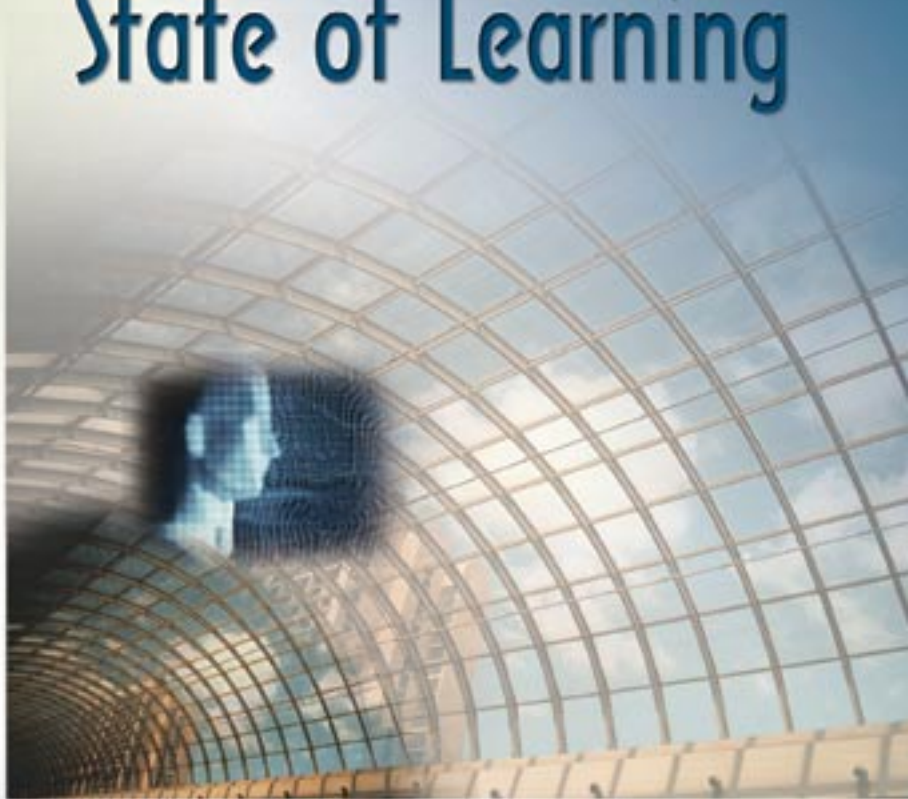


*envisioning a*

# State of Learning



Conference Summary and Observations  
on the California Master Plan  
for Higher Education

*written by Sandy Harrison*

*edited by Nancy Shulock*

# Envisioning a State of Learning

CONFERENCE SUMMARY AND OBSERVATIONS  
ON THE  
CALIFORNIA MASTER PLAN FOR HIGHER EDUCATION

*Written by Sandy Harrison*

*Edited by Nancy Shulock*



Author: Sandy Harrison  
Editor: Nancy Shulock

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## INTRODUCTION

*by Donald R. Gerth*

### CALIFORNIA HIGHER EDUCATION IN A CHANGING WORLD

As I conclude my nineteen years of service as President of California State University, Sacramento (CSUS), it gives me a great sense of fulfillment to offer this document to those who care about the condition of higher education in California. Having begun my career in the California State University system in 1958, I was here for the creation of the landmark Master Plan for Higher Education in 1960. In my extensive involvement in national and international higher education organizations and initiatives, I have seen the global impact of the Master Plan and I have marveled at its durability across the decades.

However, as the readers of this volume will discover, even the most durable of plans can be strained to, or beyond, its limits. This is especially true in dynamic times such as those facing higher education in the last 10-15 years. I'm referring to changes with significance well beyond that of budget crises and rising enrollments. Over the life of the Master Plan there have been fundamental changes in the role of higher education in society, the composition of the student body, the educational pathways followed by students beyond high school, the structure of the education marketplace, the nature of instruction, the applications of technology, the role of the faculty, and the way colleges and universities interact with each other and their various stakeholders, and in other aspects of the enterprise as well.

We chose to focus this year's "Envisioning California" conference on higher education and the Master Plan not only because it was undergoing review by the Legislature, or because our University has a new policy institute that studies higher education, but because of the many issues and challenges higher education faces as a result of four decades of historic changes. When the conference concluded, I think many who follow California higher education had a heightened concern. Collectively, conference speakers called attention to the fact that while California continues with a "business as usual" approach under its Master Plan, other states and other nations have made better adaptations to the changing times. Put bluntly, we are no longer leaders and we no longer have cause to celebrate our 1960s version of planning and governance while we attend to "more serious" problems on the legislative agenda.

It is my hope that by holding the conference, and publishing this summary, we will have raised the interest level and the quality of the discussion about the future (and the present) of higher education in California. At no time has the higher education enterprise been more important to the future health of the state than it is today.

THE CONFERENCE IN CONTEXT

The principal sponsor of the conferences was the Center for California Studies at CSUS. Co-sponsors were:

- The Institute for Higher Education Leadership & Policy at CSUS
- The Center for Southern California Studies/CSU Northridge
- *The California Journal*

The Center for California Studies is a public service, educational support, and applied research institute of CSUS. It is dedicated to promoting a better understanding of California's government, politics, peoples, cultures, and history. Founded in 1984, the Center possesses a unique trust: to bring the resources of the state's largest university system to the service of public discourse, civic education and state government.

The uniqueness of the Center derives in large part from its commitment to an interdisciplinary approach to the study of California. Unlike many university-based research and public policy institutes, the Center has always maintained an interdisciplinary foundation for its activities. The historian and political scientist, the poet and the geographer, the economist and the biologist, have all participated in Center activities. That is why this year's conference included sessions on literature and architecture, along with discussions of public policy.

The "Envisioning California" conference series, begun in 1989, is a prime vehicle for an interdisciplinary examination of things Californian. The conferences typically assemble Californians with particular insight into the bits and pieces of our state's diversity and its consequences. Our discussions attempt to analyze successes and failures in efforts to bring Californians together and to keep differences from breeding discord. We question what defines California, who Californians are, and where California is going.

The conference series also helps us fulfill a special responsibility we have as a public university serving the state capital region—to foster discussion of important public policy issues facing the state. Annual conferences have covered a broad range of policy arenas, as evidenced by the following list of past conferences:

- Peoples, Land, Policies, 1989
- The Diversity of Peoples and Regions, 1990
- Charting Uncommon Ground, 1991
- Dancing on the Brink, 1992
- Reassembling California, 1993
- Bright Lights, Mean Streets: California as City, 1994
- Rumors of Peace: California's Defense Era and Beyond, 1995

- People, Landscapes and Visions, 1996
- The House We Live In, 1997
- California's Taxing Evolution: The Legacy of Prop. 13, 1998
- Paths to California's 21st Century, 1999
- e-democracy, education and initiatives—*the future of the California republic*, 2000
- Our Year of Disconnect—the Politics of Power in California, 2001

#### ENVISIONING A STATE OF LEARNING

This year's "Envisioning California" conference, held September 26-27, 2002 in Sacramento, California, was titled: *Envisioning a State of Learning: Moving California's Master Plan for Higher Education into the 21<sup>st</sup> Century*. It differed from the typical "Envisioning California" conference in the number of speakers from other states and countries. In planning the conference, we recognized that California indeed has much to learn from other places. We wanted to hear how the Master Plan has influenced other states and nations, but also how we can move forward with the benefit of knowledge gained in other places where other approaches have been taken.

Accordingly, panels and plenary sessions included speakers from Maryland, Washington D.C., New Mexico, Arizona, Washington, Australia, Norway, and South Africa. These guests were joined by California panelists from the three public higher education segments, from private colleges and universities, from the private sector, and from the California Legislature.

Topics included governance, master planning, accountability, admissions, diversity, leadership, workforce preparation, university architecture and literature, technology, and more. A complete conference program with a list of participants follows this introduction.





# 14TH ANNUAL ENVISIONING CALIFORNIA CONFERENCE

*Envisioning A State of Learning:  
Moving California's Master Plan for Higher Education into the 21st Century*

*September 26-27, 2002  
Sacramento Convention Center*

## I. PLENARY SESSIONS & KEYNOTERS

### OPENING PLENARY:

*Envisioning the Master Plan for Higher Education in the 21st Century*

### PANELISTS:

Moderator—Melinda Melendez, Office of Assembly Floor Leader Firebaugh,  
California State Assembly  
Ruben Armiñana, President, Sonoma State University  
Patrick Callan, President, National Center for Public Policy and Higher  
Education  
Dennis Jones, President, National Center for Higher Education Management  
Systems (NCHEMS)

### LUNCH PLENARY:

*Learners and the California Dream: The Promise of Technology*  
Milton Chen, Executive Director, The George Lucas Educational Foundation

### CLOSING PLENARY:

*Reports from the Cutting Edge: The Work of the Legislature's Joint Committee to  
Develop a Master Plan—Preschool Through University*

### PANELISTS:

Moderator—David Spence, Executive Vice Chancellor, California State  
University  
Christopher Cabaldon, Senior Advisor to the Chancellor, California  
Community Colleges  
Delaine Eastin, Superintendent of Public Instruction, State of California  
Lynne Leach, State Assemblymember, 15th District, State of California  
Charles Ratliff, Consultant, Joint Committee to Develop a Master Plan for  
Education—Kindergarten Through University  
Dan Weintraub, Columnist, *The Sacramento Bee*

