The role of the federal government in higher education in the United States is considered in an address to the Organisation for Economic Cooperation and Development. The federal government is reducing expenditures in education and seeking to limit the government's involvement in developing education policy. The federal support for higher education has been primarily through assistance to students and not directly to institutions. The decline in the number of 5- to 21-year-olds and the increase in the number of adult students has shifted the focus of the pressure for governmental funding. The community and junior colleges were designed for and grew from community need, the demands of business and industry, and the needs of the nontraditional student, and they currently enroll more than 35 percent of the total enrollment in postsecondary education. Community and junior colleges receive considerable financial support from state and local governments. Another sector of higher education discussed is the private college, which educates a large percentage of the liberal arts graduates and which faces a struggle for survival in the future. Throughout the United States there is a renewed emphasis on the need for quality in education at all levels. A National Commission on Excellence in Education has been established and, among other things, it will assess what higher education can do to counteract poor preparation of college students in basic and advanced learning skills. Additionally, there is a need to train specialists in such fields as computer science, optics, engineering, and some physics and chemistry areas. Additional perspectives on financing higher education during the 1980s are considered. (SW)
SPEECH GIVEN BY

WILLIAM C. CLOHAN

U.S. UNDERSECRETARY OF EDUCATION

HIGHER EDUCATION IN THE 1980'S

AN AMERICAN PERSPECTIVE

PARIS, FRANCE OCTOBER 12, 1981
THANK YOU MR. CHAIRMAN.

MAY I FIRST EXPRESS THE REGRETS OF THE SECRETARY OF EDUCATION, T. H. BELL, THAT HE WAS UNABLE TO BE HERE HIMSELF AND MY OWN PLEASURE IN HAVING THE OPPORTUNITY TO ADDRESS THIS MEETING.

THE SUBJECT OF THIS CONFERENCE IS ONE OF MAJOR IMPORTANCE IN MY OWN COUNTRY TODAY AND AN AREA IN WHICH WE CAN CLEARLY PROFIT FROM EXCHANGES WITH REPRESENTATIVES OF OTHER COUNTRIES OF OECD.

I WAS ASKED TO SPEAK TODAY ON THE FIVE CROSS-CUTTING ISSUES. THE VIEWS I EXPRESS ON THESE ISSUES WILL BE THOSE OF THE UNITED STATES, A COUNTRY WITH A LARGE SYSTEM OF HIGHER EDUCATION IN WHICH THERE IS AN IMPORTANT PRIVATE SECTOR. MY VIEWS CONCERNING THESE ISSUES WILL ALSO REFLECT AMERICA'S DECENTRALIZED SYSTEM IN WHICH EDUCATIONAL RESPONSIBILITY RESTS WITH THE STATES, LOCAL AGENCIES AND INSTITUTIONS. THESE ENTITIES DEFINE HIGHER EDUCATION POLICIES IN THE UNITED STATES -- NOT THE FEDERAL GOVERNMENT.
THEREFORE, WHILE THE UNITED STATES GOVERNMENT DOES NOT RULE EDUCATION IN THE STATES, IT DOES HAVE A ROLE. IT IS THIS ROLE THAT I WOULD LIKE TO ADDRESS TODAY.

AT THE FEDERAL LEVEL WE ARE REDUCING EXPENDITURES IN EDUCATION. THE RATIONALE FOR THIS REDUCTION IS TWO-FOLD—WE SEEK TO REDUCE THE FEDERAL BUDGET DEFICIT IN GENERAL AND WE WANT TO LIMIT THE GOVERNMENT'S INVOLVEMENT IN DEVELOPING EDUCATION POLICY. THE HISTORICALLY DECENTRALIZED AMERICAN EDUCATION SYSTEM HAS BECOME, DURING THE PAST 20 YEARS, MUCH MORE DEPENDENT ON GOVERNMENT SUPPORT. WE ARE ALSO ELIMINATING UNNECESSARY AND BURDENSOME REGULATIONS AND, IN GENERAL, MAKING EVERY EFFORT TO DIMINISH OUR CONTROL OF EDUCATION. WE ARE DOING ALL OF THIS IN ORDER TO RETURN MORE OF THE DECISION-MAKING AND OTHER POWERS OF EDUCATION BACK TO THE STATES, LOCAL AGENCIES AND INSTITUTIONS.

