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The Academic Workplace (Spring 2002): Uniting Old Adversaries: Teaming Efficiency & Equity for Social Justice

New England Resource Center for Higher Education at the University of Massachusetts Boston

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THE ACADEMIC WORKPLACE

NERCHE New England Resource Center for Higher Education

Uniting Old Adversaries:

Teaming Efficiency and Equity for Social Justice

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A Scenario

Consider the following scenario, perhaps familiar. Onto a desk towering with reports, articles, and "to do" lists, a document falls. The new arrival is eyed with a mixture of disdain and despair by the desk's occupant, an educator and administrator with responsibilities for program development, enrollment, and implementation at a community college. In bold letters on the first page, the words "Performance Measurement" stand out. The familiar dreary type reveals the sender as the Board responsible for overseeing the business of higher education in the state. The Performance Measurement Survey (PMS) follows on the heels of other surveys from professional organizations, higher education institutes, and commercial assessment companies. They all aim to understand how to make higher education more *efficient*. The state survey has the additional goal of making colleges *accountable*.

Efficiency is a word that makes our administrator sigh and shake her head. As though the myriad human beings who came through the doors of her office and classrooms could be educated quickly, cheaply, and effectively through some modern-day Taylorism. Her mentor had impressed on her as she assumed administrative leadership positions: "Keep your focus on the students; the students are the top priority." The survey could wait.

Accountability as a Tool for Measuring Equal Outcomes

The bad news is that among the many important people, issues, and tasks needing attention, our administrator should complete the Performance Measurement Survey, not just to meet the state reporting requirement—forms could be filled out without engaging in the purpose of the task—but to actually determine program performance and student outcomes. Though performance measures have been created in an environment of fiscal accountability, they have promise as instruments that measure the value of a community college education in all its complex guises. The efficiency and accountability goals embodied in the survey are not necessarily incompatible with the more lauded goals of the public two-year sector, those of providing access and equal opportunity. However, they place new demands on the system with a persistent emphasis on outcomes. Now, free and open access to college is not valued in and of itself. Results matter. The focus on outcomes revives the long-standing debate about the true role of community colleges in our educational system, as a place for "cooling out" the educational ambitions of disadvantaged and underprepared students or as a stepping-stone to meaningful vocations and potential transfers to further education in the four-year sector.[i]

Historically, the community college role of providing access and opportunity has been demonstrated by low tuition rates, open-enrollment policies, and equitable funding formulas. As discussed below, all three have been eroded as viable benchmarks of an equitable community college system. Well-designed performance measures have the most promise to replace or supplement those benchmarks as a means to ensure educational equity.

Pressures on the Low-Tuition, Open-Enrollment System

The current recession has placed enormous pressure on state budgets. As one of the largest discretionary spending items, higher education expenditures are being trimmed or, in some hard-hit states, cut significantly. Even when brighter economic conditions prevail, the upward pressures on public college tuition will continue to be felt.

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The New England Resource Center for Higher Education at UMass Boston is devoted to strengthening higher education's contributions to society through collaboration. It does this by working on a continuing basis with colleges and universities in New England through think tanks, consultation, workshops, conferences, research, and action projects.

LETTER FROM NERCHE

Higher education is expected to fulfill several, often contradictory, roles in our society, including those of innovator and adapter, historian and change maker, cultural vessel and social critic. Historically, it has functioned as a point of access to equal opportunity for all U.S. citizens: a social leveler and a lever for success. This powerful symbol in our country's mythology serves to balance another potent symbol, that of the "self-made man" who rises to the top by virtue of his wits, ingenuity, and ambition. Horatio Alger, a native son of Massachusetts, is a metaphor for success in our culture. Surely this latter image is alive through the spectacular trajectories of a few individuals such as Bill Gates who bypassed college degrees in order to bring their entrepreneurial visions to fruition. Their talents and fearlessness in the face of risk greased the wheels of their success and broadcast to Americans that anything and everything is possible, a glittering advertisement for American know-how.

The illusion of risk taking has great appeal in U.S. culture, represented by such various activities as taking "extreme" vacations to challenging the perceived "hegemony of political correctness." A drop down the side of a mountain delivers a thrill. A clever barb tossed at a "protected" group creates a sense of pioneering intellectual edginess in the one who takes aim. These notions of risk taking are ubiquitous to the point of bland conformity and do little to galvanize our understanding of life's experiences. Some of the greatest risks taken are intellectual when we dig deeply into our bedrock beliefs and assumptions about ourselves and the world around us. That is where education makes its mark and one of its strongest arguments for access. Beyond instilling in us an appreciation and respect for knowledge, it develops our means to evaluate information that is never static, but is changing in both subtle and dramatic ways. The plight of the growing legions of unemployed or the uninsured, for example, or the pending health care crisis are no longer facts of life. These are conditions that can be changed.

For many, the road to success is strewn with obstacles that have little to do with risk taking and individual talents and much to do with accidents of birth—race, income, geography, lack of access to adequate public education—over which they have no control. One hundred years ago community colleges were developed in a spirit of equality of opportunity as bridges between public secondary and higher education for those who had faced these barriers to access. Community colleges, more than their four-year counterparts, have been the arena in which societal struggles about social justice, workforce needs, and a raft of beliefs about innate and acquired skills have taken and continue to take place—a terrific burden for any institution. The controversy, chronicled by scholars over the course of the brief but turbulent history of community colleges, is fueled by state legislatures, which control the purse strings, and industry, which needs community colleges to train a skilled workforce. In the feature article in this newsletter, **Alicia Dowd** argues that social justice—preserving long-held values of access and equity in community college policymaking—makes good economic sense. Beyond access is the issue of providing the best education possible for community college students.

In the midst of the maelstrom many in community colleges hit upon a quietly revolutionary educational insight. Instead of endeavoring to equip those who pass through their doors with an authorized body of knowledge and skill set that prepares them for functional citizenship, community colleges are instead choosing to meet students on their own ground with an open embrace that takes into account what these students know and how they know it. In doing so community colleges have developed expertise in student-centered learning that considers the multitude of skills and ways of understanding the world which are characteristic of diversity. It is, admittedly, a risk that calls into question the prevailing wisdom about teaching and learning.

While four-year institutions are home to many educators who are working to change established pedagogies, community colleges have a better track record in meeting students where they are and capitalizing on what they bring to the educational experience, which in many cases includes important insights about community, race, and justice. Community colleges offer models for most four-year colleges that will continue to educate these students once they have transferred, as well as examples of best practices for teaching and learning that will benefit all students. Many higher education leaders long ago discovered that "American know-how" stubbornly protects sanctioned ways of knowing. The reality is that traditional scientific analysis of discrete units can peacefully coexist with a context-based approach. There is enough room in the academy for everyone.

Reports from NERCHE's think tanks indicate that striving to reduce the hierarchy that elevates one epistemological approach over others in the typical educational experience is not completely accepted, even on community college campuses. Stereotypical notions of faculty and student roles persist. Reward systems fail to acknowledge the kind of effort necessary for faculty to adopt new ways of teaching. Much work remains to be done.

Sharon Singleton, Editor

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The combined demographics of large proportions of high school graduates seeking a college education and an aging population consuming enormous public health resources will decrease the capacity of states to subsidize every student who wishes to enroll in the public sector. Higher tuition charges at the four-year publics and in the private sector will direct new clients to community colleges. Those students may well be able to assume a larger proportion of their college costs, and taxpayers will feel less inclined to finance them rather than, or in addition to, financially disadvantaged students.