## II. TRACKS & PANELS

### TRACK 1: MASTER PLANNING

#### 1-A Master Planning in a Decentralized World

##### PANELISTS:

Moderator—Jack Schuster, Professor,  
Claremont School of Educational Studies  
Christopher Cabaldon, Senior Advisor to the Chancellor,  
California Community Colleges  
Charles Ratliff, Consultant, Joint Committee to Develop a Master Plan for  
Education—Kindergarten through University  
Jane Wellman, Senior Associate,  
Institute for Higher Education Policy (IHEP)

#### 2-A Governance Strategies: How Fixed Should the Boundaries Be?

##### PANELISTS:

Moderator—Lee Kerschner, Vice Chancellor Emeritus,  
California State University  
Robert O. Berdahl, Professor Emeritus, University of Maryland  
Mary Gill, Director of State Government Relations,  
California Community Colleges Chancellor's Office  
David Spence, Executive Vice Chancellor, California State University  
Julius Zelmanowitz, UC Vice Provost for Academic Initiatives,  
Office of the President, University of California

#### 3-A Accountability: Who, What and Why

##### PANELISTS:

Moderator—Marlene Garcia, Consultant, Senate Office of Research  
Marcie Bober, Assistant Professor, Department of Education Technology,  
San Diego State University  
Bruce Hamlett, Executive Director,  
New Mexico Commission on Higher Education  
Archie LaPointe, Executive Director of School and College Services,  
Educational Testing Service  
Karen Yelverton-Zamarripa, Assistant Vice Chancellor for Governmental  
Affairs, California State University  
William Zumeta, Associate Dean/Professor, Evans School of Public Affairs,  
University of Washington

**4-A Governance: Promises and Realities of Shared Governance**

**PANELISTS:**

Moderator—Cristy Jensen, Professor, Public Policy & Administration  
Graduate Program, California State University, Sacramento  
Gayle Binion, Professor of Political Science and Chair,  
Systemwide Academic Senate, University of California  
Linda Collins, Professor of Sociology and former Chair,  
Academic Senate of the Community Colleges  
Jacquelyn Kegley, Professor of Philosophy and Chair,  
California State University Academic Senate  
William Tierney, Director, Center for Higher Education Policy Analysis,  
University of Southern California

**TRACK 2: INSTITUTIONAL ISSUES**

**1-B Admissions: Access For Whom, To What and How**

**PANELISTS:**

Moderator—Andrés Jiménez, Director, California Policy Research Center  
Jonathan Brown, President, Association of Independent California Colleges  
and Universities  
Mae Brown, Director of Admissions and Relations with Schools,  
University of California, San Diego  
Donald R. Gerth, President, California State University, Sacramento  
Sara Lundquist, Vice President Student Services,  
Santa Ana Community College

**2-B University as Literature**

**PANELISTS:**

Moderator—Terry Beers, Director, California Legacy Project,  
Department of English, Santa Clara University  
Richard Osberg, Professor and Chair, Department of English,  
Santa Clara University  
Susan Shillinglaw, Director, Center for Steinbeck Studies,  
Department of English, San Jose State University

**3-B Faculty & Preparedness: Keys to the New Master Plan**

PANELISTS:

Moderator—Robert Cherny, CSU Academic Senate,  
San Francisco State University  
Mona Field, Chair, Political Science Department,  
Glendale Community College  
Christina González, Senior Advisor to the Chancellor,  
University of California, Davis  
Ann Morey, Director, Center for Leadership,  
Innovation and Policy, San Diego State University  
Caroline Turner, Professor, Division of Educational Leadership and  
Policy Studies, College of Education, Arizona State University

**4-B Leadership in Higher Education**

PANELISTS:

Moderator—Robert Moore, Interim Executive Director,  
California Postsecondary Education Commission  
Constance Carroll, President, San Diego Mesa College  
Jolene Koester, President, California State University, Northridge  
Bill Proctor, Florida Council for Educational Policy Research and  
Improvement  
Jack Scott, State Senator, 21st District, State of California

**TRACK 3: HIGHER EDUCATION & CULTURE**

**1-C From “Vocational Education” to “Workforce Preparation”**

PANELISTS:

Moderator—Gwyneth J. Tracy, Strategic Planner,  
Research and Planning Unit, California Community Colleges  
Duane Campbell, Professor, Bilingual Multicultural Education Department,  
California State University, Sacramento  
Robert Johnson, Executive Director,  
The California Association of Private Postsecondary Schools  
Tom Kilijanek, Senior Consultant, WorkKeys,  
Postsecondary/Business Services, West Region, ACT Inc.  
Dan Walters, Columnist, The Sacramento Bee

**2-C California Higher Education and Diverse Cultural Identities:  
New Dynamics for Traditional Roles**

**PANELISTS:**

Moderator—Roberto Haro, Professor,  
Cesar E. Chavez Institute for Public Policy  
Patricia Gandara, Professor of Education, Division of Education,  
University of California, Davis  
Jeannie Oakes, Director, IDEA Institute for Democracy,  
Education & Access, Graduate School of Education and Information  
Studies, University of California, Los Angeles  
Ling-chi Wang, Director, Department of Ethnic Studies,  
Asian American Studies Program, University of California, Berkeley

**3-C From the Outside Looking In: A Global Perspective on  
California's Master Plan for Education**

**PANELISTS:**

Moderator—Alice Tom, Dean, College of Continuing Education,  
California State University, Sacramento  
Bob Adamson, Professor, Faculty of Education,  
Queensland University of Technology, Australia  
Elaine El-Khawas, Professor of Educational Policy, Educational Leaders,  
The George Washington University  
Peter Maassen, Director Hedda, Faculty of Education,  
University of Oslo, Norway  
V. Lynn Meek, Director, Centre for Higher Education, Deputy Chair,  
UNE Academic Board, University of New England, Australia  
Teboho Moja, Professor, Higher Education, New York University

**4-C Of Quads & Prefabs: Campus Architecture and its Meanings**

**PANELISTS:**

Moderator—Dean Misczynski, Director, California Research Bureau  
Ralph Decker, KMD Architecture, San Francisco Headquarters  
Richard Macias, University Planner, San Jose State University



## THE AUTHOR

Sandy Harrison is a free-lance writer and communications consultant in Sacramento. He has previously served as Assistant Director, Communications, for the California Department of Finance; Press Secretary for the state Senate President Pro Tempore; reporter and Capitol Bureau Chief for the Los Angeles Daily News; and has held various other positions in print and broadcast news. He is a lifelong resident of California and has a degree in political science from UCLA. Sandy Harrison can be reached via e-mail at [sacramentosandy@hotmail.com](mailto:sacramentosandy@hotmail.com).

## THE EDITOR

Nancy Shulock is Executive Director of the Institute for Higher Education Leadership & Policy at CSU, Sacramento. Prior to the establishment of the Institute in 2001, Dr. Shulock was Associate Vice President for Finance and Associate Vice President for Academic Affairs at CSUS for 16 years with responsibilities in strategic planning, budgeting, institutional research, assessment, and accountability. She has also worked for the California Legislative Analyst's office on K-12 and higher education issues. She holds a faculty appointment in the Department of Public Policy and Administration, where she teaches public management and public budgeting. She holds a B.A. in History from Princeton University, a Masters in Public Policy from UC Berkeley, and a Ph.D. in Political Science from UC Davis.





## OVERVIEW

“The American philosopher John Dewey once wrote that the most notable distinction between living and inanimate things, is that the former maintain themselves by renewal,” reflected CSUS President Donald Gerth as the 14th annual Envisioning California Conference—*Envisioning a Higher State of Learning, Moving California’s Master Plan for Higher Education into the 21st Century*—drew to a close.

“That in brief is the challenge of higher education in California. We must move forward in a process of renewal, renewing the Master Plan,” he said. “Hopefully the debate that this will cause, will be a process of renewing our institutions, all of our institutions of learning. Renewing our commitment to the role of higher education in a democratic society, and in the new California is a very high priority. I hope this conference has contributed to that very necessary renewal process.”

The extent of the conference’s contribution to the renewal of higher education in California remains, perhaps, to be seen. But it did generate some pretty intense debates, and shined a bright light on the many problems, perceived or real, plaguing California’s colleges and universities today.

It dealt with weighty issues such as accountability, admissions, governance, planning, the balance between academic and vocational learning; but also included more lighthearted discussions of universities in literature and campus architecture.

At the Sacramento Convention Center on September 26 and 27, 2002, attendees had their choice of 15 sessions featuring 66 speakers including educators, administrators, employers, politicians, consultants, researchers, advocates, and journalists.

Some of what they heard:

- The 1960 Master Plan served generations of students well, but isn’t helping to solve the deep systemic problems facing higher education in California today;
- California government today seems incapable of meaningful planning and developing constructive policies affecting higher education;
- Admissions criteria is a more critical topic than ever, as more students compete for scarce space, and some groups are still effectively shut out;
- The educational system fails dismally at teaching students specific vocational skills which could help them obtain good jobs;
- The boundaries between California’s higher education segments have produced a diverse high quality system, but have caused a lack of cooperation and collaboration for which students have paid a high price;

- California should make greater use of technology in higher education to better prepare students to deal with the Pacific Rim Economy and be part of California's entertainment industry;
- Campus architecture in California is an inconsistent mix reflecting a variety of times, missions and populations;
- California higher education is failing badly at reflecting and serving its increasingly multi-ethnic population;
- Policy makers demanding greater accountability in higher education should be careful what they wish for;
- Faculty need to be more skilled in the art of teaching, and not just be experts in specific subjects;
- California is too inward-looking and is failing to benefit from educational advances in other parts of the world;
- Faculty make the process slower and less efficient, but play a necessary role in campus governance;
- Leaders in higher education need a complex mix of personal qualities to be effective;
- Universities make great venues for literary fiction because of the bizarre, eccentric people and things who populate them;
- The preschool through higher education Master Plan breaks new ground by uniting educational segments; but, according to critics, fails to address key issues and needlessly expands government bureaucracy.