THE UNITED STATES' SUPPORT FOR HIGHER EDUCATION HAS BEEN PRIMARILY THROUGH ASSISTANCE TO STUDENTS, AND NOT DIRECTLY TO INSTITUTIONS: ALMOST ONE-HALF OF THE ENTIRE BUDGET OF THE U.S. DEPARTMENT OF EDUCATION IS FOR STUDENT AID.
NOW THAT THE FEDERAL GOVERNMENT SEEKS REDUCED FUNDING FOR EDUCATION, WE ARE FACED WITH THE DIFFICULT CHOICE WHICH MOST COUNTRIES REPRESENTED HERE TODAY MUST FACE -- HOW SHOULD LIMITED GOVERNMENT RESOURCE BE ALLOCATED BETWEEN ELEMENTARY, SECONDARY, VOCATIONAL AND HIGHER EDUCATION? CAN WE CONTINUE TO SPEND LARGE SUMS OF MONEY FOR HIGHER EDUCATION WHEN THE GRADUATES OF OUR HIGH SCHOOLS HAVE DIFFICULTY READING AND WRITING? SHOULD ACCESS TO HIGHER EDUCATION BE GUARANTEED FOR ALL STUDENTS WHEN TEST SCORES INDICATE MANY OF THESE STUDENTS ARE NOT READY FOR MORE ADVANCED ACADEMIC WORK?

THIS DECISION IS COMPLICATED BY THE FACT THAT THE NON-TRADITIONAL ADULT LEARNER BOTH DEMANDS AND PROVIDES AN INCREASINGLY LARGER SHARE OF AN INSTITUTION'S RESOURCES. THE DEMOGRAPHIC REALITIES IN THE UNITED STATES HAVE ALREADY AND WILL CONTINUE TO REQUIRE INSTITUTIONAL EFFORTS TO MEET THE NEEDS OF THESE NON-TRADITIONAL ADULT LEARNERS.

IT IS PROBABLE THAT NON-TRADITIONAL LEARNERS -- SUCH AS ADULTS ALREADY IN JOBS SEEKING FURTHER EDUCATION, AND MOTHERS RETURNING TO SCHOOL -- WILL CONTINUE TO SEEK POSTSECONDARY EDUCATION IN INCREASING NUMBERS.
THE PROFESSIONAL COMMUNITY MUST RESPOND TO THIS OPPORTUNITY AND NOT SIMPLY SEIZE IT AS A POTENTIAL FINANCIAL ADVANTAGE. THE EMPHASIS SHOULD BE ON THE DEVELOPMENT OF INNOVATIVE, RESPONSIVE CURRICULA, WITH STANDARDS OF EXCELLENCE AND QUALITY, TO SERVE THE NON-TRADITIONAL LEARNER. A DANGER IS THAT FINANCIALLY TROUBLED INSTITUTIONS WILL USE THE ADULT LEARNER AS A REVENUE SOURCE WITH LITTLE CONSIDERATION OF ACADEMIC EXCELLENCE. THIS POTENTIAL DANGER IS EXACERBATED BY THE FACT THAT NON-TRADITIONAL STUDENTS MIGHT PARTIALLY REPLACE THE DIMINISHING NUMBER OF STUDENTS BETWEEN THE AGES OF 18 AND 22.


IN TIMES OF FINITE FINANCIAL RESOURCES, INCREASED FUNDING OF THE ADULT LEARNER WILL PROBABLY BE AT THE EXPENSE OF YOUNGER LEARNERS. WE NEED TO ASK OURSELVES, THEN, IF NON-TRADITIONAL ADULT LEARNING SHOULD BE FINANCED PRIMARILY BY THE ADULT. WHAT IS A GOVERNMENT'S RESPONSIBILITY IN A TIME OF
INFLATION AND BUDGETARY CONSTRAINT? SHOULD A GOVERNMENT GIVE ANY PRIORITY TO THE ADULT LEARNER OR SHOULD MARKET FORCES PRESCRIBE THE SOLUTION?