Many states have adopted stricter high school graduation and college entrance requirements. Students must pass state achievement tests and complete a tougher academic curriculum to earn a high school diploma. The pressure to educate students at the secondary level rather than to give them second chances in postsecondary education will theoretically bring a better-prepared student body to higher education. Higher education will continue to rely upon community colleges to provide developmental courses and remediation, but remedial courses may no longer carry college credit. At the City University of New York, where the student body includes a large proportion of immigrants, students of color, and first-generation college students, the college's board relegated many developmental courses to noncredit status in an effort to raise academic standards. These high-stakes graduation and enrollment strategies will promote educational equity if low-income students and members of racial and ethnic groups experiencing the effects of past and present discrimination receive sound educations at the primary and secondary levels. Then disadvantaged students will be able and eligible to benefit from programs at two-year colleges designed to promote transfer to baccalaureate institutions or vocational-technical workforce preparation, or both. They would also be prepared to enter four-year colleges if they chose to do so. If, on the other hand, economically and socially disadvantaged groups are disproportionately enrolled in noncredit and developmental education or barred from higher education altogether by stricter admissions requirements, the effectiveness of open admissions as a means of promoting educational opportunity and equity will be severely diminished. Community colleges will formally remain open-admissions institutions, but the avenues leading to these will narrow and the opportunities within will become increasingly segmented, a trend illustrated, for example, by the unexpected creation of Honors Colleges at community colleges.

The trends toward high-stakes testing for high school diplomas, more stringent public college admissions requirements, and increasing tuition charges indicate that the lever of economic efficiency has gained purchase in moving community colleges away from a coherent policy framework based on the traditional commitments to access and equal opportunity.

The Demise of Funding Formulas

State higher education funding formulas were developed as a way to ensure equitable spending among institutions and students within a particular segment of public higher education. State funds are then enrollment driven, providing a fixed sum per full-time-equivalent student (FTE). These formulas are sometimes adjusted per FTE to provide greater resources for students with greater educational needs and for those enrolled in programs with high instructional costs.

However, one does not need to look far to find evidence that funding formulas are flawed, ignored, or not fully implemented and cannot be counted on to ensure equitable resource distribution within a state system. While New York State has a funding formula for community colleges, a recent report characterized the system as functioning under a "financing non-policy that is seriously disconnected from the community college mission" of providing affordable access. In addition, the report observed, current policies have "exacerbated already serious disparities among the State's regions in their ability to support community colleges." Similarly, the Iowa Department of Education reported in an analysis of that state's community college financing formula that equitable spending provisions had not been funded by the legislature for several years. In Massachusetts, a funding formula for community colleges was adopted in 1998 to equalize levels of spending per student across the colleges. However, within two years the focus on equitable funding was competing with new initiatives to promote technology adaptation, workforce development, and teacher preparation, which were presented as pressing economic investments.

For several decades, state legislatures have been devising performance-based funding plans as an alternative to formula funding, which is viewed as creating disincentives for innovation or efficiency (since dollars are allocated for bodies in the seats, not for moving them along quickly towards graduation). Performance-based funding plans found widespread adoption in the early 1990s, such that today, thirty-six states tie funding for public colleges to performance. Though the proportion of state funds allocated in this way is quite small (an average of 3%), the rhetoric surrounding their adoption is high, indicating that additional modifications to formula funding are to be expected.[ii]

The intended effects of funding formulas may also be undermined by a new entrepreneurialism at the college level, stemming from the expectations of state

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FUNDED PROJECTS

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Back to Basics: Developmental Education and College Opportunity in New England

Developmental and remedial education at the postsecondary level have been central points of policymaker interest in recent years. There is heightened concern about admissions standards and the numbers of students entering college who require substantial academic support. Many states have undertaken reviews of remediation in public higher education systems and initiated recommendations or established regulations that have affected the provision of remedial courses at both two- and four-year institutions. In New England, there is a growing trend for four-year institutions to reduce the proportion of students accepted who require remediation and for the community colleges to serve as the primary providers of remedial and developmental courses. Massachusetts, for example, recently enacted a policy requiring that a maximum of five percent of entering freshmen at four-year institutions could enroll in developmental courses.

The Back to Basics project, a collaboration between The Institute for Higher Education Policy and NERCHE, addresses how changing state policies related to remediation in New England have been affecting not only the delivery of developmental and remedial instruction but also admissions practices and the allocation of financial aid on campuses. In January, NERCHE convened the first focus group of campus administrators who represented both public and private, two- and four-year institutions across the New England states. The discussion confirmed that definitions of remediation, developmental education, basic skills, and college preparedness vary within and across institutions.

Although Massachusetts is the only New England state with an explicit policy regulating remediation in the public system, many public and private colleges throughout the region are revising institutional policies related to admissions standards and the ways in which academic support programs are structured and funded. In site visits to five Massachusetts campuses this spring, NERCHE and The Institute for Higher Education Policy will explore the interconnections among state and institutional policy changes related to remediation, student recruitment, admissions standards, financial aid provision, and student retention. The January focus group participants informed the development of the site visit protocol and highlighted particular questions that warrant further examination, such as: To what extent are changing remediation policies having an impact on the regional picture of access to higher education for traditionally underserved populations? What are the benefits and challenges for partnerships between two- and four-year institutions that aim to provide for remedial needs?

Participants in the project will reconvene in June to review the preliminary summary of the findings prior to releasing the final report, which will be posted on the NERCHE web site (www.nerche.org).

Project Engage

With support from the Johnson Foundation, members of Project Engage will meet at Wingspread in May. For the last two years NERCHE has funded 10 action research teams from different universities and cities to work on community problems. Each team comprises at least one faculty member, one student, and one community member. All team members are considered equal partners in the enterprise—starting with collaborating on the grant proposal, to the methods they use to carry out the project, to how they report the results. The projects and teams vary greatly with respect to the focus of their ventures and the disciplines they represent. This meeting is an opportunity for teams to meet one another and to draw lessons from their experiences. Participants will explore the following questions: What did engaging in this partnership and project mean for student learning? What were the issues for faculty in engaging in collaborative research? In what ways did the community member's expertise shape the project? Imbedded in each of these questions are issues relating to university and community partnerships, power, innovation, the role of faculty, students as learners and active citizens, and community members as experts.

NERCHE will use this conference to deepen our understanding of these issues and disseminate lessons learned. Participants will have the opportunity to develop a national network of peers to support their efforts on campus and in the community. It is our hope that they will agree to serve as resources to other groups promoting university/community partnerships.

Informing Policy with Practice

NERCHE's commitment to facilitate issue analysis and proposals for change is at the core of our Informing Policy with Practice project funded by the Ford Foundation. Now in its third year, the project is designed to strengthen the Center's role in contributing the voices of reflective practitioners to policy-level discussions through NERCHE *Briefs*, which distill policy implications from think tank discussions and ongoing projects and are available on NERCHE's web site (www.nerche.org). As part of this project, academics and administrators who are interested in researching and writing about compelling issues in higher education can apply online to be NERCHE Visiting Fellows at www.nerche.org.

Jamie Merisotis, The Institute for Higher Education Policy; Laura Ventimiglia, North Shore Community College; Floyd Bagwell, Eastern Connecticut State University at the Back to Basics focus group

NERCHE *Briefs*

The *Briefs* distill policy implications from the collaborative work of members of NERCHE's ongoing think tanks for administrators and faculty in the New England region, as well as from NERCHE projects. With support from the Ford Foundation, NERCHE disseminates these pieces to an audience of legislators, college and university presidents and system heads, heads of higher education associations and State Higher Education Officers, and media contacts. The *Briefs* are designed to add critical information and essential voices to the policy decisions that leaders in higher education make. A listing of *Briefs* published to date follows. A complete set of *Briefs* can be downloaded from the NERCHE web site (www.nerche.org).

