievement of college-level communication and computation competencies by all students entering college credit programs.

(q) The board of trustees may limit students whose level of achievement of communication and computation skills is below that defined by the college as required for successful performance in a college credit program to compensatory courses and any other instruction for which they are adequately prepared.

(r) The board of trustees shall provide students who are being awarded an associate of arts degree opportunity to demonstrate superior levels of achievement of communication and computation competencies as defined by the Articulation Coordinating Committee and to recognize same in the awarding of that degree.

248.066 Minimum standards, definitions and guidelines for community colleges. -- The State Board of Education shall prescribe minimum standards, definitions, and guidelines for community colleges which will assure quality education, systemwide coordination, and that the purposes of community colleges are attained. Such guidelines may include but are not limited to the following areas:
(3) Program offerings and classification including college-level communication and computation skills associated with successful performance in college, with tests and other assessment procedures which measure student achievement of those skills. It should be provided that students moving from one level of education to the next acquire the necessary competencies for that level.

Section 18. Section 248.028, Florida Statutes, is created to read:

248.028 Universities: admissions of students. -- The university shall govern admissions of students, subject to minimum standards adopted by the Board of Regents.

(5) Rules of the Board of Regents, when approved by the State Board of Education, may require the use of scores on tests of college-level communications and computation skills provided in §229.551 as a condition of eligibility for consideration for admission to upper-division instructional programs of students for community colleges, including those who have been awarded associate degrees, provided that such requirement extends to students enrolled in lower divisions in the State University System and to transfers from other colleges and universities and provided, further, that any cutoff scores required for eligibility for consideration relate to successful student performance in programs to which the scores apply and are filed with the Articulation Coordinating Committee.

Axioms

Confronted by these clearly stated sections of law, the committee drew up a list of axioms setting, as we saw it, our purview.

Axiom 1 - The state legislature has ordered two tests: (1) an entry assessment so students can be effectively counseled and, if necessary,
remediated; and (2) an upper-division level entry test to determine all entering students' abilities to do upper-division work in the third year of the program of their choice.

Axiom 2 - Student populations state-wide are changing unpredictably. Student headcount appears to be increasing, but students are enrolling for fewer academic hours; hence, the rapid growth of the community college is tapering off.

Axiom 3 - Community college faculties state-wide are not mobile with little or no new hiring.

Axiom 4 - As a larger percentage of community college instructors become tenured, or as union strength increases, or for other cogent reasons, forced faculty reassignment to other classes will be difficult.

Coupled with these axioms, the committee defined the intent of CS/HB 1689 as the identification of skills and the development of assessment tests to demonstrate community college enrollees' competencies to do college-level work. Further, CS/HB 1689 demanded that community college graduates, along with other applicants, demonstrate competency to go on to upper-division coursework.

The method of assessing student skills will be an achievement test that will measure competencies, but the committee strongly noted that an achievement score cannot be set without empirical data demonstrating the relationship between scores on the test and success in the chosen academic program. CS/HB 1689 does specify computation and communications as areas for assessment; however, it does not speak to specifics of assessment. The Articulation Coordinating Committee has agreed that the project should be accomplished by faculty members in the community colleges and universities, and that the project director should be a faculty member drawn from one of the State's universities or community colleges.
What percent of students will be affected by these tests?

The committee investigated a mountain of information and attempted to devise formulas for use by the community colleges as an indicator. Our conclusion is that each community college will have to respond to these new requirements in its own way. After each community college evolves its own empirical data, determines its community's attitude, and assesses its available funds, a model should be devised which will reflect that college's course of action. The committee believes that no two responses will be the same. Yet, within the morass of conflicting data, a few common threads appear.

1. Florida's observations about student computation and composition lack are not restricted to our freshmen. The Miami Herald, on August 5, 1979, discussed the U.S. Army's remediation efforts when it discovered roughly 25 percent of all Army recruits read at the sixth-grade level or below.

2. Brevard's Today newspaper, on August 6, 1979, reported that enrollment in remedial English at the University of California, Berkeley, jumped from 25 percent to 50 percent in recent years.

3. The same article cited that the University of Wisconsin in Milwaukee required 75 percent of its 1975 freshmen to enroll in a basic composition course.

4. The University of Florida, based upon information from the university's freshman English program, predicts that about one in four of its entering freshmen lack basic writing skills.

