DOCUMENT RESUME

ED 377 926		JC 950 062

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TITLE	Community Colleges, Work Force Training, and the Clinton Administration.
PUB DATE	17 Jun 94
NOTE	23p.; Paper presented at the Annual Meeting of the Illinois Community College Trustees Association (Springfield, IL, June 16-18, 1994).
PUB TYPE	Viewpoints (Opinion/Position Papers, Essays, etc.) (120) -- Speeches/Conference Papers (150)
EDRS PRICE	MF01/PC01 Plus Postage.
DESCRIPTORS	*Administrative Organization; Community Colleges; *Economic Development; *Educational Change; Educational History; Federal Government; *Government School Relationship; *Labor Force Development; Politics of Education; Retraining; Statewide Planning; Trustees; Two Year Colleges
IDENTIFIERS	*Clinton Administration; *Illinois

ABSTRACT

The proposals for work force training put forth by the Clinton Administration offer unprecedented opportunities as well as risks for community colleges, particularly for community colleges in Illinois. These proposals are grounded in a world view that recognizes the need for public investment in employment and training, although this agenda for social spending may have been overwhelmed by the current agenda in Washington for deficit reduction. The Administration does seem to hold a favorable view of community colleges, although the colleges' technical and vocational training aspects may come to be overemphasized at the expense of liberal arts and general education. Specifically, the proposals for job training seek to move the country from the 1930s style unemployment insurance system, which assumed reemployment in an existing job, to one that provides funds for continuous worker training and retraining. With respect to community colleges in Illinois, a tradition of appropriate coordination at the state level and strong governance, responsive to community needs at the local level, positions the system well for the future. If the state's colleges are willing to risk change, their organization as comprehensive institutions, as opposed to the dual postsecondary adult and vocational systems of other states, will also be a benefit, especially with the increased flexibility given to states under the various Clinton proposals. (Contains 10 references, tables, and maps of Illinois college districts.) (BCY)

Community Colleges,

Work Force Training,

and the

Clinton Administration

Address to the Annual Meeting
of the
Illinois Community College Trustees Association

by

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Springfield, Illinois

June 17, 1994

Community Colleges, Work Force Training, and the Clinton Administration

Good afternoon trustees and distinguished guests.

My task today is to provide perspective on community colleges and the various work force training proposals of the Clinton Administration, and to discuss how these proposals might impact community colleges in Illinois. You are fortunate that my altogether inadequate remarks will be followed by those of a Washington D.C.-based expert far more informed than I, Dr. Ray Taylor. Anyone from Washington is *always* an expert, and this indeed is the case here. Dr. Taylor knows Washington scene well, and has done an outstanding job of representing you as Executive Director of the Association of Community College Trustees.

It is always a pleasure for me to return to my native state. And it is a special pleasure to speak to the distinguished members of the Illinois Community College Trustees Association, and to acknowledge your distinguished service in support of higher education.

As John E. King wrote in an article, "A Toast to the Unknown Trustee," trustees provide the critical bridge of leadership from the community to the institution, and from the institution to the community. Professor King noted that it is that unknown trustee who not only helps hire the president, but perhaps even more important, supports that president once hired (King, 1985).

Trustees continue to make a critical difference in institutional success or failure. My own travels have taken me to over 100 of the nation's 1,200 community colleges in 18 states. It is my observation that behind every strong chief executive officer almost always is a board comprised of caring, competent members who "go that extra mile" to 'make a difference.'

This relationship between board and CEO is akin to the relationship between risk and innovation. We all know that for entrepreneurs to succeed in the private sector of our democratic free market economy, they must take risks. The business life cycle literature tells us a dying organization is one that does not tolerate failure, share failure, and learn from failure.

An unfortunate reality of our media age is the propensity to become more concerned with "how the media will cover it," as opposed to doing the right thing. While working at Miami-Dade Community College, I remember a comment that President Robert McCabe once said in referring to the complex nature of educational issues: "the simple solution is almost always wrong." When short-term publicity is substituted for doing the right thing, the result is mediocrity.

At public community colleges, risk is the blood cousin of innovation, and of success as well. Is it not interesting that the organizational literature regarding private sector equates risk with virtue. Should the same not be true for our public community colleges and their presidents?

This is why it is a special pleasure for me to stand before you today, and personally thank each of you for your commitment to service, innovation, and perhaps most important, risk.

And risk in a very direct way *is* the subject of my remarks. For within the unfolding work force training proposals of the Clinton Administration, there lies unprecedented opportunity and dangers, and that to seize the opportunities will require risk. There are four key questions to be addressed this afternoon:

(1) What "world view" governs President Clinton's work force training policy?

(2) How do the Clintonians view community colleges?

(3) What assumptions lie behind the work force training initiatives of the Clinton Administration now before Congress?, and

(4) What specific opportunities do Illinois community colleges have to positively impact the process?

What "world view" governs President Clinton's work force training policy? The recently published book by Bob Woodward entitled The Agenda (1994), describes a president who ran on a public investment agenda that has been overwhelmed by forces promoting a deficit reduction agenda. Let us examine that public investment agenda.

In his response to Ross Perot during the first 1992 presidential debate, Mr. Clinton said there were really *two* deficits, a budget deficit *and* an investment deficit. In Putting People First, released shortly after the Democratic National Convention, Mr. Clinton described what he would do about this investment deficit. This is shown in Table One, "The Clinton/Gore Administration's Human Capital Investment Strategy," which is displayed on this overhead. Nearly $42 billion of additional domestic social spending was proposed in his first year, to rise to $64 billion in the fourth year of his first term (Clinton and Gore, 1992). Was this analysis an appropriate diagnosis of the problems facing the nation?