January 2000	**The Technology Challenge on Campus from the Perspective of Chief Academic Officers**
April 2000	**Benchmarking from the Perspective of Chief Financial Officers**
July 2000	**Making Assessment Work**
January 2001	**Department Chairs Discuss Post-Tenure Review**
February 2001	**For Funders of Multi-Institutional Collaborations in Higher Education: Support Partnership Building**
March 2001	**The Merit Aid Question: How Can We Attract Promising Students While Preserving Educational Opportunity for All?**
May 2001	**Preparing for the Next Wave of Faculty**
May 2001	**Graduate Preparation for Student Affairs Staff: What's Needed from the Perspective of Chief Student Affairs Officers**
October 2001	**Practices and Policies for Dealing with Students with Mental Health Issues**
November 2001	**Lessons on Supporting Change Through Multi-Institutional Projects**
January 2002	**Partnering for Accountability: The Role of the Chief Financial Officer at an Academic Institution**
March 2002	**Global Citizenship: A Role for Higher Education**

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coordinating boards that community colleges will diversify their revenues through private fundraising and partnerships with local business and industry. Fundraising will inevitably strengthen ties with—and obligations to—the private sector. Contract training programs offered for local business and industry bring needed revenues to colleges and provide a valued workforce development function. However, these efforts have great potential to increase the disparity of resources available to colleges across a system. Those in economically depressed areas are less likely to enjoy fruitful contract agreements. Customized corporate training programs, an established part of the diverse community college curriculum, are gaining importance as state support declines. The average state share of funding for basic operations fell from 70% in 1980 to 50% in 1996. Grant and contract training took up part of that slack, while students themselves paid a larger share of costs with their own funds and with federally subsidized loans.[iii] In fact, by increasing tuition charges to capture a larger share of federal loan dollars, as well as of funds flowing through the recently created Hope Scholarships and Lifetime Learning Tax Credit, states act in their own best interest.

Economic Efficiency

Economic efficiency is the conceptual lever consistently undermining the three traditional pillars of educational equity in the community college system—open-admissions policies, low tuition rates, and FTE formula funding—as illustrated in Figure 1. Economic efficiency revolves around the notion that market forces will allocate resources more effectively than government programs. If the government gets involved, it must be to address market inefficiencies in the equitable distribution of costs and benefits. This way of thinking raises a host of questions that suggests there are better ways—meaning ways that will have a better ratio of costs to benefits—of financing community colleges. Are we spending public dollars on activities that have a higher return than other available alternatives? Why pay again for remedial education at the more costly collegiate level instead of educating secondary school students properly in the first place? Why provide universally low tuition for all students rather than subsidizing only those who cannot afford college? Why charge the same per-credit fee for educational programs that bring different private returns in the labor market? Why should the public assume the costs of specific training for workers that could profitably be borne by the companies who will benefit from increased productivity?

The trends toward high-stakes testing for high school diplomas, more stringent public college admissions requirements, and increasing tuition charges indicate that the lever of economic efficiency has gained purchase in moving community colleges away from a coherent policy framework based on the traditional commitments to access and equal opportunity. The meaning of these themes must be reevaluated in the face of new initiatives designed to stratify enrollment; shift costs to students, alumni, and the private sector; and promote entrepreneurship in the colleges. Efficiency and equity have often been understood as goals in tension, requiring trade-offs in one to achieve the other. As Arthur Okun has written, "We can't have our cake of market efficiency and share it equally."[iv] Under the current legislative embrace of efficiency mechanisms, are equity proponents left only with the prospect of defeat?

It is time to consider whether the traditional notions of equity and equal opportunity that resonate in community college lore have been so severely undermined that we must articulate and embrace a new understanding of educational equity.

Outcome Equity

It is time to consider whether the traditional notions of equity and equal opportunity that resonate in community college lore have been so severely undermined that we must articulate and embrace a new understanding of educational equity. This new equity has a more sympathetic relationship with efficiency, and it sets additional demands on community colleges. It requires a renewed focus on issues of social and economic justice, on Great Society themes that in the 1960s opened higher education to more generations of students with the promise of access to a better life, regardless of racial or ethnic background. The new equity focuses on equitable outcomes, rather than equitable inputs. Relinquishing open admissions and low tuition for all, outcome equity demands that attention be paid to gaps by gender, race, and ethnicity in college participation and graduation. Beyond that, gaps in income and employment become of central concern. The quality of neighborhoods, communities, and of life among groups of African-, Native-, Asian-, Latino-, and Euro-Americans is fundamentally of interest. Outcome equity accepts economic efficiency arguments, but demands that the cost and benefit calculus takes issues of social justice into account. Outcome equity, it turns out, is a more demanding standard than the traditional educational equity focused on issues of individual access and opportunity.

How are we to envision such a standard for financing and assessing the performance of higher education? The distinguished economist Henry Levin (1994, p. 168), writing in regard to primary and secondary (K-12) education, provides the following definition of educational equity based on outcomes.

In all human populations there will be some variance in talents and attainments, even when all members are provided with exceptional opportunities to develop their talents. What that variance will be is certainly open to debate. More questionable, though, are the differences in educational attainments among populations born into different social, economic, and racial circumstances due to inadequate opportunities for human development. A reasonable criterion is that we have obtained educational equity when representatives of different racial, gender, and socioeconomic origins have about the same probabilities of reaching different educational outcomes.

Lawsuits brought by, or on behalf of, disenfranchised groups seeking a larger share of state education budgets have been the primary mechanism for demanding outcome equity in the K-12 arena. Judicial rulings in several states have required education finance reform to meet educational equity goals measured in terms of successful outcomes (such as high school graduation and achievement test scores).[v] These reform efforts are fueled by the fact that K-12 schooling, unlike higher education, is a state constitutional right in all of the fifty states.

No judicial process will impose outcome equity on community colleges or on the rest of the higher education system. In addition, though outcome equity is a familiar concept in the K-12 finance arena, it is quite foreign to higher education. However, the outlines of such a system are sketched below and illustrated in Figure 2. The role of the harried but committed community college administrator—and all those like her—is central. At a conference this past spring, public college officials were reported to be grumbling about performance-based financing systems and indicators, with some going so far as to ask: "Aren't we all just wasting our time?" The news report indicated that legislative and college officials are at odds over the value of these systems, with college officials generally opposing performance measures and legislatures that embrace them in a general atmosphere of public fiscal accountability that expects "institutions to do more with less." One college leader observed, "We count things because you can count them and not because they are the best things to be counted."[vi] Performance measures are likely to hold very little reliability or validity unless college leaders and administrators believe in the value of these measures and feel that the measurement effort supports their commitment to education. Their participation is essential to designing effective performance measurement systems (whether or not these are tied to funding, which is not a necessary extension in order to benefit from the data collection).

Figure 1

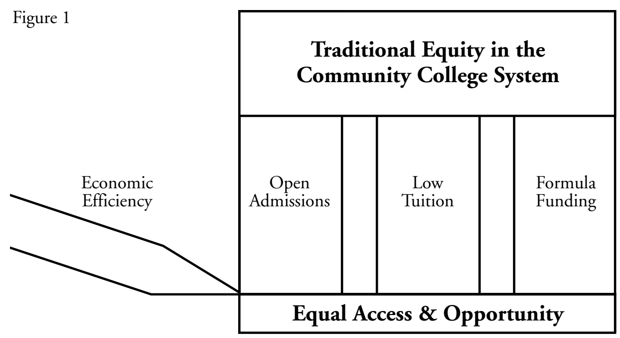

Figure 2

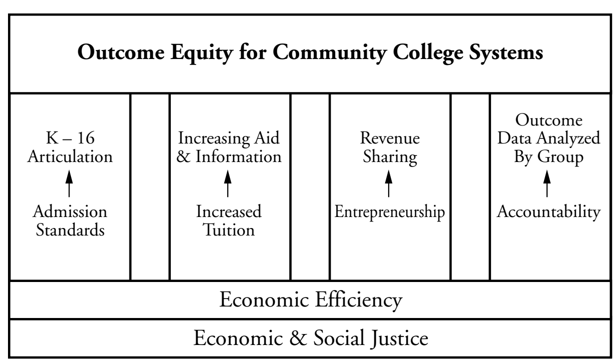

Figure 2 shows economic and social justice as the undergirding theme for outcome equity in the community college system. Economic efficiency is integrated into the foundation of the new equity, where an efficient public investment of tax dollars is defined as one that returns a benefit greater than the next best alternative available for the same cost. The four columns of Figure 2 are based on policies associated with an efficiency perspective: admissions standards, increased tuition charges, entrepreneurship, and accountability. Within an outcome equity framework, these approaches are valued if they promote positive educational outcomes for all students regardless of gender, race, and ethnicity. These activities must be modified when they serve to stratify resources to the advantage of dominant groups in society, but they are not rejected as antithetical to educational equity. At the top, each column has new demands that will be placed on community colleges and state systems. Much of this activity is already well underway. As admissions standards and high-stakes testing narrow access to postsecondary education, colleges have been forging new partnerships with schools and businesses, as well as articulation agreements with four-year colleges. These activities inform students of entrance requirements, facilitate school-to-work transitions, and provide pathways to the bachelor's degree. As tuition increases, financial aid for economically disadvantaged students must also increase. Of course, this type of tuition discounting for financially needy students has been in practice since the creation of Pell grants in the 1960s. More recently, it's become clear that colleges must also educate prospective

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THINK TANKS

One of NERCHE's hallmarks is its think tanks for faculty and administrators from New England colleges and universities. Think tanks meet five times a year for intense discussion of the most pressing issues facing higher education.