A number of themes recurred from session to session: an undercurrent of dissatisfaction with the relative dearth of attention paid to higher education in the proposed preschool through higher education master plan, which focuses much more intensely on K-12 education; a sense that the 1960 Master Plan set up a good system but has created serious problems because of its rigidity; that California has great universities but little collaboration between them and an absolutely terrible transfer process; that California is enriched by a wonderful multi-ethnic diversity but sometimes has trouble dealing with it equitably on campuses; that higher education in California is too inward-looking and the rest of the world is passing us by; and that visionary educational leaders—specifically, like former UC President Clark Kerr, whose name was invoked repeatedly and nostalgically—just don't seem to be around any more.

But even as those themes recurred, discussions occurring simultaneously in adjoining rooms sometimes reached diametrically opposite conclusions. As when a panel on vocational education was collectively excoriating California's educational establishment for an elitist bias that constantly favors university academics and shortchanges vocational education, while at the same time in the next room a panel on admissions was unanimously bemoaning the state's failure to aggressively urge all students in California to pursue University degrees, and another on diverse

cultural identities was accusing the community colleges of selling out to industry by stressing vocational training over academics.

Various panelists disagreed about questions of growth, whether new campuses are needed or not; and on the usefulness of master planning itself, whether it serves a valid long-range purpose or is soon rendered obsolete by rapidly changing circumstances.

Emotions ran the gamut: a lighthearted session on campus literature was hilariously funny at times; while discussions of the state's complete failure to properly educate some groups of students brought out anger and cynicism.

Following are comprehensive reports on each of those sessions.

## ACCOUNTABILITY: WHO, WHAT AND WHY

Policy makers demanding greater accountability from California's colleges and universities should be careful what they wish for, because they might not like the unintended consequences of their quest, panelists on that subject at the 2002 Envisioning California Conference cautioned.

But other panel members argued that carefully crafted accountability systems significantly improve the quality of higher education over time, while satisfying the accountability demands of legislators and the public.

Addressing the accountability question were San Diego State Assistant Professor of Education Technology Marcie Bober; Bruce Hamlett, Executive Director of the New Mexico Commission on Higher Education; Archie LaPointe, Executive Director of School and College Services for the Educational Testing Service; CSU Assistant Vice-chancellor for Governmental Affairs Karen Yelverton-Zamarripa; and William Zumeta, Associate Dean of the Evans School of Public Affairs at the University of Washington. Moderating the panel, entitled "Accountability: Who, What and Why" was California Senate Office of Research higher education consultant Marlene Garcia.

"In this quickly changing and complex world, more and more state policy makers are asking how we can establish more effective systems of accountability; systems that ensure that institutions of higher education are contributing to the long term economic and social fabric of the state," moderator Garcia explained.

"Quite frankly, we don't have a sense of how we're doing in California. I think institutions have a sense of how their institution is doing within the world they've defined within their accountability structures, but as state policy makers we don't necessarily know if we're right on track," she added.

The panelists agreed that demand for accountability measures—from legislators and from the public—has grown as demand for higher education has increased while state funding has grown more scarce, and public confidence in government agencies and the people in power has waned.

But they cautioned that to be successful and useful, accountability measures must take into account an array of consequences and circumstances, such as the ability of campus officials to implement the measures, the validity and reliability of data being used to measure performance, and the likely consequence of campus officials putting disproportionate emphasis on those things being measured at the expense of everything else.

"We need to be very cautious as we proceed down this road in examining our current accountability measures and approaches, and where we think we want

to end up,” said Yelverton-Zamarripa. “The primary caution is that we need to be very careful about what we’re trying to achieve. What is our goal by having a discussion about accountability, and how are we going to develop that approach and implement it? You have to be engaging all of the audiences and all of those who are interested in the conversation.”

Before implementing far-reaching accountability measures, she said, policy makers should be sure they agree on the missions and visions they’re attempting to measure. “You have to have those pretty clear before you can even grapple with the indicators, before you can figure out whether you’re going to deal with inputs, process, outcomes, or any other things,” Yelverton-Zamarripa said. “The indicators have to be tied to that mission and vision, and in my view at least they should be used to improve, not to punish, and to demonstrate the resources and investments necessary to get those outcomes.”

Given the great differences in missions in California’s higher education systems and campuses, she said it’s difficult to imagine how a single accountability system could apply everywhere. “You’ve also got to be clear about differences, whether it’s a system difference or a campus difference, it’s simply not going to work when we talk about statewide,” she said. “The thought of having a statewide accountability system that applied to all of the institutions in California, I just don’t see how that would effectively work.”

For accountability measures to work, they must be supported and understood by everyone involved, she added. “It has to be a buy-in at all levels. If you start at the top and implement down, especially in the academic community, I would suggest you’re probably not going to be successful. It has to be understood and frankly it has to be known. People have to know it exists and that the information is available or it doesn’t really serve a purpose. Less is better, not more, and it has to be measurable without creating a system that can’t be maintained and can’t be supported.”

Bober added that accountability is an attractive concept when viewed in broad terms, but becomes more problematic when it comes down to specifics. “The public and policy makers have come to insist that institutions demonstrate value to everybody; however, we tend to disagree about what those indicators are,” she said.

A practical difficulty, she said, is that not all indicators of quality higher education can be evaluated in easily measurable quantitative terms. “Colleges and universities with viable accountability systems send consistent messages to administrators, faculty, staff and students. They provide a satisfying work and learning environment. They measure quality of life issues, not just the beans. They’re responsive to questions and concerns and they share information,” Bober said.

“If an institution isn’t credible to its own constituents, accountability mandates are doomed,” she concluded.

For example, she said, her position requires determinations that some students aren't good candidates for the teaching profession. But an accountability system that measured the university's production of teachers would penalize her for fulfilling that necessary function.

"So if we're going to worry about how performance is measured, then I want to take into account the things I do to filter them out when they're not appropriate for the program in which they find themselves. Students with anger management issues should not be elementary school teachers. My job is to get them out, not to graduate them," she said.

Another problem, she said, is simply meeting the information demands of accountability measures. "Informed discussions about accountability have to consider the ways in which the information demands can be met. Is this state prepared to invest real money in infrastructure upgrades that allow our systems to collect and manage information we need for good decision making? The answer to that is really, no," Bober said.

"Are the individual campuses prepared to invest real money into training staff on how to use the systems, how to interpret and use data? My worry always becomes that we will fall to our traditional willingness to delegate analytical positions to those who are least qualified to do them, who will generate the reports, on which we will make terrible decisions, and we will not be able to correct those errors," she warned.

"Are state officials and campus administrators prepared to invest constituents in what it means to work cooperatively and collaboratively in sharing information? If we don't know how to work as part of a team, if we have no conception of what a team is, then an accountability system is ripe for misuse," she added.

Bober called much of the information that is used for accountability measures "semi-garbage" because it results from "mostly number-crunching."

Zumeta, the author of several papers on higher education policy and finance, said accountability measures can create tension because they may appear contrary to cherished traditions of academic freedom.

"It's tricky. We want institutions to be creative, responsive to societal changes and even critical of society. So we have to be careful in how we do accountability in this sphere," he said. "Academic freedom is the cornerstone of the social value of higher education, and requires some institutional autonomy. We've got to pay attention to that or we're going to get institutions that are micromanaged and narrow."

Although the state has a legitimate role in seeing that higher educational facilities are serving the public interest and not just their own, an effective accountability system must also reflect the need for variety among campuses and institutions, Zumeta said. "Modern management theories support decentralization of decision

making to the levels closest to the action. These units should have substantial control over their budgets, but they'll have to report on results that they achieve. They have to be accountable for what's important to the state, to external constituencies," he said.

The use of monetary rewards as an incentive to produce results can be effective, but must be used with great care, or it can produce an array of undesirable outcomes, Zumeta cautioned.

"Measurement of results is necessary, and may be usefully tied to some incentive funds to make sure that institutions move in the directions desired. But if we link large amounts of base funds to performance on what are inevitably or almost always partial indicators, we're likely to get goal displacement, which means simply, doing what's measured to the driving out of other things that aren't measured, and it's a very complex set of things we're trying to achieve in higher education," he said.

"We tend to get budget instability if we tie too much money to this, which leads to negative political feedback, and we know how that can work. The institutions are usually pretty capable of exercising their political influence in the Legislature, and they don't put up with budget instability very well," he added.

"Rewards should be linked to what institutions can control, not what they can't," Zumeta said, citing the lagging economy and job market as things higher education can't control.

"So that if you talk about job placements, and hold institutions responsible, and say you're not going to get your money if you don't place a certain number of students, and the job market does what it's done in the last two years, then where are you? If you're going to hold institutions responsible for that, it doesn't make a lot of sense," he said.

The same is true of holding institutions accountable for graduation rates if they're receiving students ill-prepared for higher education, Zumeta added. "If you're going to reward graduation rates you better darn well pay attention to what kind of preparation students have coming in. If you don't, you're going to get a situation where access is really compromised, because institutions will in fact do what's measured and rewarded," he said.

Any financial incentives linked to accountability should consider all of the university's functions, not just those that are the most politically attractive, he said. "Rewards should be linked to the full range of institutional missions, not just undergraduate education. Very, very few of the measures touch any of the other missions; only undergraduate education is heavily emphasized."