THIS RAISES A THIRD ISSUE -- THE ROLE ASSIGNED TO THE VARIOUS TYPES OF INSTITUTIONS OR SECTORS OF HIGHER EDUCATION. IN THE UNITED STATES, HIGHER EDUCATION HAS GROWN FROM NEED AND WILL CONTINUE TO THRIVE BASED ON DEMAND OF LOCAL AND STATE ENTITIES AS WELL AS THAT OF OUR PRIVATE SECTOR.

ONE TYPE OF INSTITUTION WHICH HAD ITS ORIGINS IN THE UNITED STATES IS WORTH MENTIONING. THAT IS OUR COMMUNITY AND JUNIOR COLLEGES. THEY WERE DESIGNED FOR AND GREW FROM COMMUNITY NEED, THE DEMANDS OF BUSINESS AND INDUSTRY AND TO MEET THE NEEDS OF THE NON-TRADITIONAL STUDENT.

THESE INSTITUTIONS OFFER MOSTLY TWO-YEAR PROGRAMS OF STUDY DESIGNED TO MEET THE UNIQUE NEEDS OF THEIR COMMUNITY. TODAY, COMMUNITY AND JUNIOR COLLEGES ENROLL MORE THAN 35 PERCENT OF THE TOTAL ENROLLMENT IN POSTSECONDARY EDUCATION. MORE THAN 60 PERCENT OF THOSE ENROLLED ARE PART-TIME STUDENTS. THESE INSTITUTIONS, BECAUSE OF THEIR LOCATION, OPEN ADMISSIONS POLICIES, AND EVENING CLASSES, ARE UNIQUELY SUITED TO MEET THE PARTICULAR NEEDS OF THE PREVIOUSLY UNDER-SERVED GROUPS IN AMERICAN SOCIETY.
THESE COMMUNITY AND JUNIOR COLLEGES RECEIVE CONSIDERABLE FINANCIAL SUPPORT FROM STATE AND LOCAL GOVERNMENTS. THIS PUTS MANY OF OUR PRIVATE INSTITUTIONS AT A COMPETITIVE DISADVANTAGE AND JEOPARDIZES THEIR CONTINUED VIABILITY DURING A TIME OF DECLINING ENROLLMENTS OF THE TRADITIONAL STUDENT. WHILE THE LACK OF DIRECT INSTITUTIONAL SUPPORT TO THE PRIVATE COLLEGE AND UNIVERSITY IS SOMewhat UNIQUE TO THE UNITED STATES, A COMMON ISSUE AMONG US IS WHETHER GOVERNMENT SHOULD ENSURE THAT ALL INSTITUTIONS SURVIVE THE DIFFICULT DECADE AHEAD.

THE PRIVATE POSTSECONDARY INSTITUTION PLAYS AN IMPORTANT AND SOMEWHAT UNIQUE ROLE IN EDUCATION IN THE UNITED STATES. IT EDUCATES A LARGE PERCENTAGE OF OUR LIBERAL ARTS GRADUATES. GIVEN THE OVERSUPPLY OF LIBERAL ARTS GRADUATES AND THE LOW DEMAND IN THE EMPLOYMENT MARKETPLACE, THE FUTURE FOR THE PRIVATE INSTITUTION BECOMES EVEN MORE PRECARIOUS AND GOVERNMENT INTERVENTION BECOMES MORE PROBLEMATIC.

THE FOURTH ISSUE I WOULD LIKE TO DISCUSS IS THE ROLE OF THE UNIVERSITY IN IMPLEMENTING NATIONAL VIEWS ON THE NEED TO MAINTAIN ACADEMIC EXCELLENCE AND A RESEARCH CAPACITY.
There is throughout the U.S. a renewed emphasis on the need for quality in education at all levels. The demand for quality is a realization, an admission, that its mark has not been met for quite some time.

There is no doubt in my mind that the quality of postsecondary education has not improved in the United States during the past two decades. We see it in declining graduate and professional entrance examination scores, in the failure of many college graduates to be able to communicate effectively in the English language and the widespread ignorance of any language other than English.