It is worth remembering that Governor Clinton and Senator Gore developed their program against the backdrop of Los Angeles riots. The domestic investments in people included a substantial public works infrastructure construction program for the nation's major cities. And the country clearly does face a human resource development crisis. This was noted in 1989 by Dr. Vincent A. Lacey of Southern Illinois University and myself in our 1989 American Association of Community Colleges monograph, Economic Development and Community Colleges: Models of Institutional Effectiveness. Of the 4 million recipients of Aid to Families with Dependent Children in 1987, only 150,000 participated in JTPA-sponsored employment and training programs. By January, 1994, nearly five million of our fellow citizens received AFDC, and fewer than 250,000, or less than five percent received training through Job Training Partnership Act (JTPA) programs (Katsinas and Lacey, 1989). This is the underclass in our society.

Has the nation made the proper investment in employment and training? The answer clearly is no. How could anyone answer "yes" at a time when more African American men between the ages of 18 and 24 are found on the prison rolls as opposed to enrolled at institutions of higher education. In 1980, the federal government invested about $10 billion in training programs through the Comprehensive Employment and Training Act, a Nixon-era program. In 1992, about $5 billion was appropriated for programs under CETA's successor, JTPA. Given the double-digit inflation of the early years of the last decade, it clearly would take over $20 billion to purchase the same dollar value of training that was purchased in 1980 (Katsinas, 1994).

Would candidate Clinton's investment in people strategy have been good for community colleges? Undoubtedly. Imagine what $10 billion in 1993, rising to $22 billion in 1996 have done to fund lifetime learning at our community colleges. One obvious result: Federal funds would have subsidized developmental or remedial education, removing a major sticking point of conflict between community colleges and state legislatures across the nation.

It is my view that President Clinton's investment agenda indeed does represent a comprehensive "world view." This view does drive most of the Clinton proposals, to which we will soon turn. It's not important that we happen to agree or disagree with this "world view," only that we recognize it, because information is power. And with the right information, community colleges can positively impact policy.

The historian in me begs to note the difficult circumstances that faced the victor of the 1992 presidential election. President Clinton faces great challenges both abroad and at home. Regarding foreign policy, I ask you to consider this one fact: When the Soviet Union was broken into 12 independent republics, four of them--were left with nuclear weapons. In order, they were Russia, Ukraine, Georgia, and Belyorussia. The fourth largest of these republics has more nuclear weapons than do Britain, France, or China. And the repressed nationalism unleashed by the fall of the Soviet Empire has precipitated near civil war in

Georgia during the past year. Does this affect the people and government of the United States? Without doubt.

Domestically, President Clinton inherited arguably the worst domestic economic situation since the Great Depression. The two trillion dollar federal deficit looms in the background as the administration develops its domestic policies.

Remember that surprise announcement in December of 1992 that the recession had really ended in March of 1991? Barely a month after the election, the prestigious non-partisan National Bureau for Economic Research declared the recession over. The mixed economic performance, however, had no one jumping for joy in the streets. The reason: Employment growth eighteen months following the trough of the most recent recession was the smallest of the last five, as shown in the Table Two, which charts the employment curve going into and out of recent recessions, compared to the current recession. The robust employment growth that characterized the end of the five previous recessions just hasn't been there. Forty-four percent of workers laid off during the last four recessions expected to be recalled in their current jobs. As we move out of the current recession, only 14% expect recall.

This represents a dramatic shift. Following the Great Depression, no matter who was in the White House, succeeding federal governments dealt with recessions essentially the same way: Deficit spending, with an emphasis on public works, to prime the pump toward economic recovery. Ronald Reagan was no different than his predecessors in this regard. President Clinton had just this sort of approach in mind upon entering office when he proposed the $18 billion economic stimulus package. A looming two trillion dollar deficit, however, made passage of additional domestic discretionary spending much more difficult.

One difficult challenge in today's media age is proposing sound policy at a time when anecdotal stories substitute for hard data and reasoned judgement. Our nation suffers the highest rate of incarceration of any western democracy. On the last day of 1993, a record 948,881 of our fellow citizens were imprisoned. About 25% of all federal inmates were *non-violent* drug offenders. Marc Mauer, Assistant Director of The Sentancing Project, noted "Inmate populations have quadruped in 20 years, but I don't know anyone now who feels safer than 20 years ago." Yet the age of the thirty second political commercial, as Mauer lamented, "The politics of the crime bill shows the data don't have much impact on the debate." (New York Times, June 16, 1994)

This pattern continues in the rhetoric of the welfare debate. In 1992, welfare and its related programs, such as food stamps, accounted for less than two percent of the total federal budget. Clearly, we cannot balance our two trillion dollar federal deficit on the backs of welfare cheats. You are probably aware that the Aid to Families with Dependent Children program is a *matching* program, 55% federal to 45% state funds. In FY 1991, AFDC spent about $18 billion, with about $10 billion coming from Washington. But you probably did not know that over $2 billion of those federal funds during the recent recession were actually returned to Washington, unspent by the states, who were unable to come up with their share of the match. It is always proper to review the fairness and objectives of this or any program, but surely it is bad public policy to reduce state matches for AFDC during a recession to balance the state budget. As Suzanne Garment noted in her excellent book on post-Watergate Washington, Scandal: The Culture of Mistrust in American Government, the $500 billion savings and loan scandal was missed by nearly all the mainstream media, which was obsessed with the scandal de jour.

California, a state whose budget has declined by almost 15 percent in just three years, arbitrarily threw 40,000 welfare recipients off its rolls on April 1, 1992. Statistics show that for each welfare recipient, three people benefit. As it should be, since the goal of the Aid to Families with Dependent Children program is to help *dependent children*. Thus, 120,000 people were cut from the rolls on April 1, 1992 in California. And five weeks later, Americans were shocked by the television pictures of some of the most terrible riots in our nation's history. How many of those 40,000 AFDC recipients lived within selected zip codes of south-central Los Angeles? Was there any relationship between these events and community college governance?

There was if you were a community college trustee. Had you been board members of the Los Angeles Community College District, your May, 1992 monthly meeting would have ended with your CEO yelling "Get down below the tables!," to avoid the bullets breaking the large plate glass windows. And while you would have been obviously scared from dealing with that experience, you would have been proud to know that the agreement effectively ending the riots between the Krypts, the Bloods, and the Los Angeles Police would be signed at one of your campuses.