Additionally, Zumeta said, accountability programs don't work well when they are micromanaged by legislatures. "Details of accountability measures should be

negotiated between lay governing boards at the campus and state levels, and not mandated by Legislatures or budgetary authorities,” he said.

“In states where the performance indicator set was mandated by the Legislature and where they got into the details of what the indicators were going to be, those programs didn’t survive. A lot of states have dropped these programs after they’ve gotten into them,” he said. “You need to involve the people at the ground level who are actually going to work with these things if you’re going to have any impact at the street level, at the place where we care about the results.”

Support for accountability measures at the campus level is crucial, he added. “You can’t get very far if you don’t get the people who are actually doing the work behind the whole program. It’s not so hard to get the faculty to think about what it’s trying to achieve and trying to figure out ways to assess whether it’s doing a good job or not. If faculty is concerned about what’s going to happen to students in the job market they’ll survey students about that and survey employers and bring employers in,” Zumeta said.

Hamlett, who has helped develop and implement accountability programs in New Mexico, and studied them elsewhere, said statewide accountability measures are justified because campus priorities and the public interest don’t entirely coincide.

“The sum of institutional priorities, does not, and never will add up to key state priorities. They get close but I’ve never seen a case where all the institutional priorities add up to the state priorities. That’s why there’s a need for a state focus and a state discussion,” he said.

But accountability programs are often misused, he added. “A mistake we tend to make is that we see accountability as an end rather than a means to the end. It’s not an end, it’s a means to help us move forward,” Hamlett said.

He urged Californians to learn from other states’ accountability efforts, but not to copy them, because each state faces unique challenges, jokingly adding, “The farther away you are from that state the better their accountability system looks.”

Accountability programs fail when they become too broad and unfocused, he added. “Publish a clear, focused statewide report. As I’ve looked at statewide reports across the country, they tend to be data dumps—very thick documents that provide more factual information than most folks could use or want to use. But few do you see that focus on key priorities and information that relates to those priorities,” he said.

Successful programs are overseen by consensus-seeking coordinating boards, Hamlett said. “Coordinating boards do not have the authority to make decisions to mandate that things get done. But coordinating boards do have the authority to convene, to negotiate, and to move a consensus forward. Coordinating boards can play a key role in supporting institutional efforts in doing accountability reporting.



LaPointe, who heads an educational testing service, said tests do have value in accountability programs. “Is it possible to measure these goals? Absolutely. Is it difficult? No. And is it expensive? Absolutely not,” he said. “But you don’t rely on test scores to make decisions. Results can be misinterpreted, but that’s where the dialogue begins.”

But he noted most educators don’t agree with him. “Being from educational testing service, I’ve discovered in the last 20 years, in a group of people from higher education I’m about as welcome as Saddam Hussein, and the tests are pretty much weapons of mass destruction.”

LaPointe noted that the first President Bush, in 1989, pledged that because of his education policies, future college graduates would be better thinkers, communicators and problem solvers than those at that time. But because no systematic testing has occurred, progress has been impossible to gauge, he said, displaying a satirical chart full of question marks.

The absence of meaningful data has resulted in lost opportunities, he said. “Policy makers would be making more effective decisions today in higher education” if better data or testing were available. “Academics and philosophers would be able to improve their practice. We’d now be developing improved measures in these areas,” he said.

“Data can be our friend here. Using data to identify problems and to address problems is one of the most powerful tools we have,” LaPointe said.

Moderator Garcia said the discussion demonstrated what a daunting task providing meaningful accountability measures will be. “Thank goodness we’re all a group of people who believe that if it’s not something difficult to accomplish it’s probably not worth accomplishing,” she said.

#### SUMMARY

Accountability measures can result in improved academic performance, but can conflict with cherished rights of academic freedom, and lead to a number of unintended and undesirable consequences if broad and unfocused, or based on the wrong performance indicators.

## ADMISSIONS: ACCESS FOR WHOM, TO WHAT AND HOW

With demand for higher education at California's colleges and universities soaring and expected to climb still more in the near future, admissions criteria is becoming a more critical topic than ever, as more potential students compete for increasingly scarce space.

Panelists took on that issue in a session called "Admissions: Access for Whom, to What and How," at California State University, Sacramento's 14th annual Envisioning California Conference. The issue is a key question facing politicians and educators currently debating revisions to the state's 1960 Master Plan for Higher Education.

The participants all strongly agreed that California should be doing much more outreach to students at earlier ages to steer them toward and get them prepared for higher education.

Participating in the panel were CSUS President Donald Gerth; Jonathan Brown, President of the Association of Independent California Colleges and Universities; Mae Brown, Director of Admissions and Relations with Schools for the University of California, San Diego; and Sara Lundquist, Vice President of Student Services for Santa Ana Community College. Andres Jimenez of the California Center for Policy Research at the University of California moderated.

"Clearly, the Master Plan in 1960 set up a framework to make admissions and access to higher education in California widely available to the state's population," Jimenez said. "But of course, 40 years later the state faces major challenges in meeting the promise of higher education to the state's high school graduates, from a variety of factors" including demographics, capacity constraints, the underrepresentation of some groups, and policy and political pressures, he added.

The methods for selecting and admitting students are critical because demand is growing at all three segments of California's higher education system: the University of California, California State University, and the California Community Colleges, said CSUS president Donald Gerth. "All three segments have serious problems of campus capacity, virtually everywhere in the state," he said.

At the center of the debate in California, Gerth said, is the potential transformation from "transparent" admissions based on explicit standards, to "holistic" admissions, in which all applications are reviewed by a committee, which selects the successful candidates.

Transparent admissions are "a historic California tradition not shared widely across the nation," he said.

“The entire structure was based upon standards that were very explicit. If you were a parent, if you were a student, or an applicant for admission, you could sit down and arrive at a conclusion, whether or not you were eligible for admission,” Gerth explained.

But there is growing support for holistic admissions, with less explicit criteria, he said. “It’s something we need to look at, and it’s something of significance to all three segments because what happens at one segment generally tends to sort of lap over into others, at least in some measure. So it’s a significant public and educational policy. It could change our understanding of access.”

Lundquist said admissions policies must consider the rapidly changing demographic makeup of California’s students. “Our graduating class in a few short years from now will be enormously different in composition from what it is today.” She said, noting that the high school class of 2014, now just out of kindergarten, will be 51 percent Latino, compared to 34 percent in 2001.

That’s extremely significant, she said, because Latinos are now by far the lowest performing group academically in the state, meaning that California can expect a huge increase in the number of high school graduates unprepared for higher education unless there are major changes in K-12 outcomes.

“In a culture of universal access, embedded in that is the opportunity that students are free to choose. Students that are not prepared are not free to choose,” Lundquist said.

“The early warning signs associated with having reached our system’s capacity to accept students are beginning to be signaled to the higher education community,” she said.

That will affect all California students, she added. “This is the first set of snapshots of how a scarcity universe is likely to impact students from every different background. It is likely to send, and we already see evidence of this, increasingly academically sophisticated students to the open access system of the community college, which has a cap on funding and is currently serving 30,000 students that it is not paid for.”

Lundquist called for a more rigorous academic curriculum for all students, calling it a powerful equalizer for students planning their academic and professional lives.

“We have to be very vigilant, and very thoughtful about ensuring that talented but less system-smart students that we were designed to serve are not squeezed out in the more elite universe that is beginning to dawn on California.”

Mae Brown agreed that California faces dramatically changing demographics, in addition to sheer growth in the coming years. California can expect to add 730,000 undergraduates by the year 2015, with a significant increase in the

percentage of students who are Latino, and modest declines in percentages among whites, blacks, and Asians.

This will add pressure to the UC system where the most popular campuses—Berkeley and UCLA—already turn away three in four qualified applicants. “Clearly, the University of California continues to honor the commitment to the people of California to provide a place for all eligible applicants. But the greater the demand for space, the greater the likelihood that we will have other campuses reaching the same level of selectivity, or being not able to admit all eligible students. So this is quite a dilemma,” Brown said.

Brown said the University is reforming its admissions practices to ensure that all eligible students are given a fair chance at admission. A successful effort, she noted, has been the “Eligibility in a Local Context” program in which the top four percent of students in schools across the state are guaranteed admission. “We are seeing great diversity as a result of going to the top four percent. Ethnic, geographic, and urban and rural diversity.”

She said efforts are underway to recognize student achievement in a greater variety of ways, create greater access for qualified students, and broaden and enhance student preparation for the University. Specific proposals include changes in testing criteria, using a broader array of indices to measure academic achievement, and give greater consideration to motivation and personal initiative, she said.

She denied that such changes wrongly diminish the importance of traditional academics. Based on some news reports, she said, “One would assume that we’ve thrown academic achievement out the window and that’s not the case. We’re using a complete range of academic indices, not just grade point average and test scores,” she said. “We consider achievement in light of the educational experience. It’s not a black box, it simply allows us to use multiple measures in terms of admitting students.”

Jonathan Brown, representing the state’s private colleges and universities, praised the move toward more individual assessment in admissions, and away from rigid formulas, like his fellow panelists, citing massive demographic shifts which could result in significant groups of students failing and being left out of higher education.

“Our admissions standards have always looked at the individual,” he said. “There are historical reasons why you set up admissions standards that are almost formulaic, but in this environment, in this society, we can’t simply allow that to happen, neither in the nation nor in this state.”