For a complete list of NERCHE's think tank members and their institutions, please visit our web site (www.nerche.org).

*In March, Associate Student Affairs Think Tank members **Drew Klein** of Boston University, **Michelle Lepore** of Wellesley College, **Bob Sloss** of Bryant College, and **Cathy Burack** of NERCHE presented "Leading From the Middle" at the National Association of Student Personnel Administrator's annual meeting in Boston.*

New Think Tank for Academic Deans

NERCHE will hold an organizational meeting for a new Think Tank for Deans in June. We have invited Deans from all over New England to help us plan this latest think tank, which will hold its first official meeting next fall. NERCHE affiliate **Howard London** of Bridgewater State College will facilitate the planning meeting.

Associate Deans Think Tank

Colleges and universities serve more students with varied learning styles and levels of preparedness now than at any other time in the history of higher education, while student, parental, and societal expectations of a college education remain as high as ever. Can developmental or remedial education help ease the fit between contemporary students and campuses? What models or best practices enable these students to be successful? These were some of the questions raised at the December meeting "Developmental/Remedial Education: Same Topic/Same Issue OR New Agenda for a New Demand?" facilitated by **David Kelley**, Northern Essex Community College, and **Ann Marie Rancourt**, Keene State College. One of the readings for this meeting was *College Remediation: What It Is, What It Costs, What's at Stake*, by the Institute for Higher Education Policy.

There is no single opinion about or common understanding of remedial or developmental education among faculty and staff, students and parents, legislators and trustees. Discussions about the issue often become heated, because they strike at the core values of education in a society that claims equity and access as essential elements. Even the language is provocative, with "remedial" conjuring up images of students who are deficient and in need of repair, and "developmental" conveying students lacking in skills and in need of serious improvement.

Some educators and policymakers question whether four-year institutions should be providing education for skills that should have been acquired in secondary school. The fact is that many underprepared students are admitted to college campuses every year. According to a study by the National Center for Educational Statistics, 30 percent of all entering freshman require remedial education. At the community college level, the percentage jumps to 41 percent. Eighty-one percent of all four-year institutions in the nation offer some form of remedial education.

Policies designed to systematically address the implementation of developmental or remedial education expose other snags in the higher education system, such as the ease of transferring from one institution to another. For example, Massachusetts, with a goal of transferring the bulk of remedial education to community colleges, has placed limits on the percentage of students requiring remedial courses who can enroll in state four-year colleges. Yet students hoping to transfer from community colleges to four-year institutions find that standards for success vary from college to college—which can be very confusing for students and parents.

If college and university educators take a hard look at students' developmental needs and lack of basic skills, they will uncover a host of companion issues such as faculty development and rewards, what constitutes college-level credit, how to tap into students' desires to be successful, how to provide adequate support for underprepared students in the regular curriculum, and how to balance the needs of underprepared students while stimulating and retaining those who are more advanced.

At the February meeting, facilitated by **Beverly Dolinsky**, Endicott College, and **Sue Lane**, UMass Dartmouth, members discussed "Supporting Faculty Teaching: The Associate Dean's Role." In preparation for the meeting, members read "The Case Against Teaching," by Larry Spence.

Efforts over the past few years to promote the scholarly aspects of teaching have yielded changed promotion and tenure guidelines in faculty handbooks, but long-established traditions still strongly influence the outcomes of promotion and tenure processes. In spite of this, gains are made on campuses that have leadership at all levels persistently focusing on strategies to develop faculty as teachers, working to shift traditional views that blame students for failure and credit teachers with success, and endeavoring to unite all aspects of the institution in the goal of improving teaching and learning.

Student Affairs Think Tank

The work of Student Affairs professionals is more difficult to characterize than the work of faculty, which falls under three distinct categories: research, teaching, and service. An informal poll of young Student Affairs professionals about what they do elicited these wide-ranging responses. "We allow faculty to do their best work," and "We are the liaison between the complex bureaucracy and learning." "Student Affairs Officers are really educators first, administrators second." "Student Affairs is a curriculum for life." "We provide the support that families can't or won't give." At December's meeting, members attempted to answer the question, "What is the Purpose of Student Affairs?" They read "When Institutional and Student Cultures Collide," by Barry S. McKinney, in preparation for the meeting facilitated by **Kevin Drumm**, Springfield Technical Community College.

Broadly speaking, Student Affairs creates an out-of-class learning environment for students. But measuring what Student Affairs has accomplished in terms of student learning and changing student lives is more difficult to ascertain. Determining the impact of Student Affairs on students gains even more importance in light of the varied impressions and expectations that constituents, such as students and parents, hold. On occasion, students view Student Affairs as a bureaucratic problem to overcome. For some parents, Student Affairs professionals are *de facto* parents, while others value Student Affairs for its programs, such as leadership development and community events.

Student Affairs can profit from the experiences of the community service and service-learning movement. Service-learning incorporates an intentional learning piece—reflection—into service work. Student Affairs can integrate a similar process into student activities and student life by debriefing students about what they have learned and having them reflect on their experiences. Some student activities, like holding a "Casino Night," may look frivolous to an outsider, but events such as these build community, develop teamwork, and nurture planning, budgeting, and implementation skills. In working with students on their learning, Student Affairs staff will also become clearer about what they do and how they can describe their "curriculum for life" to faculty, parents, and others who are invested in the education of students.

Diana Hackney, UMass Dartmouth, facilitated the topic of February's meeting on "Role Models." Among the readings for this meeting were excerpts from Arthur Sandeen's book *Making a Difference: Profiles of Successful Student Affairs Leaders*.

Student Affairs Officers underscored the importance of resonating on a personal level with role models' values and goals. Personal characteristics cited included courage, selflessness, and the ability to maintain balance in personal and professional lives. Professional behaviors such as being an educator for staff, students, and others in the university through sharing decision making and modeling advocacy were equally important.

Department Chairs Think Tank

The move toward outcomes assessment, driven in part by the public demand for accountability and questions about how to evaluate new venues such as distance learning, compels us to articulate specifically what we want students to know and how we will measure that learning. In December, think tank members talked about practical and philosophical issues involved in "Preparing for NEASC" in a meeting facilitated by **Evelyn Pezzulich**, Bridgewater State College, and **Nancy White**, Pine Manor College. Members reviewed a variety of documents and articles, including Peter Ewell's "Accreditation and Student Learning Outcomes: A Proposed Point of Departure," in preparation for this meeting.

At the most fundamental level of outcomes assessment, student learning is measured by outcomes that are determined at the program or departmental level through specific courses. A useful approach, especially for programs with students with different levels of preparedness, is to look at achievement developmentally: What attitudes, skills, and understandings did the students possess when they entered the program? What is the value added?

The outcomes assessment process contains the seeds for broader change as assessment findings are fed back into programs. To accomplish this, Chairs must hold the goal of meeting NEASC standards, together with gaining faculty support to modify the program in a process of ongoing assessment and improvement. Participation on an accreditation team exposes educational goals that reach beyond the individual classroom or program. Through such involvement, faculty can gain an understanding of the wider context for outcomes assessment. At the local level, the assessment process itself obliges departments to reflect deeply on what they hope to accomplish for students. For example, in the arts, in which learning is complex and nuanced and takes place over many years, departments wrestle with whether teaching the arts involves teaching skills and, in the process, become clearer about what they impart as educators.