From all of this we can conclude we need welfare reform. We know that in Illinois as in the nation, skyrocketing Medicaid and corrections costs are crowding out state appropriations for higher education. We also know that every time unemployment rises community college enrollments rise, as unemployed workers seek the excellent retraining programs that our institutions provide.

Today's community colleges, however, face a different challenge. How to provide appropriate training, when the target is moving faster than ever before, in an era of apparent declining commitment to the open door? This is our challenge, and it is a very difficult one to assume.

To the second question, "How do the Clintonians view community colleges?" The quick take is that they like them, but they may not really understand them. Of course, presidents of both parties have long had difficulty understanding community colleges.

State assigned functions vary widely. Thirteen states run dual adult and vocational education delivery systems, with separate vocational schools and community colleges. Just within the past three years, a number of technical colleges in North Carolina and Ohio have added general education transfer programs to their vocational and technical offerings.

Governance and methods of finance are also highly varied. Some states like Florida possess coordinating and local governing boards for community colleges. In Alabama, the board coordinating elementary and secondary education actually governs their community colleges. Community colleges in Kansas receive 60 percent of their funding from local property taxes.

This diversity surrounds Illinois. To our south, Kentucky has no local governing boards. Each of their 15 presidents reports directly to the Vice Chancellor for Community Colleges, who in turn reports to the President of the University of Kentucky. To our north, Wisconsin operates two separate and sometimes duplicative systems, the Wisconsin Department of Adult and Vocational Education's technical colleges, and University of Wisconsin's "university centers." "Down home" in Indiana to our east, the presidents of Purdue and Indiana Universities conspired in the 1950s and 1960s to prevent the development of a comprehensive system of community colleges. As a result, Indiana has traditionally suffered low transfer rates compared to other Midwestern states. It is my observation that Illinois is indeed fortunate to have developed a forward-looking, comprehensive model of state coordination *and* strong local lay governance. This model positions the system quite well for the future.

Regarding Mr. Clinton and community colleges, he never attended, taught, administered, nor sat on the board of one. I suspect that neither did very many of his Harvard-trained advisors--and this president has more senior staff from Harvard than any in this century, according to a recent article in The Washington Post. Few "policy wonks" of any party, housed at any university or at the various public policy foundations--be they conservative, moderate or liberal--have much familiarity with community colleges.

So let us assume for a minute that what they learned about community colleges is what they experienced. Unlike Illinois, the State of Arkansas has not enjoyed a long tradition of good coordination and comprehensive planning at the state level for its community colleges. My friends there tell me that Governor Clinton's original bill, introduced in early 1992, actually called for merging the community colleges that existed at the time *into* the area vocational schools, and not the other way around. Fortunately or unfortunately, depending upon your point of view, Governor Clinton was preoccupied with office seeking that spring, and the bill he later signed in June that emerged from the Arkansas Legislature set things straight. Massachusetts historically has placed a high priority in funding its state scholarship commission, which largely supports students who attend private institutions of higher education. The state generally does not have a good record of support for the operating budgets of its open-access community colleges.

We need to be fair about all of this: the diversity among and between the states regarding community college missions, functions, finance, and governance is so complex that it is probably inaccurate to call them a national "system" per se. Community colleges *are* a tough set of institutions to get a hold of. In my own research I am attempting to develop a classification system for community colleges. Current classifications "lump and dump" all 1,200 of them together. It is my view that a multi-campus system like the City of Chicago Colleges, with its large English as a Second Language programs, does not have the same mission and functions as rural-based institution like Shawnee College in Ullin, or the transfer function of a Parkland College, the fine community college located in my home town of Champaign. The great diversity among the 1,200 community colleges makes these institutions all the more difficult for people to understand them. And while this diversity gives community colleges great strength in responding meaningfully to local needs, it sometimes hinders community colleges in making their case to policy makers in Washington.

In sum, therefore, the Clintonians like community colleges, particularly their employment and training and vocational, technical, and occupational programs. To the Administration's great credit, they have been genuinely sincere about including Washington-based community college representatives in aspects of work force proposal development. In April of this year, for example, the Department of Labor funded a two-year, $600,000 grant to an American Association of Community Colleges partnership with NETWORK, a consortium of 250 member community colleges that promotes employment, training, and adult literacy programs at community colleges. This grant will create an on-line, interactive computerized data base of JTPA programs, so that when the College of DuPage wants to initiate a JTPA program for juvenile ex-offenders, it can obtain the full curriculum and person to contact from community colleges across the nation. This positive attitude at the programmatic level represents a marked positive change from recent administrations.

The task, then, is for continuous education of the administration's senior policy staff. For there *are* dangers out there. Two examples are offered here: First, consider the work force development proposal offered by the man who became President Clinton's Assistant Secretary of Labor, Doug Ross. In January of 1993, prior to assuming office, Mr. Ross estimated that the cost of "high tech" training for full-time students at community colleges to be about $1,200 per student per year (Mandate for Change, 1993). No substantiation was offered for this $1,200 figure. We know better. In truth, "high tech" training can cost nearly $5,000 per student per year.

A second danger is that the strong emphasis on technical training and vocationalism will come at the expense of liberal arts and general education. Most key players in policy development and implementation roles in the Clinton administration probably never thought about obtaining general education from a community college. However well meaning toward community colleges they might be, at first blush they likely understate the invaluable contributions these institutions make to the cultural and civic life in their communities, and the contribution of these institutions toward baccalaureate degree attainment.

On top of this, consider the economic development and continuous training dimensions: If workers are to change their jobs and careers at ever faster rates, then it follows that the adaptive skills and the how-to-learn critical thinking skills that are taught as part of the liberal arts curriculum at community colleges will become more--*in fact much more*--not less important. Therefore, as community colleges consider the unprecedented opportunities envisioned in the Clinton programs, we do well to remember the words of Horace Mann, paraphrased here, who argued that our larger purpose was educate the next generation for their responsibilities of citizenship in a democracy.