Thus, it appears that from 25 percent to 75 percent of a community college's entering freshmen could be designated as needing remediation.

The impact of mature students upon test results.

Since the age of community college enrollees, particularly in evening and part-time programs, has been increasing, we are not addressing ourselves in this report.
only to a public school failure to teach. Many community college freshmen have been out of school eight, twelve, or twenty years and have forgotten computation and communications skills rather than never having been taught them. Further, the assessment instrument given to public school 11th graders was never intended to be a college predictor. This new assessment instrument supplements the public schools' efforts and will have a different impact.

Another factor affecting older students' ability to do college-level work is "post-entry disillusionment." Often, they enter our community colleges from a dead-end occupation expecting the college to help improve their economic situation. The theme of the community college publicity has been what the community college can do for the college student in the way of a career opportunity. But non-academic factors and the need for relearning forgotten composition and computation skills often bore and disillusion the older student. Therefore, counseling, in addition to composition/computation training, is a necessary correlative to any statewide remediation effort.

General responses a community college can make.

1. The community college must admit that composition and computation and their remediation are not the responsibility of just the communications and mathematics departments. All divisions of the college need to be involved. History, social science, psychology, philosophy, literature, and, where possible, science classes should consider written work rather than machine-scored objective tests. Mathematics should be integrated into all appropriate instructional areas so that reinforcement of the necessary skills are endemic to a total program rather than a single class. This may require President and Board action.

2. The community college must expend resources in occupational advisement and personal counseling as addenda to all remediation. Possibly a single course in orientation to the world of work and learning, taught by a counselor, would be a necessary requirement for all remedial students.
3. All remediation and counseling may have to be accomplished with present faculty and staff. If so, in-service training programs and monies for faculty to retrain should be allocated.

4. Part-time faculty will have to be more closely supervised. They, too, need to conform to testing guidelines, particularly if they teach composition or mathematics courses.

5. Remedial education is expensive because classes must be smaller, software materials must be provided, intensive counseling is obligatory, and faculty retraining is necessary. The legislature must be petitioned for funds.

Specific responses a community college can make.

One course of action for the college is to do nothing. This action would permit the college to accomplish the competency assessment and academic counseling, but make no provision for programs to overcome academic deficiencies. It could refer the student to some social agency or to the local adult education facility to solve the student's problems in communication and computation. It could continue to rely upon course grades (GPA) for quality control, paying little attention to the probability that graduates would take an external exam.

The fallacy in this position is that the agencies of government, both state and federal, will not allow this position to crystallize. If the number of students needing remediation is quite small, the college might survive but more likely class action suits against the college would be the result.

A sort of middle-of-the-road approach might also be followed. This approach calls for the use of the entering assessment test and the offering of a single course in communication and a single course in computation as a cure-all for the deficiencies of students lacking such competencies. It might also be assumed that satisfactory completion of this course or courses would be considered adequate for the student to enter the regular college-level courses. There are both strengths and weaknesses
to this course of action. It maintains or preserves the enrollment number; it does provide an opportunity to add to the competencies of the student; it would require minimum facility and service support; and only a few faculty would be involved. The weaknesses of this course of action are that it does not permit identity of the multiple strengths or weaknesses of the individual student, and it makes no attempt to deal with them other than through a band-aid approach.

A third course of action would be the development of a full-scale program of developmental studies. This would contain a multiple of courses in both the communication and computation disciplines. It would consist of the entering assessment test, placement of the student in the appropriate program (either communication or computation, or both), additional pre-testing to accurately determine the deficiency or deficiencies, a multiple of courses with activities and objectives designed to eliminate these deficiencies, progress tests to determine advancement and exit tests at least at the same level as the entering assessment test to insure that the deficiencies of the individual student have been overcome.

This would be a costly program in terms of facilities, equipment, supplies, and faculty. It would probably be the most costly in terms of the faculty since it would require that each instructor be highly skilled in the basics of either communication or computation. And the selection of such faculty could vary from those who wish to do such work to those who must be pressured to do it through in-service training or, as a last resort, the reduction of numbers of some faculty and the hiring of new faculty who are trained or educated or experienced and qualified to teach at these basic levels of communication and computation.

The impact of the upper-division exam.