This decline has been, in my opinion, a function of several factors:

Perhaps it has been an unintended consequence of our federal student financial aid policy which had rewarded the recruitment and retention of numbers of students with little attention being paid to their academic performance;
RELATED TO FEDERAL POLICY HAS BEEN THE GROWING TENDENCY ON THE PART OF STATES TO FUND THEIR PUBLIC INSTITUTIONS ON THE BASIS OF "WARM BODY" FORMULAS. THIS HAS CAUSED SCHOOLS TO BULGE WITH STUDENTS FOR REASONS OF FINANCIAL GAIN, WITH LITTLE ATTENTION PAID TO THE EFFECTS OF THAT POLICY ON CURRICULUM, PERFORMANCE, AND QUALITY;

THE FAILURE OF MANY ADMINISTRATORS AND FACULTY MEMBERS TO DEFEND EDUCATIONAL QUALITY HAS RESULTED IN ACADEMIC PERMISSIVENESS AND THE DETERIORATION OF CORE CURRICULUM REQUIREMENTS.

WE HAVE COME A LONG WAY IN THE PAST FEW DECADES TOWARD MAKING HIGHER EDUCATION ACCESSIBLE TO ALL WHO WANT AND CAN BENEFIT FROM IT. WE CANNOT WAVER FROM THAT GOAL. ON THE OTHER HAND, A DEGREE TOO EASILY EARNED IS A MOCKERY. IT DOES NOT ENHANCE THE STUDENT, THE EDUCATION SYSTEM, OR SOCIETY.

WE NEED TO KNOW MORE ABOUT SUPERIOR EDUCATION AND HOW TO ACHIEVE IT. FOR THAT REASON, OUR SECRETARY OF EDUCATION RECENTLY APPOINTED A NATIONAL COMMISSION ON EXCELLENCE IN
EDUCATION. As Secretary Bell stated upon establishing this commission on August 26 of this year, it will serve as a "major campaign to encourage all of America's schools, colleges and universities, and every individual in the nation's very large educational community, to enhance excellence in learning."

The commission will make practical recommendations for action to be taken by educators, public officials, governing boards, parents, and others having an actual interest in American education and a capacity to influence it for the better.

The commission will look at those school programs recognized as consistently preparing students who attain higher than average scores on college entrance examinations. We intend to see to it that such information is broadly disseminated. Among other things, the commission will see what higher education can do to counteract poor preparation of college students in basic and advanced learning skills.

The pendulum should swing toward a renewed emphasis on basic skills. This conference should address the advantages and disadvantages of such a movement. For example, what impact
WILL IT HAVE ON UNIVERSAL ACCESS TO A POSTSECONDARY EDUCATION? WILL TOUGHER STANDARDS JEOPARDIZE THE FINANCIAL STABILITY OF MANY INSTITUTIONS DURING DECLINING ENROLLMENTS? WILL A RETURN TO BASIC COURSES STIFLE CREATIVITY AND REDUCE OPTIONS TO INCREASE PRODUCTIVITY?

MUCH OF THE RESEARCH DONE IN OUR UNIVERSITIES WAS CONDUCTED UNDER GOVERNMENT AUSRICES THOUGH INDUSTRY AND FOUNDATIONS, AND UNIVERSITIES THEMSELVES HAVE CONTRIBUTED IMPORTANT SUPPORT. LAST YEAR JUST ABOUT HALF OF ALL RESEARCH AND DEVELOPMENT DOLLARS WERE FEDERAL DOLLARS.

THE MAJOR UNIVERSITIES IN THE UNITED STATES FACE MANY CHALLENGES UNIQUE TO THIS ROLE IN POSTSECONDARY EDUCATION. THE U.S. FACES CURRENT AND PROJECTED SHORTAGES IN SUCH VITAL FIELDS AS COMPUTER SCIENCE, SOLID STATE AND PLASMA PHYSICS, OPTICS, ANALYTICAL AND POLYMER CHEMISTRY, ENGINEERING AND TOXICOLOGY. OUR RESEARCH UNIVERSITIES MUST CONTINUE TO TRAIN THESE SPECIALISTS. AT THE SAME TIME THEY MUST CONTINUE TO MAKE TECHNOLOGICAL ADVANCES THROUGH THE BASIC AND APPLIED RESEARCH CONDUCTED ON THEIR CAMPUSES.
OBSTACLES EXIST WHICH MIGHT IMPAIR THESE FINE INSTITUTIONS FROM CARRYING OUT THEIR MISSIONS. THEY HAVE TO COPE WITH DECAYING PHYSICAL PLANTS AND OBSOLETE EQUIPMENT. ONE SPECIALIST STATED THAT IN THE 1970'S, UNDER-INVESTMENT IN FACILITIES AND EQUIPMENT FOR ENGINEERING ALONE WAS ABOUT $750 MILLION. WHILE THIS IS SERIOUS, THERE ARE EVEN GRAVER PROBLEMS. THERE IS A CONTINUING SHORTAGE OF PROFESSORS, BOTH AT THE GRADUATE AND UNDERGRADUATE LEVEL, AND THIS COMES AT A TIME WHEN THE ENGINEERING SCHOOLS ARE EXPERIENCING INCREASES IN ENROLLMENTS.