Many negative motivators pressure educators to assess outcomes that are apparent and measurable: For-profit providers, for example, can produce these data and, in doing so, challenge the credibility of traditional higher education institutions in the marketplace. By asking ourselves why we take one approach over another, we engender the kind of thoughtful reflection that characterizes traditional higher education and that can produce outcomes of unambiguous benefit to our constituents.

Rob Sabal, Emerson College, and **Billye Auclair**, St. Joseph College, facilitated the January meeting on "Assessing Ourselves." Among the readings were excerpts from *The Administrative Portfolio*, by Peter Seldin and Mary Lou Higgerson.

The role of Chair varies by discipline, departmental size, availability of administrative support, and degree of change the department is undergoing. What the Chair's priorities are depends on whether one asks the faculty or the Dean. For faculty, personnel matters often take precedence, while a Dean may identify fiscal management as most urgent. While a Chair cannot be all things to all people, she must have the flexibility to shift from role to role.

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THINK TANKS

Across departments, schools, and institutions there is much latitude in how Chairs are evaluated. Some are assessed, though perhaps in a cursory way, every year. Others are evaluated in their third year with the Dean soliciting information from staff, students, and individuals with whom the Chair works in other areas of the university, such as career service and advising. Some departments are only just developing methods to assess the Chair. Uniformity of evaluation should not be sought, because responsibilities vary from department to department, but meaningful and productive assessment of Chairs is a worthwhile developmental goal for both the Chair and the department.

Academic Affairs Think Tank

The Chief Academic Officer (CAO) and the President interact in an environment of ambiguities and paradoxes. Their relationship is simultaneously collegial and hierarchical; it is a partnership with a reporting structure. **Donal O'Shea**, Mount Holyoke College, and **Charmian Sperling**, Middlesex Community College, facilitated the December meeting on "The Chief Academic Officer: Roles and Relationships." In preparation for the meeting, members read "Shaping the Leadership Team: The President, Governing Board, and Chief Academic Officer," by Alice Bourke Hayes.

Other relationships, such as the President's with the Board and the CAO's with the faculty, are generally more clearly defined. Chief among the CAO's responsibilities is to be both the President's advisor and loyal opposition. Balancing these two functions can create a constructive relationship with good dynamic tension.

In its most effective incarnation, the relationship between the CAO and the President should offer each opportunities for growth. While both may agree on long-range objectives, they may employ significantly different management styles in their pursuit of those objectives. Much is to be gained, however, from working with someone who has a different style and approach to such matters as developing long-range strategy and solving problems. For both the CAO and the President, degrees of effectiveness are tied closely to degrees of support, despite inevitable disagreements.

For the February meeting on "Leadership in a Time of Change," members read a selection of organizational change articles from higher education and business, including excerpts from *The Challenge of Organizational Change: How Companies Experience It and Leaders Guide It*, by Rosabeth Moss Kanter, Barry A. Stein, and Todd D. Jick. **Larry Richards**, Bridgewater State College, and **Joe Mark**, Castleton State College, facilitated the discussion.

To understand more profoundly how to facilitate change, it is helpful to compare different organizational models with those of higher education. In business, "bold strokes," such as strategic mergers or massive layoffs orchestrated by top management, can launch organizational transformation. In higher education, change requires institutional backing in order for it to gain momentum and strength as a transformation. Widespread participation in major decisions is a norm, and plans that rest on strong core values have the potential to facilitate a core transformation. While bold strokes do occur, they are rarely planned and often emanate from the outside, such as cuts in funding from public entities.

One of the ironies of institutional change in higher education is that the institution that is well-administered may appear, misleadingly, to have a less visible administration. Specific changes or initiatives may be subtle and difficult to pinpoint or articulate. This poses a special challenge for the President and the CAO who are trying to champion the institution and its progress to those constituents outside the institution who are looking for specific markers. It is generally expected in the business world that leaders will have great visions and that they will produce new changes regularly. This expectation is reflected in higher education as well, but it must exist alongside the understanding that the academy conducts business through reflective processes and consensus building. Among the questions for academic leaders to consider are: Are we selling our audiences short by assuming that they can't handle depth? Which are the appropriate markers to indicate change while preserving values?

Chief Financial Officers Think Tank

Program cost analysis is becoming more common as a way to both understand the net financial contribution of, or the net investment in, programs and evaluate current or new programs on a more accurate financial dimension. It is useful to managers in assessing real costs, in making decisions, and in assigning budget responsibilities. Its usefulness, however, cannot be understood apart from its limitations. **Larry Ladd**, Grant Thornton, and **Dennis Stark**, University of Rhode Island, facilitated the November meeting on "Program Contribution Analysis." Among the readings were "Responding to Resource Constraints," by David L. Stocum and Patrick M. Rooney, and "URI Tries Downsizing by Formula," an article in *Science* magazine.

While it may seem counterintuitive, the cost of an activity cannot be determined by looking at the numbers. English departments, for example, use fewer resources than chemistry departments, many of which have their own purchasing departments. English faculty provide services to other departments, teaching both English majors and scientists. Were cost accounting the only factor, it would create an impression that it is profitable to retain Arts & Sciences and eliminate the unprofitable chemistry department. Having "the numbers" can lead people to argue at a specific level, rather than to discuss the broader issues and implications. The goal of cost analysis, however, should be to focus discussion on the relative value of a program in the context of academic priorities. The analysis itself is just a small part of this larger conversation centering on mission and values.

In January, **Susan Davy**, Berklee College of Music, and **Jerry Brisson**, Cape Cod Community College, facilitated a meeting on "Managing Presidents." Excerpts from *The Successful President*, by Kenneth A. Shaw provided a foundation for the discussion.

A shift in the fiscal conditions under which colleges and universities have long operated has necessitated closer working relationships between Chief Financial Officers (CFOs) and Presidents. Presidents typically experience pressure from the Board of Trustees and, for those in public institutions, the legislature. More often than not, these pressures are felt in the finance office, and CFOs must be prepared to collaborate with the President, as well as with other cabinet members, to shape careful responses. Personal styles, preferences, and experiences, as well as histories, contexts, temperament, fears, and expectations contribute to behaviors that can either facilitate or impede professional relationships. Gaining more clarity about the elements that make up our own and others' behaviors in professional settings can help us manage relationships.

In the past, college and university Presidents were largely drawn from Academic Affairs. They now hail from a variety of backgrounds, including business and finance, Student Affairs, development, law, and politics, and they assume their roles with fresh points of view as well as with particular challenges. The CFO's role is to advise the President while keeping the goals of the institution clear. Further, with any President, it is important for the CFO to spend time on nonfinancial issues in order to signal an interest that reaches beyond the financial and, thus, broaden the scope of the relationship.

What do CFOs want from their Presidents? Answers to that question depend on the nature of the institution and the challenges it faces. Generally, think tank members value Presidents who are open to change and see that innovation is essential and who create environments in which it is safe to fail.

Associate Student Affairs Think Tank

Understanding the work of people in an institution solely in terms of roles can engender a misleading sense of demarcation and simplicity that restricts functional working relationships. For example, if a supervisor is perceived as an expert, a subordinate may feel unqualified, based on his or her lack of expertise, to "manage up." But the idea of managing up involves engaging in a relationship with a supervisor that meets institutional priorities successfully. **Stefanie Sullivan**, Berklee College of Music, and **Patrick Tigue**, Springfield Technical Community College, facilitated the December meeting on "Managing Up and Supporting Staff." Members read "Managing Your Boss," by John J. Cabarro and John P. Kotter, and excerpts from *Influence Without Authority*, by Allan R. Cohen and David L. Bradford.

Managing up *and* down requires a sound knowledge of human nature as well as of individual personalities. This means understanding many languages, a range of motivations, the role of conflict, the importance of timing, and the centrality of values. Good management requires insight and creativity and a willingness to be vulnerable.