Hovering over these specific responses is the specter of the upper-division level exam which may become publicly and legislatively interpreted as an "exit" exam.
Each community college will want to assess the impact of this upper-division level test upon its graduates as it will be an inferred evaluation of how effective the college's entry assessments and remediation efforts have been.

A recent University of South Florida study projected that one-third of all community college transfer students were found to be inadmissible to the USF College of Education based on their communication and computation skills level. "Report of the New Jersey Basic Skills Council," in its May 18, 1979 report, stated that "a substantial portion of the students entering college in New Jersey are not adequately prepared in the basic skills of reading, writing, and mathematics" (analysis of the Report indicates that "a substantial portion" translates to an average of 32.78%).

What could happen.

The committee brainstormed about the future implications of CS/HB 1689, and the following speculations are deemed possible:

1. Initially, until the two testing instruments are in place, the impact of college-level testing on teaching and learning in Florida's community colleges may be minimal, but after assessment begins and the state's universities build their data banks and private rankings of all community college graduates develop, impact will grow.

2. As these rankings become public, those community colleges scoring well will use this fact to publicize their programs. Those community colleges scoring poorly will ignore the score and identify the community and population variables.

3. When the state's newspaper publish these rankings, the lower ranked colleges will be viewed negatively and students may scurry across county lines to higher ranked institutions.

4. Ultimate results could be additional legislatively mandated norms for admission and the community college diploma could become a legal document assuring
that certain skill levels have been attained. A by-product of this artificially created "diploma legality" would be that the syllabus for any course prerequisite to that degree could become a legal contract for professional services to be rendered.

Conclusion

The empirical data of the individual college will assume great importance in determining the parameters of CS/HB 1689's impact, and the committee concludes that this concept paper is uncertain about any specific stance that a community college should make. The Articulation Coordinating Committee has only begun the process of developing the entering assessment test. Consequently, no one can predict what affect these tests will have upon the entering student. Additionally, no board of trustees or president will have an accurate count of either the number of students involved or the severity and extent of the deficiencies until approximately 1981.

As a result of this legislative mandate, the faculty of each college will react differently. One might assume that little or no change might be undertaken. On the other hand, if the entering assessment tests identify a great number of students needing remediation, then it is quite likely that a great variety of changes may take place in any one college. And these changes could vary from a simple change of assignment, to in-service training programs, to internal reorganization of the college, to the release of surplus faculty with unneeded capabilities, to--finally—the hiring of new faculty with specific new skills, education, training, or experience in the developmental/remedial competencies. This, of course, is conjecture—a projection of what could possibly occur. But we, as teaching faculty, must be aware that some changes, not necessarily all teaching personnel, will take place and a certain amount of foresight and flexibility is necessary among us.
All faculty members must also be aware that changes may take place within the college which employs them and that many of these changes are not optional but imposed upon all the community colleges by legislative enactment. As these actions are implemented and as empirical data are developed, all faculty members should familiarize themselves with these actions and be prepared for changes that may take place in the near future.
Addendum
To the FACC/DOE Impact
of
Testing Study

In December this committee met for the last time to draw upon our reflections of our visits to the twenty-eight community colleges, the analysis of the questionnaires returned by faculty (see appendices A, B, and C) and the perceptions gained at the FACC Convention in Miami Beach to draw the following conclusions as to the impact of CS/HB 1689 upon teaching and learning in Florida's community colleges.

1. Faculty members view testing for basic skills as having a long term positive effect on the communications and computation skills of graduates.

2. Faculty believe that testing will have a beneficial effect on all other disciplines within programs of study.

3. Faculty members support mandatory placement in developmental programs for those students with gross deficiencies in communications and computation.

4. Generally, faculty members are not threatened by a statewide testing program and see it as having beneficial effects in their classrooms.
5. Tenured faculty members may be willing to take on remedial studies as part of their regular assignment if allowed, at the same time, to still teach a limited load in their discipline specialty.

6. Faculty members believe that only a state-ordered compliance will insure that the intent of CS/HM 1689 will be administratively observed.

7. If transferring students are to be tested in college-parallel programs, community colleges prefer doing it while the student is still part of the community college family rather than having the graduate tested upon arrival at a university campus, but the potential exists that standardized testing (both entry and exit) can lead to limited-access.