“Public policy goals having to do with access, quality and affordability are all on the table at the moment. In my judgment, now is the time, perhaps as never before, for higher education policy makers to think divergently and for others to agree in advance that divergent thinking, thinking out of the box so to speak, is good and indeed essential. We need to be willing to reach out

in ways that we have never reached out before. We need to be willing to think about decentralization of instructional offerings, we need to think about uses of technology as we figure out how we are going to get through these years of growth and maintain sound public policy.”

Brown also noted the dramatic changes in California’s economy in the past decade, from one largely driven by defense spending to a more diverse reliance on computers, biotechnology, professional services, entertainment, and foreign trade.

“What that means is, if we want to continue to be where we are, which is the fifth largest economy in the world were we separate from the United States, we need to have a highly educated population,” Brown said.

All the panelists agreed that students should be encouraged more aggressively to attend college, and be informed of and prepared for higher education at earlier ages.

“The graduates we get out of colleges and universities are a hell of a lot more productive than the ones we get out of three strikes,” said Brown. “Getting students to understand the promise of an understandable admissions process and a financial aid process that is as close to an entitlement as a state government can have is something we need to continue to work on. We need to explain that promise to students, we need to explain it to them early and consistently.”

“Even if you get high quality information about college opportunities to students, if you get that information to students too late, it’s not worth much,” added Lundquist. “None of this adds up to much if we don’t actually expand capacity in meaningful and significant ways in every one of the sectors.”

Mae Brown said California should be “ensuring that students have the mindset early that, my next step is college.”

Panelists also rebuffed suggestions that some students are not served best by a rigorous academic program aimed primarily at preparing them for college, and might be better served by other methods.

“We shouldn’t go through the process of sorting students, saying ‘you look like you’re going to Harvard, you look like you’re going to be a plumber,’ setting them on paths from which it’s unlikely statistically that they’re ever going to recover,” said Gerth.

SUMMARY

California is facing a transition from “transparent admissions” based on explicit standards to a more “holistic” system in which applications are reviewed in their entirety. There is a need for more outreach to younger students to inform them about and prepare them for higher education.

## OF QUADS AND PREFABS: CAMPUS ARCHITECTURE AND ITS MEANINGS

There's little consistency to the architecture of college campuses in California, for a variety of reasons—the different missions of the three higher education segments, geographic differences, the passage of time, the state's multiplicity of cultures, and rapid growth spurts, campus architecture experts said in a panel discussion on that topic.

Campus architect Ralph Becker of KMD Architecture in San Francisco, and San Jose State University planner Richard Macias discussed campus architecture at the 2002 Envisioning California Conference panel on the significance of architecture on California campuses. California Research Bureau Director Dean Misczynski moderated the panel.

"In California we have three systems—the University of California, the California State University system, and the California Community Colleges. We have various types of campuses, large and small, urban and rural, traditional and non-traditional. It also varies between public and private, secular and non-secular, residential and non-residential," said Macias.

The earliest campus architecture, Macias said, dating to Cambridge and Oxford in 13th century England, makes the college campus a cloistered environment. With time, that has changed, even in the last 150 years of California campus architecture. California's oldest campus buildings are its most traditional, but that tradition has been giving way since the end of World War II, when the G. I. Bill created a flood of new enrollment.

"So many of the campuses were in a so-called finished state by the 1950s, that after World War II and the G. I. Bill, additions tended to occur by opportunity, not by planning. The buildings that were built to take on the surge in many ways destroyed the older campuses," Macias said.

He noted that San Jose State is actually the oldest campus in California, opening in 1857. But none of its original buildings remain. UC Berkeley, on the other hand, which has preserved much of its original architecture, maintains the look and feel of a traditional campus. The new Monterey Bay campus, a former military base "is going to take a long time to ever feel like a campus," he said.

"So what happens is time defines the form. The older campuses tend to have the most character if the old buildings were saved. The newer campuses, if they're base retrofits or newer in some way it shows up in their architecture."

Decker said changing social attitudes forced changes in the image of college buildings, bringing an end to designs suggesting cloistered elitism. "In those old

schools, one of the images those structures are supposed to convey is that when you go there, you are a part of the elite, the real upper social strata and intellectual strata. That's the message of those buildings in part," he said. "If that's true, then how does that fit into our society, where we publicly deny the existence of an elite, and we're not supposed to ever admit that we're part of an elite, even though we live very privileged lives?"

He said the look and feel of a campus comes not from individual buildings, but from its whole environment, and how buildings and spaces complement each other. But most California campuses today are buildings from different eras forced together because of need, not as parts of greater whole entities. "I think what we can say is that the campuses haven't been seen that way. Campuses have developed in an evolutionary manner, so that each of the buildings is not working with the other buildings to create that whole theme."

Decker also noted that a California campus is an entirely different environment from one in, say, Kansas. "There's a luxury in tradition," he said. "If you've ever hung out at a Midwest university on a football Saturday, you've felt real passion. They love their campuses. They are great, green, wonderful, beautiful and reflect who they are as Midwesterners," he said.

"We don't have the luxury of that tradition, or a singular culture. We have tons of cultures and it's wonderful, but we don't know how to capture it. We haven't found a way as campus planners to capture that culture and to define it with an aesthetic, or an identity," Decker said. "The powerful challenge we have is to define what is the nature of diversity in terms of a physical place and space, and that's not easy."

Many buildings on UC, CSU, and community colleges are interchangeable, although UC campuses have those with the most traditional and grandiose architecture, which may reflect their educational mission, Macias said.

"The UC system differs in educational focus in that they are more aligned to research, and at least to a different level of education," he said. "It may be that they have a need for more visible buildings in terms of what they do, to deal with sustainable issues."

Neither expert could say precisely how the coming boom in enrollment and massive changes in student demographics will affect future campus architecture. "It's a hard question because nobody really knows," Decker said "There's no answer to that. We have a tremendous shift in the cultural mix of these institutions. We're sort of looking at it."

Each concluded with his favorite example of campus architecture.

Macias: Cranbrook Academy of Art in Bloomfield Hills, Michigan. "An amazing example of outdoor spaces, highlighted by outdoor art and architecture."



Decker: New York University. “It brings out the energy of feeling of being in an urban context while you’re at school.”

#### SUMMARY

Architecture on California campuses reflects the differing missions of higher education institutions, changing needs with the passage of time, and therefore offers little thematic consistency.

## GOVERNANCE STRATEGIES: HOW FIXED SHOULD THE BOUNDARIES BE?

The fixed boundaries which have defined and separated the missions of California's three segments of higher education for over four decades have brought certain benefits, but the three systems urgently need greater collaboration and cooperation in spite of those boundaries, according to Envisioning California Conference panelists.

Discussing that subject were University of Maryland Professor Emeritus Robert O. Berdahl, who has authored studies on state management of higher education systems; UC Vice Provost for Academic Initiatives Julius Zelmanowitz; CSU Executive Vice Chancellor David Spence; and California Community Colleges Director of State Government Relations Mary Gill. CSU Vice Chancellor Emeritus Lee Kerschner moderated the panel.

Kerschner quoted former CSU chancellor Glenn Dumke's recollections about the master plan during the revisions of the 1980s. "That was that the Master Plan is differentiation of mission, different admissions standards, access through the community colleges, and that's it. All else is add-on. That has survived since 1960," he said. "The question then, for this panel, is how does mission relate to governance?"

He suggested that today's problems may stem from a structural inability of the community colleges' central office to deliver on that promise of access. Kirschner asked panelists to address whether the so-called "silos" of higher education continue to serve California effectively.

Panelists said that while those clearly defined roles of the University of California, California State University, and the California Community Colleges have produced a diverse and high quality system, those same boundaries create headaches and roadblocks for which students ultimately pay the price.

Major problems, panelists agreed, include the difficult process of transferring from a community college to CSU or UC; and articulation, the determination of which community college courses are applicable to CSU or UC degrees.

Berdahl said California's philosophy of access to higher education for all residents of the state demands a system with clear boundaries. "As you get to universal access, you need a diversity of institutional types to respond to the greater heterogeneity of students going. You don't want just one elite university or an elite private liberal arts college. You badly need the great work that the California State University system is doing and you fantastically need a good community college," he said.

But essential to those clearly defined segments, he said, is an effective transfer system, something superior to what now exists in California. “That is the oil that makes that differentiated system function, and without it you call into question whether the silos really work,” Berdahl said.

He added that UC and CSU should expand their programs for joint degrees beyond their current agreement pertaining to educational doctorate (EdD) degrees. “That’s a very logical first step but it shouldn’t stop there. Broaden it to other fields.”

Berdahl said he would favor loosening the regulations that govern the three segments only on procedural matters, but not on matters of substance. “On the substance side, I argue that the states have a continuing crucial role in maintaining the diversity of the public sector.” California also needs greater and broader cooperation among administrators and faculties at the three segments, he said. “I know it’s easy to sound like a Boy Scout and say cooperate,” he said. “You can’t just pay lip service to collaboration. There has to be a green carrot, a financial incentive; there has to be an enforcement mechanism. There has to be good will and ideally, even mutual trust. The other alternative is to back off and let any institution try to offer any program anywhere, and to me, that ain’t the answer.”

Berdahl said he has made that point by modifying a crude army saying in a message to his former faculty colleagues at UC Berkeley: “Cooperate or get off the pot.”

Spence agreed that the differentiation of missions has resulted in high quality choices for California students. “We’ve got the greatest research university in the world, UC; we’ve got the system with the best combination of access and quality and scholarship in the world, and that’s CSU. That’s because of the differentiation of mission.”