My third question was to explore the assumptions behind the work force training initiatives of the Clinton Administration now before Congress. In regards to the specific proposals and where they lie before Congress, I defer to my friend Ray Taylor, who is much more expert in these matters. Here my task is to paint that "big picture" behind the Clintonians' work force training proposals during and immediately after the 1992 election.

The key concept underlying the Clinton initiatives is *change*. "We need to make change our friend," he in fact said in his Inaugural Address. And change appears to be embraced in broad brush strokes in his job training, welfare reform, and education proposals.

In the job training realm, Clinton called for moving America toward a continuous training and retraining model. A goal was to change the 1930s-style unemployment insurance system, which assumed reemployment in an existing job, to one that provided funds for continuous worker retraining that tied worker training funds to the workers themselves. Within the welfare-to-work realm, Clinton called for "ending welfare as we know it." By tying benefits to people, and not jobs, Mr. Clinton's health care proposals can be viewed to be welfare reform.

For postsecondary education, Mr. Clinton proposed scraping student aid programs and moving to a system based upon reciprocity, where students put in two years of work and receive four years of assistance to attend college. *Candidate* Clinton believed that America's higher education system performed quite well for the 25 percent of high school age youth who attend, but that alternatives were needed for the other 75 percent. These alternatives included a European-style apprenticeship program, alternative secondary schools, tech-prep, and greater focus on school-to-work transitions. A continuous lifetime learning society was the overall goal (Clinton and Gore, 1992)..

Let us also briefly consider the backgrounds of the people implementing the policy. It is my understanding that President Clinton just turned 47. For ten of those years--nearly the majority of his adult life following completion of his formal education--President Clinton served as a governor. Therefore, Bill Clinton's self-defined "peer group," if you will, are the governors of the fifty states.

Last summer at the National Governors Association meeting in Tulsa, Oklahoma, Mr. Clinton gave a very revealing personal commentary on how he views governance. Mr. Clinton told the governors that he wished decisions in Washington on difficult issues such as health care could be made in the informal, respectful manner as they were decided at NGA meetings. At NGA meetings, he lamented, people could just sit down and reason, regardless of party.

One topic that all governors of both parties can always agree on is that the federal government requires too much red tape. Wouldn't the world be wonderful if the federal government trusted the states (and the governors), and gave them the money with few or preferably no regulatory strings attached? It is impossible to imagine that former Governor Clinton did not actively join his fellow governors in complaint regarding the lack of programmatic flexibility at the state level for federal "flow through" work force programs such as JTPA and JOBS, which are administered at the state level. Imagine how many times over those ten years that former Governor Clinton was angered with the regulatory decisions of unelected civil service bureaucrats in Washington to get rules changed for Arkansas-administered programs.

But unlike other governors, Mr. Clinton was elected president. And unlike former California Governor Ronald Reagan, this president prides himself as a student of government. Mr. Clinton must surely take pride in bringing with him to Washington people who possessed actual management experience in directing the flow through programs whose regulations had frustrated him as governor. For example, Ms. Mary Jo Bane, the former Director of the New York State Department of Human Services, now administers the welfare-to-work Aid to

Families with Dependent Children/Jobs Opportunities Basic Skills Training Programs, which are housed in the U.S. Department of Health and Human Services. Mr. Doug Ross, a former head of the Michigan State Department of Labor, now directs the Employment and Training Administration, which houses federal training programs, including Job Training Partnership Act programs. These are people who believe in promoting experimentation at the state level, and have used their regulatory waiver powers to foster such state experimentation. In promoting experimentation, here lies the great opportunities for community colleges.

My fourth and final task is to outline specific opportunities for Illinois community colleges. As noted before, it is my view that the Illinois system is remarkably well positioned for creative activity in the future. The reason why is simple: the tradition of appropriate coordination at the state level and strong governance, responsive to community needs, at the local level.

The historian in me begs to tell you how this happened. In 1955, there was no state level coordination of community colleges in Illinois. Chart One, "Illinois Junior Colleges in 1957," shows the location of the institutions that existed at that time. Peter Masiko, who later claimed fame as a key builder of Miami-Dade Community College, then served as Dean of the Chicago City Colleges. Dr. Masiko and Dr. Raymond J. Young of the University of Illinois prevailed upon the state superintendent of education to name Robert "Bob" Birkheimer, President of Centralia Junior College, as the first Assistant Superintendent for Junior Colleges. This appointment moved things along quickly, according to Dr. Young.

Two years later, the landmark report of the 1957 Illinois Commission on Higher Education, "Illinois Looks to the Future in Higher Education," was issued. Included in it was a chapter written by Dr. Young that proposed actual locations for community colleges in the vast unserved areas of the state, minimum standards of population to support the institutions, and a proposal for an independent state coordinating board just for community colleges. Chart Two shows the placement of institutions proposed by Dr. Young. Chart Three shows the current location of community colleges in the State of Illinois. You will note that great deal of overlap between the maps.

Dr. Young told me his 1957 plan was presented to Governor William Stratton, however active opposition of vocational educators at the secondary level prevented the plan from being implemented. He also said that Bob Birkheimer in the State Superintendent's office championed this plan, and basically encouraged counties in areas unserved by community colleges to organize themselves in contiguous areas consistent with the suggestions of Dr. Young. By 1963, Dr. Young's plan was implemented in the legislation we know today as the Illinois Junior College Act. Chart Three, "Current Sites of Illinois Community Colleges, 1994," shows that with few exceptions--most notably the idea of locating community colleges near downstate residential university campuses--Dr. Young's projected locations of community colleges largely mirror the excellent system of community colleges in Illinois we know today. The idea of placing community colleges in cities and towns near residential universities was simply too radical for the university community at that time, Dr. Young told me.