8. Faculty members do not view CS/HB 1689 as a supplement to the assessment instrument administered to 11th graders. Since Florida's community college enrollees average from 25 to 29 years of age, the remedial testing recommended by CS/HB 1689 must be difference from anything devised to help public school youngsters.

9. Faculty members believe that an integral ingredient in any testing/remediation effort is counseling which includes not only testing, but evaluation, measurement and assessment.

10. Part-time faculty members should be incorporated into the process of remediation.

11. Remediation should be viewed as a total community college responsibility, and not merely as the responsibility of those communications and computation faculty members assigned to teach remedial classes.
12. Faculty members perceive testing in positive terms, but are unsure as to testing's impact on individual-classroom activities.

13. Faculty members realize students' performance on exiting college-credit tests could become part of the evaluation of those professors teaching the prerequisite competencies of the test.

It is this committee's view that faculty members state-wide desire to help in the successful evolution of Florida's assessment instrument and in the creation of the necessary remedial system. Faculty members' attitudes towards post-secondary educational testing are positive, expertise is available, and faculty leadership waits to be summoned.
Appendix A

Faculty Survey
Assessing Teaching and Learning in Florida's Community Colleges

We are interested in your reaction to each of the following statements. There are no right or wrong answers. We want your initial response.

Indicate your response by encircling the appropriate symbol:

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1. A community college should provide remediation for students with deficient communication and computation skills.

2. Course offerings must be based on student needs.

3. Remediation can only be taught in small classes.

4. More emphasis should be placed on general education (required classes).

5. Students who do not have college-level communication and computation skills should not be in my class.

6. Academic counselling plays an important role in placing students in appropriate, entry-level classes.

7. Full-time (tenured) faculty members, surplus to a departmental need, should be retrained for remedial teaching assignments.

8. Most decisions at this college are reached after the opportunity for input is presented to faculty members.

9. The legislative mandates to the educational system will impact on me in my classroom.

10. The advantages of a statewide testing system outweigh its disadvantages.

11. Students who do not have college-level communication and computation skills should be assigned to remediation courses.

12. Remedial classes should be funded with monies attained by the reduction of highly specialized, esoteric courses.

13. Entrance placement, based on the assessment of communication and computation skills, will improve the learning environment in my classroom.

14. Academic freedom in the classroom will be effeced with the implementation of entering assessment tests.

15. Flexibility in classroom teaching strategies is important for faculty members in developmental studies.

16. It is better to hire new personnel to teach in the remedial programs than to retrain current faculty members.
17. The community colleges and universities in Florida cooperate when it comes to students' interests and concerns.

18. If the number of developmental-studies students increases, the community college should devote more of its resources to them.

19. A faculty member should teach to the level of the lowest-skilled student in that class.

20. Faculty input influences college policies on the assessment of students' communication and computation skills.

21. Community needs can be better served by colleges which have remediation programs.
## Appendix B

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A community college should provide remediation for students with deficient communication and computation skills.

Course offerings must be based on student needs.

Remediation can only be taught in small classes.

More emphasis should be placed on general education (required classes).

Students who do not have college-level communication & computation skills should not be in my class.

Academic counseling plays an important role in placing students in appropriate, entry-level classes.

Full-time (tenured) faculty members, surplus to departmental need, should be retrained for remedial teaching assignments.

Most decisions at this college are reached after the opportunity for input is presented to faculty members.

The legislative mandates to the educational system will impact on me in my classroom.

The advantages of a statewide testing system outweigh its disadvantages.

Students who do not have college-level communication & computation skills should be assigned to remediation courses.

Remedial classes should be funded with monies attained by the reduction of highly specialized, esoteric courses.
Entrance placement, based on the assessment of communication & computation skills, will improve the learning environment in my classroom.

Academic freedom in the classroom will be effected with the implementation of entering assessment tests.

Flexibility in classroom teaching strategies is important for faculty members' in developmental studies.

It is better to hire new personnel to teach in the remedial programs than to retrain current faculty members.

The community colleges & universities in Florida cooperate when it comes to students' interests and concerns.

If the number of developmental-studies students increases, the community college should devote more of its resources to them.

A faculty member should teach to the level of the lowest-skilled student in that class.

Faculty input influences college policies on the assessment of students' communication and computation skills.

Community needs can be better served by colleges which have remediation programs.

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