But he said that same differentiation has had other, far less laudable results. “Unfortunately, when you talk about mission differences and boundaries, you forget the other part of the coordination, which hasn’t been concentrated on in this Master Plan, and that is building connections.”

Students seeking transfers suffer from that, Spence said. “This is probably the worst transfer process I have seen,” he said, saying the walls between the segments and the segments themselves often hinder students seeking to transfer. He called for the creation of a true transfer student degree from the Community Colleges, consisting of 60 units, all transferable to CSU. “We must get together because this is the most inefficient process I’ve seen.”

But he hailed the progress CSU has made in attaching CSU placement standards to high school test scores, and in joining with UC for joint doctoral work.

Zelmanowitz said the differentiation of function has “promoted constructive competition and the potential for constructive collaboration, and we’ve had more

success with the one (competition) than with the other (collaboration). But it did succeed in creating high quality education in California,” he said.

He hailed the joint doctoral program with CSU and said he hoped for a more level playing field to enable the joint degrees to receive equal consideration to internal UC degrees.

Problems with the system have occurred, he said, because of the natural tendency of educational institutions to want to expand their roles. “Mission creep is a dominant gene in higher education, both within segments and between segments. Campuses are constantly seeking to expand their mission,” he said.

While the system has maintained its quality through periods of rapid growth, it now faces an array of new problems, he said. “What has changed dramatically is the context in which higher education finds itself today,” Zelmanowitz said, citing the diminished preparation of students for higher education, and the state’s massive budget problems.

“The quality of the entering student heading into higher education is probably the largest determinant of the output measures,” he said. “If we get bright students in and do some things right, then we’ll have a quality product out.”

Zelmanowitz also said that all three systems must continuously examine the relationship between campuses and systemwide administration. “We should constantly balance the authority of central administrations and the campuses to see if we’re, as systems, serving the public interest very well.”

Gill presented the longest laundry list of specific complaints about the barriers between the segments, saying the Community Colleges suffer because their widely divergent array of functions has been viewed with condescension by the educational establishment.

“In essence, we’re everything that anybody else is not. That is what the California Community Colleges must do—fill in every educational gap in this society. We box that into certain titles, we talk about transfer, workforce preparation, remediation, ESL (English as a Second Language) as a very special part of remediation, and lifelong learning. In essence, anything that K-12 has not done by the time someone is 18 in our society, and anything you cannot be admitted to UC or CSU to do, is ours to do.”

That broad mission results in a complex and wide-ranging set of boundaries with UC and CSU, and also with K-12 education, private, out-of-state and proprietary schools, and other entities in the public and private sectors. “It’s about the extent to which we make use of the full resources of society, and where we draw those boundaries,” Gill said.

The boundaries serve valid purposes, she said. “There is no inherent evil in demarcation of function or differentiation of function. I believe that both can provide efficiencies and excellence. UC should not concern itself with remediation. They should concern themselves with the production of Nobel scientists.”

But the system has major flaws, she added, especially in hindering students seeking to transfer from a community college to CSU or UC. “It’s the barriers at the transition that bother me more than the fact that there might be a government boundary.” Those barriers are compounded by cuts in matriculation funding (from \$76 million in 2001-02, to \$48 million in the current year and \$43 million in the Governor’s proposed 2003-04 budget) which provides students with information and services aimed at helping them make decisions and achieve their goals. “It’s a sin and a shame that this administration cut matriculation funding at a time and place where we need to counsel students on that path,” Gill said.

She disagreed with calls for a rigidly defined transfer degree, however, because of the great diversity of the Community College population. “We have to maintain the fluidity and the flexibility and the excellence that we have in allowing students these varying patters to achieve what they’re going to do.”

Additionally, she said, outreach programs, now a UC function at high schools, should be more universal. “We need outreach from kindergarten through 12th grade. It has to be from all segments to all students, so that choices remain free. This is a place where our boundaries and our governance are really quite dysfunctional. I think we really need to have a very unified voice with youngsters and families in this state about the nature of success and opportunity.”

Gill said rural areas would benefit if community colleges could offer some four-year programs, now solely offered at UC and CSU.

Community college students also suffer because they are not offered services made available to the other segments, such as health services. “We have to look at areas where the inherent elitism of the state of California, and I would even say racism in the state of California through its history have made unequal services,” she said.

“The students at UC Berkeley have acupressure, they have orthopedic services, they have a pharmacy, they can get their glasses; and the students at Napa College can call 911 if they have a heart attack. Based on what, GPA? How does the state of California come to those conclusions about role and function?”

She said education planners should evaluate the system from the eye of the recipients, students and their families, and “recognize those things that should be boundary free or they will fail.”

SUMMARY

The rigid boundaries between California's segments of higher education have created a clear and desirable variety of missions, but the system is plagued by a lack of cooperation between the entities, most notably a very poor transfer process.

## MASTER PLANNING IN A DECENTRALIZED WORLD

Panelists were largely pessimistic about California's chances of effectively master planning for education in a time of increasing decentralization and a growing complexity of issues, during a panel discussion on "Master Planning in a Decentralized World" at California State University Sacramento's 14th annual Envisioning California Conference.

Tackling that topic were Christopher Cabaldon, Senior Advisor to the Chancellor of the California Community Colleges; Jane Wellman, Senior Associate for the Institute of Higher Education Policy in Washington, D.C.; and Charles Ratliff, a consultant to the Legislature's Joint Master Plan Committee. Claremont School of Educational Studies professor Jack Schuster moderated the panel.

"The California Master Plan has enjoyed a most remarkable run for four decades and a little bit more," Schuster began, likening it to a "peace treaty" which controlled a "mission creep" which was threatening to overwhelm higher education in California.

But over the life of the Master Plan, the state has grown enormously and become more complex. "California is indeed a colossus, a hugely complex, diverse polity; sprawling, and in the process has tried to develop and maintain a postsecondary system that can keep pace with these enormous changes," Schuster said.

"There are varying views about the extent to which that has been successful or not," he said.

Though panelists lauded the institutional definitions and goals outlined in the 1960 Master Plan, they doubted the ability of California's government, more than four decades later, to provide meaningful revisions in a much larger and vastly different state under far more complicated circumstances.

Most pessimistic was Wellman. "The capacity of government to formulate public policy is, it seems to me, troubled," she said. A number of factors exacerbate the problem in the area of education, she said, citing legislative term limits, California's stalemate-inducing two-thirds vote requirement, and the Proposition 98 school funding mechanism approved by voters in 1988.

"Many of the most important items that should be debated, the most important pieces, are essentially taken off the table before the conversation begins," Wellman said. "To have public policy made in a technical formulaic way that is inaccessible to conversations about goals and purposes is bass-ackward. There's been a substitution of technical conversations and formulas for what should be a conversation about policy."

Since California's original Master Plan for Higher Education was adopted in 1960, she said, a disconnect between the vision for education and the financial resources to implement it has developed and vastly widened, she said.

"The assumption was that the resources would follow the vision," Wellman said. "California policy can no longer be made as if the state has the capacity to cause things to occur by putting funds on the table and getting them to happen. The conversation really needs to be framed around how resources that are available to the state can be used to achieve goals in this very different funding environment."

The outlook is not promising, she said. "In the absence of clarity about specific goals, and measurable outcomes and ways to match resources, we're just babbling at one another."

Cabaldon said the state probably can't make plans that will effectively provide universal access to a high-quality postsecondary education. Efforts to do so seem to assume that the state has greater insight and knowledge into education than local education officials, he said.

"The problem is, the state doesn't know either," he said. "We have this notion that if they fail, we will tell them how it should have been done from the beginning, as though we have special knowledge about how to achieve those outcomes that we have just not chosen to share with them. I'm sure that's not true," Cabaldon said.

"We cannot drive success simply by declaring it," he added. "We can't even decide what those goals are."

Cabaldon expanded on the lack of connection between education policies, such as universal access and high quality, and resources. "There is this fundamental disconnect between what we have announced to California as our policy, and what the budget mechanism provides for that. This state doesn't really have the capacity to make those judgments in a serious, thoughtful policy way, to say what exactly is it that we want from higher education." He cited such specific goals such as producing more nurses and a more informed citizenry. "Is the Legislature really capable of making those sorts of determinations and then sticking them into a formula that folks can use on a year-to-year basis? And the answer is probably not. We don't have the answers."

Cabaldon further pointed out that a danger of master planning is that it can destroy colleges' ability to solve their own problems. "When the state pre-empts decisions, when it makes the easy decisions for colleges, it erodes the capacity of those institutions to make the hard ones. There is no decision capacity left at the local institutions to solve the enduring problems that every college faces."

He said the justification for master planning is the same as that for traffic laws. "If we were all free to go as fast as we wanted on our local streets we would all end up



going extraordinarily slow, because we would be afraid that at the next street, with no stop sign and no speed limit, we would get hit. But having stop signs and speed limits, although they are centralized authority, allow that decentralized market of circulation to function in a more efficient way than it would in the absence of that centralization.”

But, Cabaldon said, a common and costly planning mistake is to expect all campuses to act identically. “Particularly in the legislative arena, consistency and equity are taken to be identical concepts and they’re not. Requiring everybody to do the same thing or to achieve the same thing is not necessarily the most equitable outcome,” he said, pointing specifically to across-the-board transfer rates the state demands of all community college campuses, despite vastly different circumstances within each college district.

“We can’t just use centralization as a code for equity and decentralization as a code for efficiency and then talk about the balance between the two. Initial conditions matter,” he said.

Cabaldon said master planning “shouldn’t be about incremental policy making. It should be about designing the institutional environment. Not a prescription of what the specific actions are going to be, but designing the environment in which the institutions operate.”