And the system flourished. Local high school districts had developed 27 junior college campuses in Illinois prior to the passage of the Junior College Act. The head count enrollment in 1966 was 53,270 students statewide in credit courses, with a projected enrollment of 125,000 by 1971, an increase of 135 percent in five years. In 1966, about 58 percent of the total head count enrollment was in the Chicago City Colleges. With the establishment of new institutions downstate and in the suburbs of Chicago, it was projected that only 40 percent or about 50,000 students of a total of 125,000 by 1971 would be from Chicago. And full-time students comprised 41 percent of the total in 1966.

Explosive growth characterized these early years. By the fall of 1969, 147,882 students were enrolled, a 42 percent increase **over the previous year**. Fifty thousand students enrolled at the Chicago City Colleges by 1969. Enrollment at the City Colleges increased by 31 percent, yet as a percent of the total community college enrollment statewide, they comprised only 32 percent of the total. *This reflected the release of pent-up demand for low-cost community college education across the rest of Illinois.*

Even then, in 1966, concerns were expressed over inaccurate picture painted by the Illinois Board for Higher Education of equating 15 credit hours to an FTE, and then using that as an "accurate" measure of student "load." In 1969, the Illinois Junior College Board was a nine member board whose members included the elected state superintendent of education, Ray Page, and eight board members, including Frank Fowle of Northfield, John Cox of Bloomington, James Bralley of Decatur, Willard Brown of Palatine, Richard Browne of Normal, Lee Dawson of East Moline, and Annabel Prescott of Chicago (Illinois Junior College Board, Annual Meeting Reports, 1967-1973).

By 1971, over 50 percent of all of the students enrolled in public higher education were enrolled at community and junior colleges. "Although the community colleges are required by law to have a minimum of 15 percent of all courses taught in fields that lead directly to employment, nearly all of the community colleges far exceed the 15 percent level at the present time," one study reported. (Illinois Junior College Board, Annual Meeting Report, 1972).

By 1975, there were 39 public community college districts across the state, and a total of 49 campuses. Over 311,00 individuals were enrolled in the fall, 1975 term. Sixty eight percent were enrolled on a part-time basis, compared to 40 percent in 1966. In 1975, the Illinois Community College Board predicted an enrollment of about 230,000 students by 1981,

The Illinois Junior College Act set flat grant funding at the rate of $11.50 per semester credit hour. This level of funding, as well as the method of distribution, was used during fiscal years 1966 through 1969. This was increased to $15.50 in FY1970. Equalization was a major issue between the local community college governing boards and the Illinois Junior College Board. By 1975, the flat grant was $19.20.

Boards at that time were very concerned about capital facilities and for good reason. I remember as a junior high school student how Parkland College appeared to dominate every vacant building in downtown Champaign, and how excited several years later Parkland officials were with the opening of their new campus. During the FY 1976 year, community colleges were to receive about $41 million for construction based upon Illinois Board for Higher Education (IBHE) capital request recommendations. Planners in the early 1970s knew that the baby boom was about to bust, but as Lyman Glenny, Executive Director of the IBHE noted:

> Projecting enrollments is particularly difficult given the expansion of the student market into older age groups, and part-time students. If only the traditional college-age students are considered, these projections are probably high, but it seems reasonable to accept them for the purpose of projection given our relative inexperience with the older student population. (Glenny's speech was part of the report of the ICCB Annual Meeting Report for 1971).

Well, the adults came...in record numbers. A major problem in Illinois community college finance during the 1970s was the difference of about fifty percent between the growth in the rate of taxable property as compared to the inflation rate. A 1975 report noted "...the general unpopularity of the property tax suggests that aggressive efforts to increase assessments to 50 percent of fair market value statewide are unlikely in the near future." In that year and for that reason, Lyman Glenny projected that tuitions would grow at the rate of enrollment.

Given the brakes on property tax growth which accompanied the introduction of the state income tax in 1971, planners in 1975 were very concerned with what was termed a "cost-revenue imbalance." Stated simply, what would happen if enrollment continued to grow, while state support only grew at the rate of inflation, a problem made worse by the fact that local property tax revenues grew at a rate of only half the inflation rate. (ICCB, 1975, p29.)

Representatives of community colleges were "unanimous in their criticism" of the capital planning and construction process, a 1975 IBHE report noted, where long delay after long delay resulted in much higher construction costs. In 1975, the ICCB requested about 70 million for capital needs, compared to 41 million requested for CCs by the IBHE (Browder, IBHE, March 14, 1975). In 1976, 37% of funding was local, including chargebacks; 38% was state; 2.3% was federal; 17.8 was student tuition and fees (including ISCC); and 4 was "other." The *average* annual percentage enrollment increase was 17% each year between 1970 and 1976.

The Illinois Junior College Act required that a minimum of 15% of the two-year enrollment had to be in occupational areas. This threshold was never a challenge for the institutions to meet. By 1968, 34% of the total enrollment was occupational.

As you can see when the charts are superimposed on each other, Dr. Young's suggestions were largely incorporated into the Illinois Junior College Act of 1963. Illinois' community colleges are thus organized on a *comprehensive basis*, and this key fact positions them well for the future. Unlike other states, Illinois does not operate a dual system of postsecondary adult and vocational education. It is my view the future for community colleges in Illinois is very bright. Perhaps at a future ICCTA meeting, your distinguished organization might see fit to appropriately honor Dr. Young for his contribution to the development of community colleges in Illinois.

The involvement of so many of your institutions in JOBS programs is one benefit of the flexibility built into the Illinois system. I'd like to share with you some results of a recent unpublished study of Timm J. Bliss at Oklahoma State University. In 1990, 15% of community colleges in the United States operated JOBS programs according to a study by NETWORK, a consortium of some 250 community colleges involved in employment, training, welfare to work, and literacy programs. Mr. Bliss found that out of 277 community colleges, 144 reported or 52% said they operated JOBS programs, a significant increase since 1990. Of the 144 community colleges that operated JOBS programs, 18% had fewer than 50 JOBS participants; 24% had between 50 and 99 participants; 24% had between 100 and 249 participants; 19% had between 250 and 499 participants; 7% had between 500 and 1,000 participants, and 8% 1,000 or more participants (Bliss, unpublished dissertation, 1994).