I HAVE CONFIDENCE IN THESE INSTITUTIONS. I BELIEVE THAT THEY WILL BE ABLE TO OVERCOME THESE AND OTHER CHALLENGES, AS THEY HAVE IN THE PAST. BUT THEY WILL NEED HELP, NOT JUST THE HELP OF THE FEDERAL GOVERNMENT, BUT THE HELP OF THE POSTSECONDARY SCHOOL TEACHERS, AND THE BUSINESS LEADERS OF THE NATION. WITH THIS ASSISTANCE THEY CAN CONTINUE TO MEET THEIR GREAT CHARGE TO SUPPLY THE NATION, AND THE WORLD, WITH THE TECHNOLOGY AND THE TALENTED GRADUATES NEEDED TO MOVE CONFIDENTLY AHEAD INTO THE TWENTY-FIRST CENTURY.
THE DECADE OF THE 80'S WILL PRESENT BIGGER CHALLENGES IN THE FINANCING OF HIGHER EDUCATION WHICH COULD THREATEN THE ECONOMIC VIABILITY OF SOME INSTITUTIONS. IN PAST DECADES, HIGHER EDUCATION IN THE UNITED STATES EXPERIENCES DRAMATIC GROWTH IN ENROLLMENT AND PHYSICAL EXPANSIONS. THE FEDERAL GOVERNMENT WAS, IN PART, RESPONSIBLE FOR THIS GROWTH. THROUGH GRANTS, LOANS AND SUBSIDIZED WORK-STUDY PROGRAMS THE FEDERAL GOVERNMENT HELPED MAKE HIGHER EDUCATION AFFORDABLE FOR ALL. IT ALSO HELPED COLLEGES EXPAND THEIR PHYSICAL PLANT TO MEET THE INCREASING ENROLLMENT THROUGH A VARIETY OF PROGRAMS WHICH PROVIDED GRANTS AND LOW COST LOANS TO BUILD ACADEMIC AND HOUSING FACILITIES.

CONTINUED GROWTH IN ENROLLMENT, HOWEVER, IS UNLIKELY. CERTAINLY AMONG THE STUDENTS BETWEEN 18 AND 22 YEARS OF AGE WHO HAVE TRADITIONALLY FILLED OUR CLASSROOMS. MOREOVER, EXPENDITURES FOR EDUCATION FACILITIES AND FOR FACULTY, THE MAJORITY OF WHO ARE TENURED, WILL NOT DECLINE, AND INDEED, MAY INCREASE. THE PAST FEW YEARS HAVE ALREADY STRAINED THE RESOURCES OF MANY INSTITUTIONS.
LABOR COSTS ACCOUNT FOR MORE THAN EIGHTY PERCENT OF ALL COLLEGE AND UNIVERSITY EXPENDITURES, AND INCREASES DURING THE PAST TEN YEARS HAVE BEEN REQUIRED TO ATTEMPT TO MATCH THE RISING COST OF LIVING, WHICH HAS DOUBLED TO OFFSET THIS. INSTITUTIONS HAVE ATTEMPTED TO INCREASE THE STUDENT TO FACULTY RATIO. HOWEVER, DECLINING ENROLLMENTS IN THE 1980'S WILL NOT PROVIDE SUCH AN OPTION.