Ratliff, who has spent the past year developing the 2002 Master Plan, which has expanded its scope to include kindergarten through higher education, said master planning is intended to give local officials a broad framework through which to improve their outcomes. The continual failure of schools to successfully educate specific groups of students obligates the state to become involved to the extent necessary to end the failure, he said.

“Why should we master plan?” he asked. “In this state, perhaps more than any other state, there has been a historical commitment and a constitutional requirement to providing free quality education for all who can benefit from it.” The guarantee of K-12 education is in the state Constitution, he said, while statutes have expanded the guarantee to postsecondary institutions.

“There are identifiable groups of students that we have not served well in our public colleges, schools or universities—with low income, black, Latino or Native American backgrounds—we have just not found a solution through decentralized approaches to education that result in them having academic achievement by all measures we accept that are comparable to their white and Asian peers,” Ratliff said.

“There’s something inherently unfair about that. We need to figure out what it is and how to improve the outcomes through public policy intervention,” he said.

Ratliff said the legitimate goal for the state in the planning process is “defining the ‘what.’ Defining as best we can using professional judgment, what is an adequate

amount of resources to get the ‘what’ done, and indicating what kind of indicators it wants to see. But it ought to stop short of going the next step, which we have been guilty of over the last 40 years, of also telling you how to do it,” he added. “You tell folks ‘what,’ but let them figure out the ‘how.’”

But in the event of continued failure by local officials, Ratliff said, further state action could be justified, such as telling “how” and bringing in qualified people to implement the strategy. “Then we can help you make better decisions, then bring in people who can.”

The difficulty, Ratliff said, is the mutual distrust between educators and politicians. “At some point, we the state, in all of its decentralized components, will have to do something we’re not used to doing. We’re going to have to exhibit a degree of trust to the educational providers. For those who work in Sacramento, that’s a very difficult thing to do.”

Moderator Schuster ended the panel on an ominous note, pointing out the absence of any mention of “Tidal Wave II”—the anticipated boom in demand for higher education in the years immediately ahead.

“That enormous tsunami is about to crash down upon us, and at least from where I sit, the state of California is so ill-prepared to deal with those demographics, it borders on the truly, truly frightening,” he said. “Is the Master Plan and the resolution of the tension between the instincts to centralize and decentralize going to be done in such a way adequate to meet these challenges? That remains to be seen.”

## SUMMARY

Master planning in California has resulted from the state’s historic guarantee of a quality education for everyone, but it is increasingly difficult to plan meaningfully at a time when political trends favor decentralized policies.

## CALIFORNIA HIGHER EDUCATION AND DIVERSE CULTURAL IDENTITIES: NEW DYNAMICS FOR TRADITIONAL ROLES

California's system of higher education is failing dismally to reflect, and to effectively serve, the state's increasingly multi-ethnic population, and there's every reason to believe things will get even worse, panelists discussing diverse cultural identities in higher education agreed.

That failure stems from the cowardice and shortsightedness of California politicians, and an obsession with fiscal matters at the expense of learning by educational leaders and administrators, they said. The tone of the energetic and emotional discussion ranged from sadly pessimistic, to overtly cynical, to palpably angry.

"These unscrupulous individuals only look at that stupid bottom line, and every time I hear that expression I want to punch out somebody's lights," said panel moderator Roberto Haro of the Cesar E. Chavez Institute for Public Policy. "Because sometimes we need to run education not as a for-profit venture, but for a loss, because it's good for our community."

Taking on that topic in a fiery discussion at CSUS' Envisioning California Conference along with Haro were UC Davis Education Professor Patricia Gandara; Jeannie Oakes, Director of the IDEA Institute for Democracy, Education & Access at UCLA; and UC Berkeley Asian-American Studies Director Ling-chi Wang. The session was titled "California Higher Education and Diverse Cultural Identities: New Dynamics for Traditional Roles."

Wang said the quality of, and access to higher education has plummeted for most Californians in recent decades because of an utter lack of courage and vision from the state's political and educational leaders.

He contrasted today's climate with the dynamic UC Presidency of Clark Kerr from 1958 to 1967, which saw the development of the Master Plan for Higher Education and the construction of four new UC campuses. None have been constructed in the 40 years since.

"Where is our Clark Kerr for the 21st Century?" Wang asked. "Today, in higher education, we don't have any visionary people. We don't have any courageous politicians who are willing to stand up and talk about things that need to be discussed," he said.

"Fast forward to the year 2000. The population has more than doubled, become more diversified, more multi-racial, and have we increased by one single UC campus since then? We had nine in the 1960s, and we still have the same nine." Wang added that he doubts Governor Gray Davis will keep his promise to open a 10th UC campus in Merced by 2004.

He noted that a study under then-UC president David Gardner in 1987 concluded that California then had an immediate need for three new campuses. “That report is still gathering dust in the President’s office. The fact of the matter is that we completely ignored those recommendations,” he said.

The construction of new UC campuses, Wang said, may have alleviated the pressures which led to the 1996 passage of Proposition 209, which in turn transformed the racial makeup of UC campuses from one which closely resembled California’s population, to one in which Asian-American enrollment far exceeds the percentage of Asian-Americans in the population, and where African-Americans and Latinos are sorely underrepresented.

“I foresee a huge backlash against Asian-Americans,” he said. Whenever access to the university is discussed, he said, “There’s always this subtext behind it, how do we really curb the number of Asian-Americans in the UC system.”

The prevailing political trends—toward tax cuts, prison building, and privatization—haven’t been kind to higher education in recent decades, he said. “I consider all these to be efforts to divest from investment in education and to transfer income to the people who are in power and people who are rich,” Wang said.

Since the passage of Proposition 13 slashed property taxes in 1978, he said, cowardly politicians have been too quick to jump on the anti-tax bandwagon, and have caused important services like higher education to suffer.

“That’s the rule now. Even in the face of huge deficits, President Bush is still talking about more tax cuts. I don’t know where that money is going to come from, and how the rest of the people in America are going to be served. There’s no one there to talk about investment in education, in health, in the environment, in mass transit,” he said. “No one.”

But at the same time, those same politicians have sanctioned a prison-building frenzy, Wang said. “That is really the most disgraceful thing that is happening in California,” he said. “We have become extremely obsessed with personal safety, especially of the California white voters. We are obsessed with law and order, so we have the three-strikes law and the most massive prison building ever,” Wang said.

“If we are not willing to put money into UC and CSU, perhaps we should start calling (the prisons) UC San Quentin, UC Folsom, and UC Vacaville. We might as well do something to educate those people. It costs more to put a person in prison than to put a person in the UC system,” Wang noted.

Finally, he bewailed the crippling of public services in the name of privatization. “This amounts to a transfer of the income from the public to the private, from the poor to the rich. As a systemwide policy, everything at UC is up for sale.”

The result of this combination of political trends, Wang said, is a higher education system failing dismally to enhance the lives of most of the state's residents. "Political power remains in the hands of the traditional white political elite, and a majority of California remains disenfranchised."

The problem is compounded, Wang said, by the failure of the Community Colleges to prepare students to transfer to UC. He blamed that on an undue emphasis on vocational education resulting from a submission to the demands of business.

"Over time, the community colleges basically capitulated to business and industry's demand to train their workers for them. So as a result we have this horrible situation where only 9,000 students transfer (to UC) out of 1.7 million," Wang said.

He said community college officials deliberately pursued an anti-transfer policy by "throwing a bucket of water on each student's head and saying 'you are not transfer material, so take these courses instead.'"

All three branches of California's higher education system, he said, were created to serve the people, "but only seem to serve industry nowadays."

Gandara asserted that California's system of higher education is doing an ever-worsening job of serving its increasingly diverse population, citing sharp declines in minority admissions to graduate schools even as minorities have come to account for an actual majority of the state's high school graduates.

"It's hard not to be cynical," she said. "We have a society that essentially has no social policy for low-income, underrepresented, marginalized populations." That's reflected by a lack of opportunity for those people in the higher education system, Gandara said.

Making matters worse for higher education was Proposition 209, enacted by California voters in 1996, which banned college admissions or other state action on the basis of race and gender. It didn't cause the problem, Gandara said, but it "exacerbated an already intolerable situation."

She said California's failure to improve the quality of life for its poor and people of color is reflected in its failure to bring those people into the higher education system. "A big reason we haven't come very far is that we have choked off the pipeline," she said.

"We now have very good data that opportunity is arranged in a very linear fashion, along the lines of how much higher education you have. Your chances in this society, both economic and social, are very dependent upon your ability to access higher education in a real way," Gandara said.

The problems of higher education reflect greater social inequities, she added, and therefore can't be solved in isolation. "We throw these problems of gross social inequality onto our schools and say, 'You fix them,' and we throw them a bone and say, 'And if you don't fix them we say you have failed.' I think our society has failed in the way we have viewed these problems and the way we have viewed schools as being solely responsible for fixing the problems we have allowed to fester."

Given that situation, Gandara said there are only three ways to solve California's educational problems, and all of them are politically unlikely scenarios: create a school system with the means to undo all social inequality; change the definition of merit to redefine who gains access to higher education; or find a system that does not ration opportunity, but provides higher education to everyone who wants it.

"Every one of those solutions requires a level of resources investment that nobody has even come close to talking about," she said.

Oakes, who chaired the Master Plan's committee on student learning, said her committee quickly decided to focus the bulk of its attention on K-12 education and give a relative dearth of attention to higher education because higher education in California is considered "robust and admired and thought of as high quality," while K-12 education is "something else."