The involvement of community colleges in the State of Illinois with the JOBS program is a credit to an enlightened Governor, but more important to an enlightened Illinois Community College Board. Again, for Cary Isreal to take risks, he has to have the support of his board. I mentioned earlier that we will either risk, or die organizationally. It is important that the contributions of

Raymond Young, Bob Birkheimer, and many others serve as the solid foundation for future growth and development. The possibilities for Illinois' community colleges, therefore, given the increased flexibility for the states under the various Clinton initiatives, are great **if** community colleges are willing to risk. For there is much work to be done to ensure a coherent map-matching between the public employment and training, welfare-to-work, and adult literacy systems and the largest delivery system of formal education to adults in Illinois, the Illinois Community College System.

My sincere wish to you is that in the exciting years ahead you continue to support risk on the part of your institutions, and support your presidents, faculties and staffs in this endeavor. In closing, let us remember our higher purpose of work, stated so well by the late President of Southern Illinois University, Delyte Wesley Morris, who said

> The purpose of a public institution of higher education is to provide access, so that as many can achieve as much and go as far as they possibly can.

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TABLE ONE

THE CLINTON/GORE ADMINISTRATION'S

HUMAN CAPITAL INVESTMENT STRATEGY

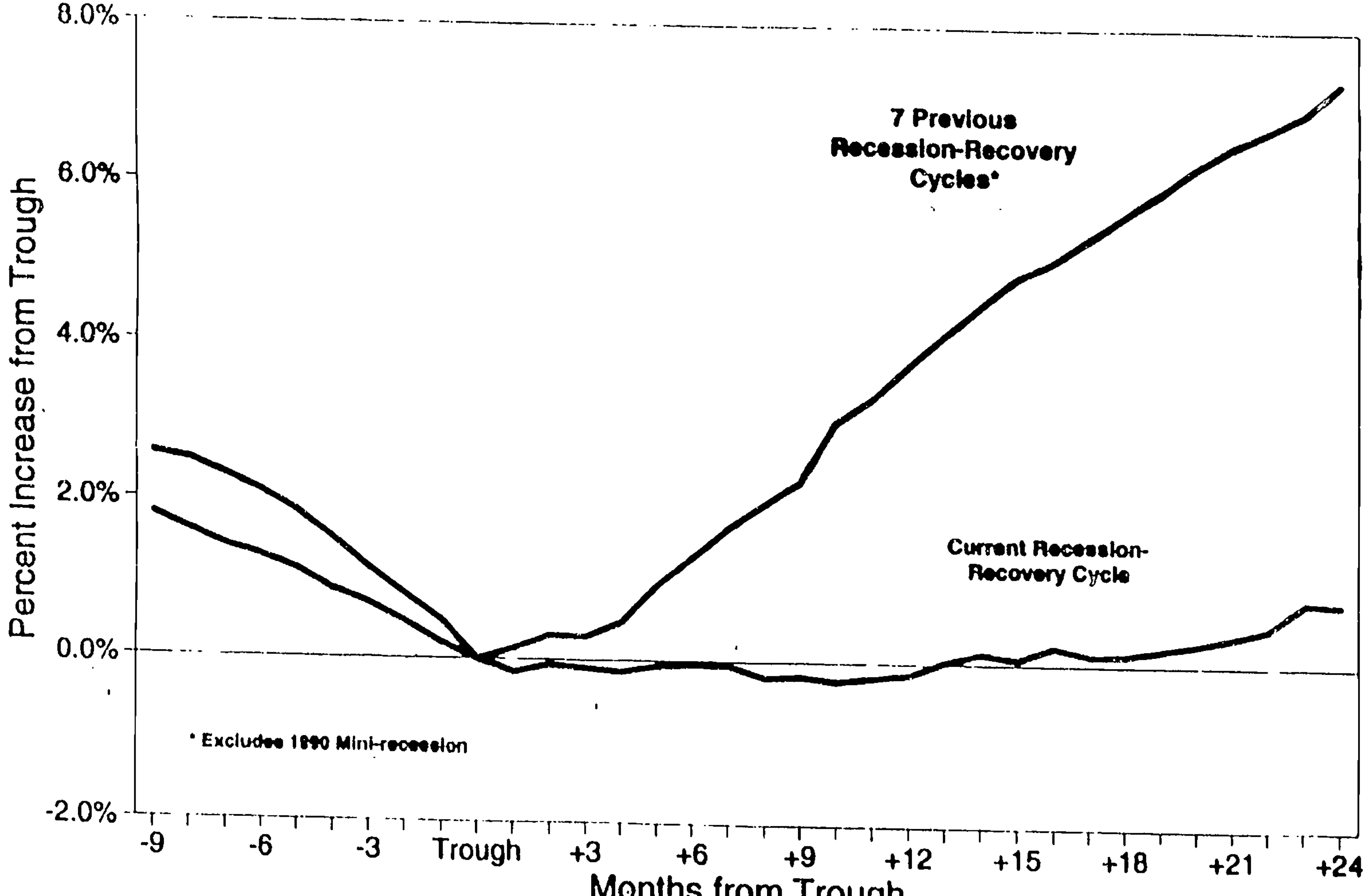
(in billions of dollars)

New Investments	**1993**	**1994**	**1995**	**1996**
Putting People to Work	28.3	34.6	35.4	35.4
Rewarding work and Families	3.5	5.5	6.5	7.0
Lifetime Learning	10.1	14.3	17.3	21.7
Total	**41.9**	**54.4**	**59.2**	**64.1**

SOURCE: Putting People First: How We All Can Change America, by Bill Clinton and Al Gore, 1992, page 27.