Positioned between the Chief Student Affairs Officer and the Student Affairs staff, Associate Student Affairs Officers (ASAOs) develop a repertoire of management skills and a comprehensive appreciation for what is necessary to get the division's work done. From supervisors, ASAOs expect to receive information about institutional priorities and concerns—even those that are sensitive—so that they can determine the direction of the staff's efforts. ASAOs are in a position to mentor young professionals about not only the political nature of colleges and universities but also how to get things done in that environment. Understanding how individuals prefer to receive information can be as important as understanding the kind of data they need to do the job.

In this age of intense marketing, colleges and universities are serving multiple customers: students, parents, the workforce, society. Added to this list are those internal customers—the bursar's office, Academic Affairs, admissions—with which Student Affairs interacts. At the February meeting, **Jason Buck**, New England College, facilitated a discussion of "Customer Service." Among the readings was "The Academic as Service Provider: Is the Customer 'Always Right'?" by S.V. Scott.

The notion of "customer service" does not raise hackles on campus as much as it did ten years ago, but it is still controversial. It takes careful thought to determine how to meet customer needs while remaining true to the educational mission of the institution. The admissions office, Student Affairs, and the President from the same institution can send contradictory messages to prospective students. Sometime between recruitment and their first days on campus, students should be given a realistic view of what the campus can provide.

Colleges and universities have recently experienced an increase in parental involvement in their children's education. Parents' first point of contact is usually Student Affairs staff, who must be prepared to listen to parental concerns while also impressing upon parents that the staff has processes and procedures that are integrated into their children's educational experience. For many institutions, developing autonomy in students is part of the educational mission, and it is often up to Student Affairs to make clear the value of such a thing to students' lives. Customer service involves educating consumers about the product—a college education—so that they understand how to determine its value.

VISITING FELLOWS 2001-2002

Each year, NERCHE requests applications from individuals wishing to become Visiting Fellows at the Center. Visiting Fellows are faculty or administrators, usually on leave or in transition, who become associated with NERCHE for a semester or a year. They often hail from New England, but occasionally come from other parts of the US. Together they bring a wide range of experience with and perspectives on issues facing higher education.

NERCHE invites letters of application that outline, especially from the practitioner's point of view, a proposed project on an aspect of change in higher education. A modest stipend in the form of research support (postage, site visits, interview transcription, etc.) and/or travel to conferences or meetings will be available to support each Fellow's project. Each Fellow will produce a working paper, which NERCHE will publish, and also present his or her work at a roundtable discussion. Proposals will be evaluated on their (1) relevance to NERCHE's mission, (2) applicant's qualifications, and (3) potential for contributing to the policy arena in higher education.

James A. Bess, **James A. Kilmurray**, and **Neil Severance** will continue as Fellows this semester.

In February, **Dennis Tanner**, former Vice President for Academic Affairs at Fisher College, joined NERCHE as a Visiting Fellow. Dennis has held a number of top administrative positions, including president of Bacone College in Oklahoma for eight years. At Bacone, Dennis periodically moved into dorms to live with the students in order to gain a more comprehensive understanding of their lives. With a background in finance, business administration, and theology, Dennis has been a consultant to banking and a number of academic institutions on issues such as business appraisals, planning, and program evaluation. He has been a fellow at the Bush Foundation and is a recipient of an Outstanding Minority Academic Programs award from the American Association of Community Colleges.

Ernest A. Lynton Award for Faculty Professional Service & Academic Outreach

2002 Award Winner and Honorable Mentions

In January, NERCHE presented its sixth annual Ernest A. Lynton Award for Faculty Professional Service & Academic Outreach at the American Association for Higher Education's Forum on Faculty Roles and Rewards. Ernest A. Lynton raised the profile and status of faculty professional service both nationally and internationally. He championed a vision of service that embraces collective responsibility—a vision of colleges and universities as catalysts not only in the discovery of new knowledge, but also in the application of knowledge throughout society. In the past six years, over 400 faculty from every type of institution and a broad range of departments and disciplines have been nominated for this prestigious award.

This year's winner and honorable mentions are notable for the diversity and scope of their activities. The nominees' experience in outreach activities ranged from four to thirty-five years. The nominees' academic disciplines—medicine, architecture, planning, theater and dance, physical education, mathematics, international studies, foreign language, education, natural sciences, humanities, information technology, political science, psychology, business and economics, and law—closely parallel those offered by higher education.

The service of these faculty not only benefits the community outside academe, but also leaves a lasting impact on their institutions through, for example, courses and curricula they developed and the collaborative research ventures they engaged in with colleagues. Perhaps most impressive is the clear connection between the outreach activities of these faculty and their teaching. The award winner and the honorable mentions exemplify this connection by extending their own knowledge to enhance the lives of others in our society and motivating their students to follow their leads.

Patricia A. Keener, M.D.

2002 Award Winner

Patricia A. Keener, M.D., is the Director for the Social and

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BOOK REVIEW

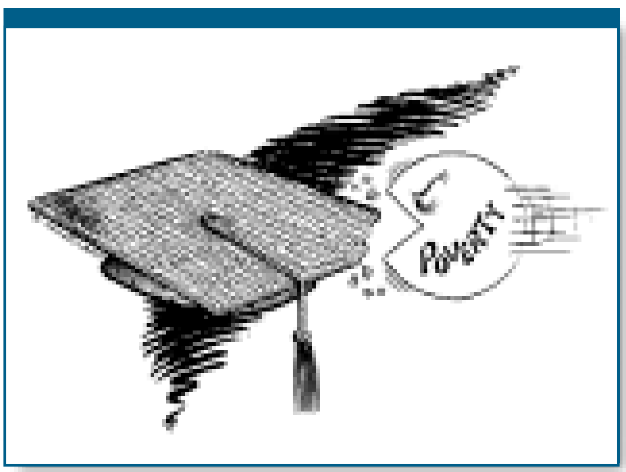
Reviewed by NERCHE Staff

Globalizing the Community College: *Strategies for Change in the Twenty-first Century.*

John S. Levin, New York: Palgrave, 2001. 248 pps.

More so than their four-year counterparts, community colleges have historically responded to the demands and needs of multiple constituents—disadvantaged groups seeking access to higher education, the changing workforce requirements of industry and the economy, and government policymakers. As a result, community colleges have become adaptive and entrepreneurial, able to manage sometimes "disjunctive and even contradictory tendencies" (180) of globalization, which according to the reigning ideology, Levin observes, is characterized almost solely by economic themes. In the 1990s, John S. Levin conducted a study of seven community colleges located in Canada and the US and their adaptation in order to understand changes in organizational structure and mission shaped by external forces. During this period, he observes, community colleges became increasingly defined by business models and "vocationalism," as attention to economic ends, largely championed by government bodies, supplanted concerns of human development and achievement. As a consequence, community colleges drifted away from their missions of community inclusion and access through a series of organizational changes that placed emphasis upon revenue over right of entry, training over traditional notions of achievement.

Community colleges are not merely reactive institutions, altering their identity in response to each new wave of pressure. Surely institutions that are dependent in large part on public funds are not as free to chart their own courses as are private institutions with comfortable endowments. But community college managers *do* make conscious decisions about the kinds of directions each institution will take. This is a key point that revives the notion of choice and autonomy that sometimes gets obscured in discussions of higher education's place in a rapidly changing world. As Levin sees it, community colleges, while representing a great deal of diversity, are choosing to adopt models that value "the business community over the social community, and corporatism over collegiality." (157) Continuing on this path would further alienate the community college from its historic mission as an institution that educates, trains, and serves as a community resource.



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To alter this trajectory, Levin recommends making different choices that place more attention on "human development, relationships, and achievements" (182). The community college, because of its adaptability and its freedom from long-standing traditions, is perhaps better-suited to meet the challenges of globalization than four-year institutions by providing education that "informs the mind and develops the person" (180) in a world that is becoming more familiar but no less strange. Levin offers no suggestions for how community colleges can plan for this new direction, swimming, as they will be, against the current of contemporary ideas of globalization that stress economic growth at the expense of cultural opportunities. More attention to and scholarship about the cultural aspects of globalization could help to weaken the stranglehold of economics on current thinking about the phenomenon. One is left with a modest sense of hope in the face of a rising tide.