FINANCING HIGHER EDUCATION DURING THE EIGHTIES WILL REQUIRE INNOVATION AND INCREASED SUPPORT FROM NON-GOVERNMENT SOURCES. HOPEFULLY, AS THE ECONOMY IMPROVES, AND THE FIGHT AGAINST INFLATION SUCCCEEDS, FAMILIES AND INDUSTRY WILL HAVE MORE AVAILABLE RESOURCES TO CONTRIBUTE. INVESTMENT IN HIGHER EDUCATION BY CORPORATE AMERICA SHOULD INCREASE TO THOSE INSTITUTIONS SHOWING THE ABILITY TO MANAGE RESOURCES WISELY AND TO PROVIDE WELL-TRAINED EMPLOYEES FOR THE FUTURE. CORPORATE CONTRIBUTIONS, WHICH AMOUNT TO LESS THAN $1 BILLION PER YEAR, CAN AND WILL INCREASE IF CONTRIBUTORS VIEW SUCH FUNDS AS INVESTMENTS IN THE FUTURE. GOVERNMENT HAS A RESPONSIBILITY TO HIGHLIGHT THIS IMPORTANT LINKAGE.
FEDERAL SUPPORT WILL CONTINUE TO INSURE ACCESS TO HIGHER EDUCATION FOR STUDENTS WITH NEED. HOWEVER, FEDERAL FUNDING CANNOT BE EXPECTED TO INCREASE TO PAY FOR INCREASED COSTS PER STUDENT AS ENROLLMENTS DECLINE. THAT INCREASING MARGIN OF COST MUST BE EITHER REDUCED OR PAID THROUGH OTHER REVENUES.

IN CLOSING, IT MUST BE CLEAR THAT IN THE UNITED STATES EXPERIENCE, WE HAVE PROBLEMS THAT ARE NOT EASILY SOLVED. PERHAPS WE ARE RAISING MORE QUESTIONS THAN WE ARE PRODUCING ANSWERS. SOME OF THE QUESTIONS WE ARE ASKING OURSELVES ARE:

WHAT NEW PATTERNS OF FINANCE AND RESOURCE IDENTIFICATION AND ALLOCATION CAN BE DETERMINED AS WE LOOK AHEAD TO YEARS OF HIGHER COSTS AND CHANGING ENROLLMENTS?

WHAT RESOURCES AND NEW METHODOLOGIES CAN BE EMPLOYED TO MAINTAIN AND ENHANCE QUALITY OF INSTRUCTION AND LEARNING IN LIGHT OF DEMOGRAPHIC CHANGES, SOCIETAL NEEDS, AND TECHNOLOGICAL REQUIREMENTS?
HOW SHOULD EDUCATION BE ORGANIZED TO MAINTAIN ACADEMIC STANDARDS YET PROVIDE AN EMPLOYABLE PRODUCTIVE WORK FORCE?

HOW CAN WE HARNESS COMMUNICATION AND EDUCATIONAL TECHNOLOGY, COMPUTER SCIENCE AND ADVANCES IN LEARNING THEORY TO IMPROVE INSTRUCTION AND DECREASE COSTS?

WHAT NEW ORGANIZATIONAL PATTERNS CAN BE DEVISED TO SHARE RESOURCES, PROVIDE OPPORTUNITIES FOR STUDENTS, AND REDUCE COSTS?

THE CONFERENCE DOCUMENTS CERTAINLY RAISE MANY MORE ISSUES WHICH REQUIRE OUR ATTENTION HERE THIS WEEK. THROUGH OUR COLLECTIVE EXPERIENCES, PERHAPS WE CAN CREATE A HEALTHIER CLIMATE IN WHICH HIGHER EDUCATION CAN FLOURISH AND SIGNIFICANTLY CONTRIBUTE TO THE IMPROVEMENT OF OUR ECONOMIES AND SOCIETIES.
I stress the willingness of the United States to continue dialogue and information sharing on how each of our countries will be meeting the challenges of the 1980's in higher education. We view this conference as a beginning of increased communication among our nations and institutions. We don't have all the answers to the questions which will be raised here, but we know that among our many states, local communities, and public and private institutions, many forms of innovation and experimentation will be attempted. We stand ready to share our experience and look forward to learning from you.