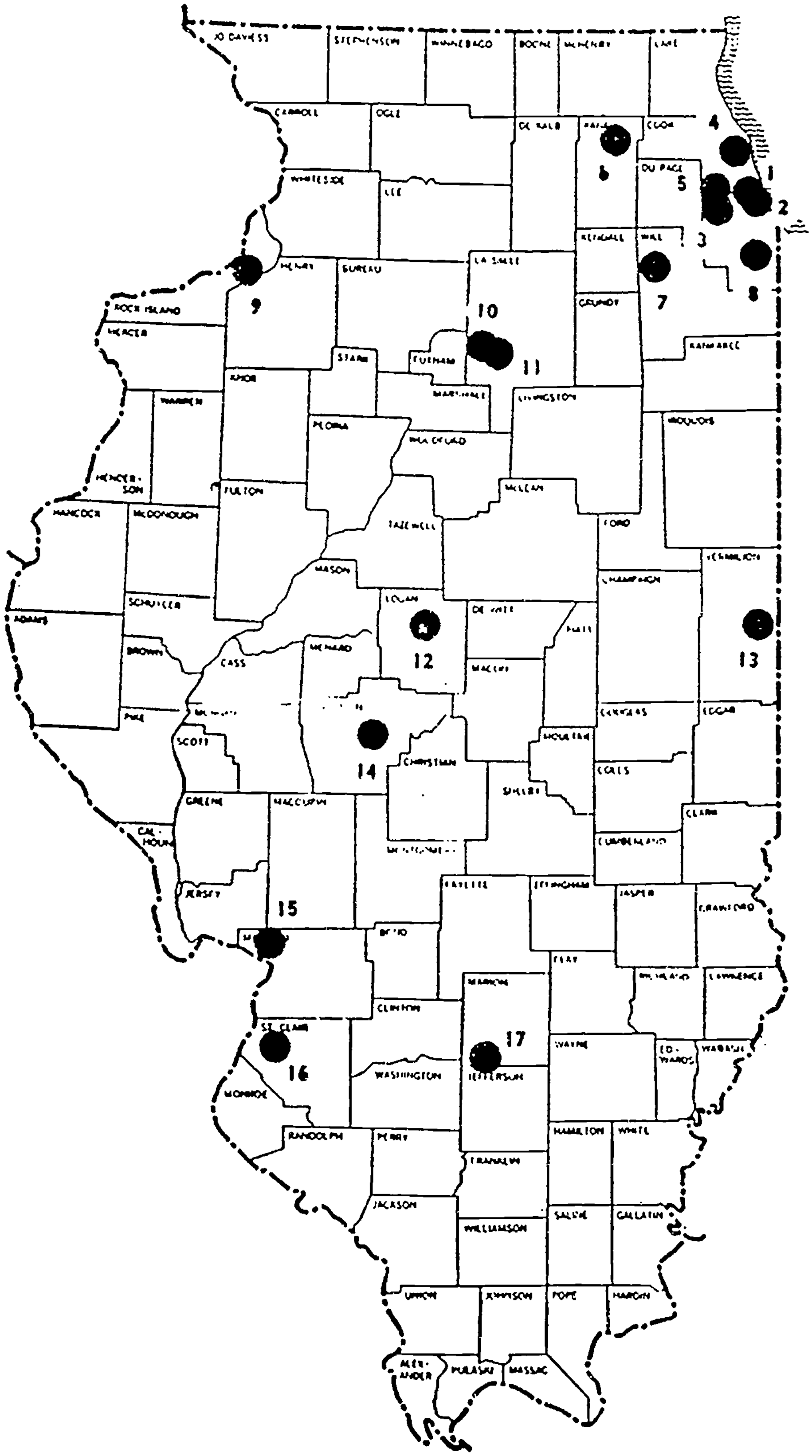
TABLE TWO

THE JOBS RECESSION
Growth of Payroll Employees from the Trough



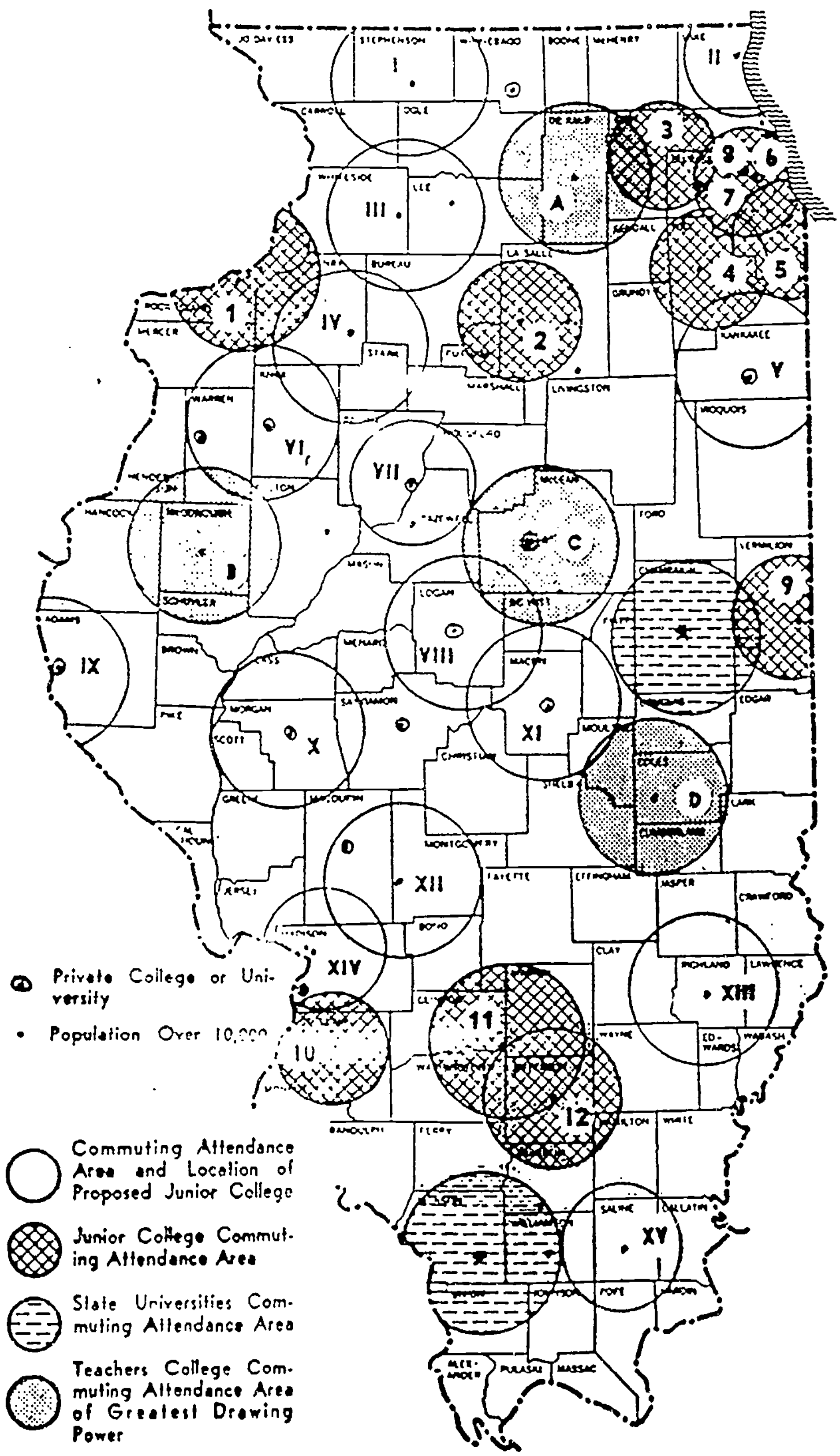
Source: Bureau of Labor Statistics and Joint Economic Committee