OUTREACH

Community Service Coordinators Think Tank

The announcement of a pending evaluation can provoke unenthusiastic responses from those who perceive themselves as the evaluation's object. Will it consume much more time than I have to give? Do they really understand what is important to measure? Will the results be politicized? Do I have any control over how this is done? These valid concerns must be addressed at the beginning of the process by involving those who will be evaluated in a discussion about what the evaluation seeks to know and why. They will also have legitimate questions about who sees the results and how they will be used. Funders, Presidents, members of the administration, faculty, and students might all have reason to be interested in an evaluation, and each will likely use the results for different purposes. At the December meeting, **Grace Baron** and **Susan McAlpine** facilitated a discussion on "Evaluation and Data Gathering.."

Good service-learning programs build evaluation into the process. Data can be fed back into the program to revise and refine service-learning experiences. Students benefit from evaluation processes that document their progress and achievements in service-learning courses. Evaluations are most enriched when data are included from students, for whom insight-yielding reflection is part of their learning, and community partners, who bring vital perspectives about the partnership. Indeed, increasingly, the unit of analysis for collaborative projects is the partnership itself. The question then becomes, what is the impact of the program on the effectiveness of the partnership?

LYNTON AWARD

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Community Contexts of Health Care Competency, Associate Chairman of the Department of Pediatrics, Clinical Professor of Pediatrics, and Assistant Dean for Medical Service-Learning at the Indiana University School of Medicine. Dr. Keener's various titles speak to the many areas she has contributed to over the past thirty years.

Thousands—students, peers, community organizations, and individuals—have been touched by the efforts she has led or helped establish, such as: the Indianapolis Campaign for Healthy Babies, the First Medical Director of the Wishard Memorial Hospital Community Health Centers, the Hispanic/Latino Health Access Initiative, the Hispanic Pediatric Clinic and Immunization Outreach, Safe Sitter, Inc., Laptop Kids, and the Office of Medical Service-Learning. Patricia created Safe Sitter, Inc., in 1980 as a national community-based resource for child-care/parenting education, now available at more than 800 sites with more than 4,000 trained instructors.

The fact that 300,000 young adolescents have successfully completed the training is evidence of this program's impact. Each of the programs cited above tells a similar story: Patricia's professional service work has created dramatic and long-lasting changes in her community. As noted by her nominator, "her career could serve as a template for connecting the medical school to the university at large, for connecting the university to the local community, and in the process forging a vital connection between herself and the community."

Honorable Mentions went to:

Richard Cherwitz, Ph.D., Associate Dean of the Graduate College and Professor of Communication Studies at the University of Texas at Austin, for his Entrepreneurship Program that involves faculty and graduate students from across the campus in developing innovative, collaborative, and sustainable ways for universities to work with their communities to solve complex problems.

Robert A. Findlay, Ph.D., FAIA, Professor of Architecture at Iowa State University, for his thirty years of local and international work in design education and disaster management for sustainable community design that enables egalitarian exchanges among community participants, design practitioners, and students.

Sherril B. Gelmon, Dr.P.H., F.A.C.H.E., Professor of Public Health, Division of Public Administration, Mark O. Hatfield School of Government and School of Community Health, College of Urban and Public Affairs at Portland State University, for her sustained commitment to teaching, scholarship, community development, consultation, and volunteer activity that blends her professional service with service to the institution, the students, and the community to address important social concerns such as community health improvement, breast cancer, rural access to health care for the elderly, homeless youth, and community collaboration.

Joann Keyton, Ph.D., Faculty Ombudsperson in Academic Affairs and Professor in the Department of Communication at the University of Memphis, for her committed effort to provide training workshops for nonprofit leaders and practitioners in both area governmental and nonprofit organizations to assist them with improving delivery of their service activities and determining the effectiveness of their programs.

Ram L. Chugh, Ph.D., Distinguished Service Professor of Economics, Director of the Merwin Rural Services Institute, and Special Assistant to the President for Public Service at the State University of New York at Potsdam, for his long-standing efforts to integrate his research, students, and expertise with regional social and economic development in upstate New York.

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students about the real costs they will face and the processes of securing educational subsidies (Kane, 1999).

Some form of state FTE funding will remain at the center of college budgets in order to provide a stable base for operations and planning. Around the edges, revenues from entrepreneurial activities and fundraising will grow to larger proportions of the total budget. State performance funding and accountability plans value college workforce training and development and are designed to reward colleges that create productive alliances, which are measured through job placement rates.[vii] As an incentive for innovation, colleges will be permitted to keep the revenue from these activities for their own operations. Revenue-sharing plans must be developed to shift resources raised through such partnerships to colleges and programs serving economically disadvantaged groups. Otherwise, the distribution of resources will become increasingly skewed toward colleges located in economically prosperous areas and toward programs with links to industry. Some colleges will be viewed as efficient in the sense of producing an output (job placements) for fewer state dollars, while colleges less successful in developing business alliances will be considered less productive. If the criterion of job placement were applied solely at the institutional level, not system wide, the system as a whole would be at risk of becoming inefficient in the productive investment of tax dollars. If the system as a whole is not operating to equalize positive, life-supporting and life-enhancing job placements across gender, racial, and ethnic groups, then the colleges are simply serving as state-subsidized training companies. The conceptual lever of economic efficiency will nudge at that state of affairs too, asking, "Can't the private sector provide these services?" The only reason to have community colleges in the training business is to promote economic equality and redress the poverty and systemic underemployment of disenfranchised groups. Otherwise, companies will invest in job training when it is profitable for them, without state subsidies.

Among the most common performance indicators adopted by states are retention and graduation rates, four-year college transfer rates, graduation credits and time-to-degree, licensure test scores, and (as mentioned above) job placement rates. These measures have been adopted within an accountability framework. In the narrowest sense of efficiency, which is called "productive" or "technical" efficiency by economists, colleges that produce these valued outputs at the lowest level of the necessary inputs are the most efficient, essentially producing more with less. This type of efficiency is necessary (though not sufficient in itself) for the broader goal of achieving economic efficiency. (Levin, 1994)[viii] To return to our beleaguered administrator who sits at a desk full of memos, reports, task reminders, and the dreaded Performance Measurement Survey, it is necessary that this person, who is engaged in and committed to the education of individuals from disadvantaged backgrounds, provide the information necessary to measure the college's "outputs" so that educational outcomes can be analyzed by groups. Yes, she should argue for streamlining, for paperwork reduction and coordination, for elimination of nonsensical indicators. But reliable data measuring time-to-degree, graduation, job placement, and income is necessary to measure outcome equity. These data should be aggregated in ways that reveal, not obscure, unequal participation in programs with strong links to well-paying occupations or clear pathways to the baccalaureate degree.

Proponents of equal access and opportunity may view outcome equity as a Trojan horse. Once the efficiency concept is through the gate, accepted as a source of legitimate mechanisms for promoting equity, the enemy will drop all guises and be revealed as the stalwart of dominant groups and established economic interests. This fear is well supported. Equity proponents must not accept efficiency narrowly defined as "do more with less" factory-style production of graduates. The focus must be on the economically efficient investment of tax dollars where notions of social and economic justice bear prominently on the estimation of the costs and benefits of educational programs.

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i For a recent summary of the changing role of community colleges over time, see (Bragg, 2001)

ii (Schmidt, 2002)

iii (Merisotis & Wolanin, 2000)

iv Cited in (Breneman & Nelson, 1981, p.43)

v For a review of education finance reform, see (Verstegen, 1998)

vi (Schmidt, 2002)

vii (Burke & Serban, 1998)

viii (Levin, 1994)

Contact the author at **alicia.dowd@umb.edu** to request the academic paper from which this article was adapted.