CHART ONE
ILLINOIS JUNIOR COLLEGES IN 1957



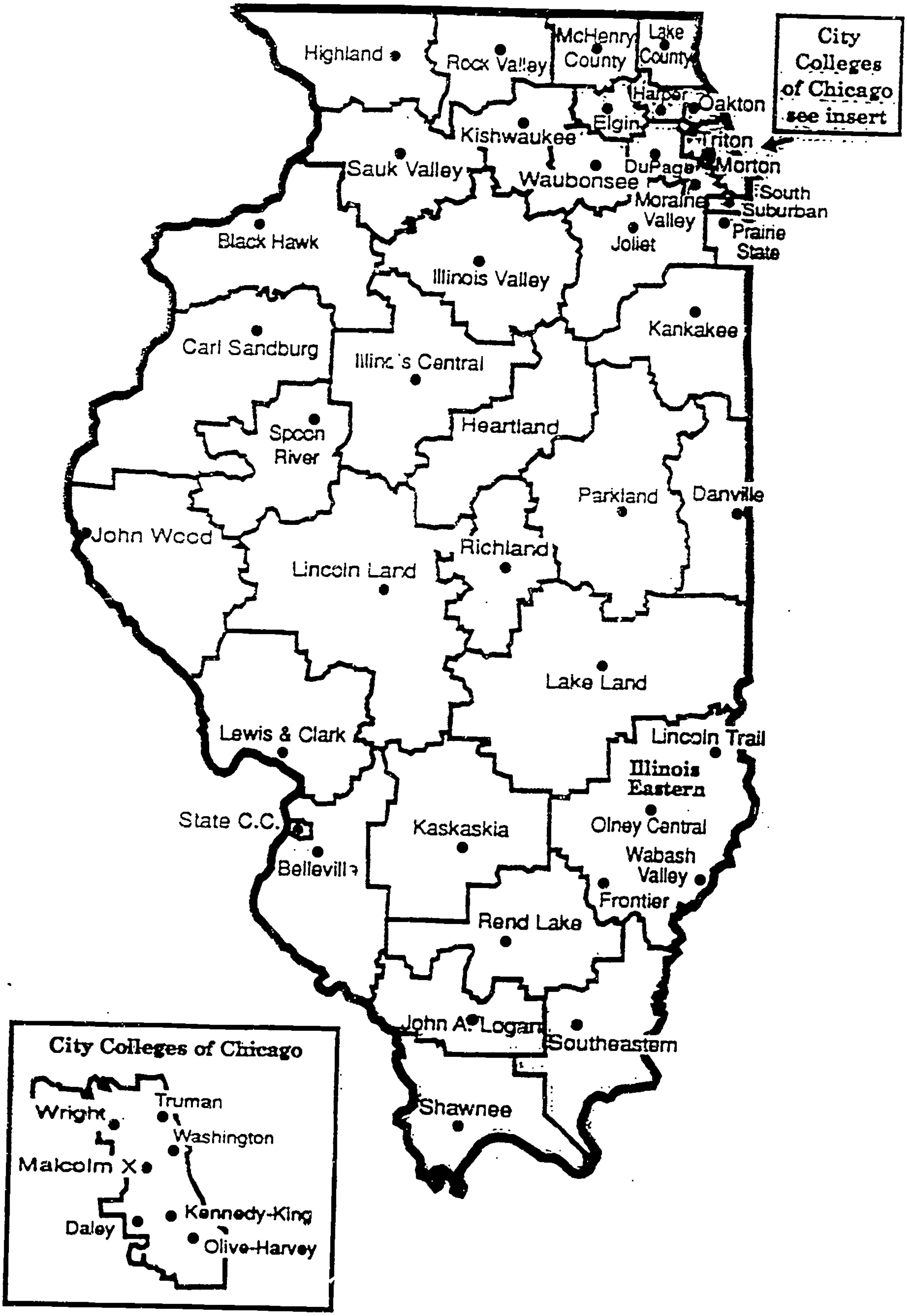
Source: Illinois Looks to the Future in Higher Education, Report of the Commission on Higher Education in Illinois, 1957, Table VI-4.

CHART TWO
YOUNG'S PROPOSED SITES FOR ILLINOIS JUNIOR COLLEGES, 1957



Source: Illinois Looks to the Future in Higher Education, Report of the Illinois Commission on Higher Education, 1957, Figure VII-1.

CHART THREE
CURRENT SITES OF ILLINOIS COMMUNITY COLLEGES, 1994



Source: Illinois Community College Board, 1994.