SAGES Present
Risky Business: Sage Advice for Presidential Transitions

Serving as a college president is risky business, particularly in the critical first year. Few Presidents have training for their new roles, and many could benefit from mentoring by those who have been there. At the annual meeting of The American Council on Education on February 12, three of the SAGES (Senior Academics Guiding Educational Strategies) discussed their own trials by fire and offered advice to new and aspiring presidents. **Sherry Penney** (former Chancellor of the University of Massachusetts Boston), **Bernard Harleston** (former President of City College, CUNY), and **Eileen Farley** (former President, Bristol Community College) talked about managing crises, curriculum, constituencies, and culture.

The work of a college president begins upon entering the search process when it is critical to study the recent history of a campus and ask the right questions about the current state of affairs. And then, from the first day in office, the urgent matters commence: What does a president do when the campus is suddenly shut down to investigate a mysterious puff of smoke or when a politician calls to suggest appointing a particular person to head the new research institute? In the midst of constant demands to handle immediate issues, presidents must keep focused on the long-term vision and efforts for substantive change. The presidency is about leadership that moves an institution forward for the sake of the students, the campus community, and society.

Community College Conference at UMass Boston

On October 26, 2001, the Doctoral Program in Higher Education at UMass Boston sponsored "Community Colleges in the New Century: Evolving Missions, Innovative Strategies" in celebration of the 100th anniversary of two-year institutions in the US. The event, which attracted more than 120 participants from 31 institutions and six states, provided an opportunity for practitioners and researchers to reflect on, interpret, and analyze current issues affecting community colleges. Sessions examined strategic planning and change, developmental education and transfer, workforce development, assessment and performance measurement, faculty diversity, international programming, and service-learning. The Institute for Community College Development at Cornell University was a key conference partner and provided funding for several researchers to attend the event.

Eleven teams from various campuses, nominated by Presidents and Provosts of each community college in New England, attended the conference. Team participation reinforces the value of collaboration and enhances the likelihood that a critical mass of change agents will be available on each campus to implement new ideas from the conference. Conference organizers paired researchers and practitioners in many sessions, which facilitated rich conversations that linked theory and practice in meaningful ways.

The keynote speaker was Dr. Richard Alfred, Director of the Consortium for Community College Development at the University of Michigan. Other featured speakers included Presidents, academic administrators, and faculty from New England community colleges.

All-Think-Tank Event
Technology and the Opportunities for Collaboration Among Education Providers

Technology-induced change has been a major factor in the overwhelming demand for continuing education. The "market clout" of adult learners seeking distance learning options is having a dramatic effect on the continuing education marketplace and has implications for traditional programs as well. Universities and colleges are adding online degree programs in record numbers. New for-profit universities, corporate universities, and technology companies are also targeting the working-adult students. Can new alliances be developed among education providers that will benefit both these students and the greater good of society? At a symposium for all think tank members and their guests held in April at the College of the Holy Cross, participants explored a variety of answers to this question from the perspective of their own campuses. Key to the discussion were the ethical and educational dimensions of balancing the pressures of the commercial world with the public trust.

WORKING PAPERS

These are selected titles. Visit www.nerche.org to view the complete catalog and abstracts. Many papers may be downloaded in full.

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Spring 1994

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Deborah Hirsch and Ernest A. Lynton
Bridging Two Worlds: Professional Service and Service Learning
Fall 1995

Working Paper #18
Edward Zlotkowski
Does Service Learning Have a Future?
Winter 1995

Working Paper #19
KerryAnn O'Meara
Rewarding Faculty Professional Service
Winter 1997

Working Paper #20
Sharon Singleton, Cathy Burack, and Deborah Hirsch
The Status of Faculty Professional Service & Academic Outreach in New England
Summer 1997

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OCCASIONAL PAPERS

Visit our web site (www.nerche.org) to download two new Occasional Papers, *Reclaiming Our Soul: Democracy and Higher Education*, by Arthur Chickering, and *Fostering Financial Accountability*, by Larry Ladd, Amelia Koch, and Janyce Napora.

STAFF NOTES

At the annual meeting of the American Association for Higher Education's Forum on Faculty Roles and Rewards in January, **Cathy Burack**, along with Laurie DiPadova and Anne Peterson of the University of Utah, presented "Swinging Doors: Making College-Community Partnerships Work." Cathy also presented "Faculty as Community Partners: Implications for Research and Teaching" with Lynton Award Winner **Patricia Keener** of the Indiana University School of Medicine.

Liesa Stamm and **Arthur Chickering** joined Lynton Award Honorable Mention **Sherril Gelmon** of Portland State University and **Cia Verschelden** of Kansas State University in presenting "Rewarding the Engaged Scholar: Case Studies From the Civic Engagement Cluster."

Faculty Fellows, nominated by the Chief Academic Officers from each of the five participating schools, are taking part in The Middle Georgia Undergraduate Scholarship Collaborative, a think tank that seeks to develop a conceptual framework to enhance collaboration among universities, faculty, and students of the member institutions. **Cathy Burack** has been working with Lynton Award nominee **Brian Rood** of Mercer University to adapt the NERCHE Think Tank model. The general objectives are for the Faculty Fellows to identify current institutional objectives for undergraduate research and to propose strategies to enhance existing scholarly activities.

In February, NERCHE cosponsored with Florida State University's *Journal of College and Character*, the Institute on College Student Values, a national conference that focuses on research and educational strategies for promoting moral and civic responsibilities in college students. This year's topic was "Worthy Dreams: Creating Learning Environments That Foster Moral and Civic Commitments." **Arthur Chickering** offered the keynote speech, "Reclaiming Our Soul: Democracy and Higher Education" (which can be downloaded at www.nerche.org). **Liesa Stamm**, a conference organizer, and Jon Dalton offered closing remarks.

Deborah Hirsch participated in a forum on pedagogies of engagement sponsored by the Atlantic Philanthropies and held at the Carnegie Foundation for the Advancement of Teaching in January.

Thara Fuller served as a facilitator for the conference "In Search of Wisdom: Liberal Education for a Changing World," sponsored by the Society for Values in Higher Education, which met April 4-6 at Mount Holyoke College.

During this semester, **Deborah Hirsch** is a Senior Research Fellow at the Nellie Mae Education Foundation.

Diana Beaudoin, whose 25-year career in higher education spans a broad range of institutions—small liberal arts colleges, large public and private research universities, women's colleges, business specialty colleges, church-affiliated colleges, a community college, and an academic consortium of five Boston colleges—joins NERCHE as a Senior Associate this semester.

NERCHE in Print

Cathy Burack and **Deborah Hirsch** coedited *Achieving Student Success: Collaboration Between Student Affairs and Academic Affairs, New Directions in Higher Education*. The volume, scheduled to be published by Jossey-Bass, in late spring, contains the chapters, "The Possibility of Partnerships: What Chief Academic and Student Affairs Officers Say and Do," by **Deborah Hirsch** and **Cathy Burack**, and "Facilitative Strategies in Action," by **Thara Fuller** and **Adrian Haugabrook**.

NERCHE Senior Associate **Jan Green** published a review of *Achieving Against the Odds: How Academics Become Teachers of Diverse Students*, by Esther Kingston-Mann in the fall 2001 issue of *Connection* published by the New England Board of Higher Education.

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THE LAST WORD

Don't let preoccupation with bonds, budgets, and buildings keep you from paying attention to Academic Affairs, in particular undergraduate general education.

– SAGES

As much as educators talk about not changing, they work with change and make changes on a regular basis.

– Academic Affairs Think Tank

Getting back to each and every student is important to me. It is easy to sweep them under the rug because they are the most powerless.

– Department Chairs Think Tank

People don't resist change. They resist being changed.

– Academic Affairs Think Tank

In a sense, we are guerilla faculty, and we don't let things go unchallenged.

– Student Affairs Think Tank

The NERCHE Think Tank nourishes me personally because I am learning from others and am supported. It is the only professional development opportunity I have.

– Department Chairs Think Tank

I try to do my job, not keep my job.

– Department Chairs Think Tank

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