"The disparities we see in higher education, both in terms of access and degree attainment are caused in very large part by the inequalities created and perpetuated in K-12 schools," Oakes explained.

She pointed to large disparities among ethnic groups in eligibility rates for the University of California, set at the top 12.5 percent of high school graduates statewide in the 1960 Master Plan. White students reach that percentage and Asian-Americans more than double it, she said, while African-American and Latino students fall far short. She said those differences are caused by major failures of K-12 education in predominantly black and Latino schools.

Those schools, she said, are far more likely to have large percentages of underqualified teachers, to have shortages of textbooks, equipment and supplies, and to face problems caused by overcrowding. Because full-time, year-round schools must shorten their school years to accommodate all their students, those students end up losing the equivalent of a full year of education by the time they graduate from high school, Oakes said.

Additionally, she said, those students are given far less access to advanced classes in math and science and other subjects. "It's part teacher shortage, and part of it's a function of seriously low expectations and negative beliefs about the intelligence, commitment and determination, and the values of people who live in low-income communities of color, and we felt we needed to do something about that," Oakes said.

Oakes said her committee concluded that the new Master Plan should strive to make every high school graduate in California qualified to make any educational or career choice they desire, be it a four-year university, a two-year community college, or to join the workforce. “But that meaningful choice means that all high school graduates are prepared to do well in any of those settings. That’s a very ambitious kind of goal.”

As a result, she said, all students should be required to take the “A-through-G” academic curriculum required for University of California admission, and that the Community Colleges should adopt that standard as well.

Oakes said her committee offered one specific academic requirement for all high school graduates in order to reflect California’s growing diversity: literacy and fluency in at least two different languages. “Being literate in two languages is an enormous asset and resource to individuals and to the society. It’s something we should want for all children. We have to stop thinking about bilingualism as a problem that the educational system has to overcome.”

She also called for a system of accountability that goes beyond the teacher and the school site, but also includes district and county offices, state officials and the Legislature and Governor.

Oakes justified her emphasis on K-12 troubles rather than higher education problems by saying that the former is the cause of the latter. “I understand that this is a conference essentially about higher education and this panel is about diversity in higher education. We believe strongly that in order to create equity in higher education access and success we had to focus our attention and tackle these serious structural and policy problems in K-12,” she said.

But Moderator Haro concluded with a warning that when scrambled together with K-12, higher education issues are likely to get less attention than they deserve.

“When you take the problems of the schools, K-12, and you mesh them with higher education, we tend to conveniently ignore the concerns of higher education because we are overwhelmed by what we consider to be the problems in K-12,” he said.

#### SUMMARY

California’s higher education system fails to effectively serve much of its multi-ethnic population because of a lack of vision and leadership, political trends favoring tax cuts and public safety, and because of a flawed K-12 system that fails to prepare many students for higher education.

## ENVISIONING THE MASTER PLAN FOR HIGHER EDUCATION IN THE 21ST CENTURY

The 1960 Master Plan for Higher Education served generations of California students well, but it offers precious little help today for colleges and universities unprepared for the coming tidal wave of enrollment, according to a panel of experts on higher education policy.

Furthermore, they agreed, the 2002 Master Plan revision now pending in the Legislature also fails to address the deep systemic problems facing the state's institutions of higher learning.

"California doesn't have a bad plan for the future of higher education, as far as accommodating the needs of our population," said Patrick Callan, President of the National Center for Public Policy and Higher Education. "We have no plan at all."

Callan's biting assessment was one of many—none of them happy—in a panel discussion on the Master Plan in the 21st Century. He was joined by Sonoma State University President Ruben Arminana, and National Center for Higher Education Management Systems President Dennis Jones. Melinda Melendez, from the office of Assembly Floor Leader Marco Firebaugh, moderated the session.

Melendez called upon panelists to give audience members a variety of broad perspectives to consider as they pondered the array of specific issues facing higher education.

Callan said the relationship of higher education to American society has been thoroughly transformed since 1960, rendering the assumptions underlying the Master Plan obsolete, and making the document's framework ill-equipped to address today's challenges.

"We have evolved into a world in which, without education or training beyond high school, it is highly improbable statistically, that one will have a middle-class life in American society. That was not the case in 1960 when higher education, and higher education opportunity, was one of many ways one could have a middle class life."

Real incomes of people with a high school education or less have steadily declined since, Callan said.

"So the consequence of that is that higher education is the only route, not only to a decent job, but to full participation in American society, to the political and cultural things that go with being part of the middle class. So we collectively now have that burden. We didn't write the Master Plan for that purpose, we didn't design American higher education for that purpose, but that is the role we play



now. We determine collectively the life chances of people in this society. It is a very, very different world,” he said.

As a result, he said, California faces the immediate future without the ability to provide its people the type of higher education they will need to enjoy a high quality of life, and with a work force lacking the education necessary to support the 21st century economy.

“That’s what we should expect of a master plan at a minimum, that it can meet this new set of conditions,” Callan said. But today, unlike in 1960, it can’t, he added.

“We do not appear to have the capacity to educate the current generation, to meet that commitment. People are going to tell you that this is because of the recession. But the truth is that we have known this tidal wave was coming for more than a decade, and we have had years of enormous prosperity and affluence to plan for it. And now we’re at the point where we if we don’t do something on literally an emergency basis, if we don’t call off the normal rules of doing business, and come together as a system of higher education and as a state, we’re going to start quietly turning large numbers of people away in a world where their life chances, not just their educational chances, will be severely diminished,” he said.

“California higher education is going to suffer recessions like everyone else and we need an approach to providing opportunity to higher education that doesn’t depend on economic booms every year to make good on that promise,” Callan said.

Other serious problems facing higher education today, but not addressed in the Master Plan, Callan said, are the complete politicizing of campus locations (citing CSU Monterey Bay and UC Merced as egregious examples), the breakdown of the transfer process, the lack of collaboration between the three silo-like segments, and the top-heavy emphasis on prestigious research institutions at the expense of access for students elsewhere.

Furthermore, Callan said the recession and resulting state budget fiascos of the 1990s exposed the California’s weaknesses, and higher education leaders, in turn, bungled their response.

“There was not a drawing together in search of ways to pool downsized public appropriations to determine how the state’s education could best serve the needs of the state and its citizens despite their newly limited resources. Instead each sector and its institutions responded in ways that preserved its own values and purposes, even at the expense of its internal constituencies.”

A strong and clear Master Plan should have addressed such a situation, he said. Such a plan would entail “Setting some goals, having some accountability for how you know whether those goals are being achieved and who’s supposed to do it, having finance mechanisms that support those goals and some mechanism at the local or state level that facilitate them,” he said.

Callan acknowledged that his stark criticism of higher education in a state where, for decades, it has been almost universally praised, was stunning many observers.

“I realize that this is somewhat indelicate talk in California where people are quite satisfied in general with the system, and the issues of whether this plan will work really don’t get much critical scrutiny or conversation” he said.

Callan said the 1960 Master Plan succeeded in its time because it addressed the problems of the day and laid out a framework for the future. Today, he said, no such framework for the future exists, and the proposed 2002 Master Plan fails to provide one.

“I find the current draft to be silent on most of the points; not wrong, but silent and I deplore that,” Callan said, calling it a set of proposals rather than a plan. “I don’t believe that it’s a plan or even a framework, as the 1960 Master Plan was, but it is a set of very interesting, often thoughtful ideas that are worthy of consideration. But it doesn’t answer these questions, and I think we owe California an answer.”

Producing a meaningful Master Plan for the 21st Century is probably a task beyond the ability of today’s Legislature, he added, because of the inevitable compromise and politicization of the process

“I don’t really believe legislative committees can do this work. What’s really important is to frame an agenda without compromise, and without compromising with all the interest groups, and then put it on the table and let it be debated publicly and then let the Legislature do what it does well and make the political compromises. But you never get the ideas defined as sharply as they should be” with a process that begins in a legislative committee.

“Not because they put bad ideas forward but because certain things are just taken off the table because they’re politically unpalatable. I think that happened in this process and I think it’s what usually happens. I don’t think this dog hunts any more. I just don’t think it’s the right way to get a set of really challenging ideas on the table,” Callan said.

Citizens’ commissions are better suited than the Legislature for such a task, and should be called upon to devise a plan and submit it to the Legislature for approval, he said.

The 1960 Master Plan may have been doomed in the long run by its early short-term successes, Callan said. He noted—in response to audience comments praising the plan and objecting to his criticism of it—that educators today still view it in overly reverential terms, blinding themselves to its inadequacies and the pressing need for improvements.

“There’s a real need to separate the question of whether the Master Plan served the state very well for some period of time after 1960, and whether it’s a plan for the 21st

century. This level of self-congratulation seems to be inappropriate given what we're facing, as well as this view that we should think of the Master Plan the way we think of the Sierra Nevada and the Pacific Ocean—as an act of God or nature, not to be tampered with. I don't think we can afford that kind of dogma," he said.

Callan said more money will have to be put into higher education to meet the coming demand, but added that colleges and universities must reevaluate how they use the resources they now have available: their campuses, facilities, and the use of new electronic technology. "We have a whole bunch of things available to us that we didn't have in the sixties. What we haven't had is the political will to use them and to tie resource allocation to them," he said.

"It's getting the issues framed and on the table and I haven't seen that happen in California in the last 10 or 15 years. Even though a number of groups all made efforts at that, it never really penetrated the Sacramento political policy world in a very effective way," Callan said.

Dennis Jones agreed that the Master Plan worked well for a time, but failed to adapt to changes in California's population, participation rates, demographics, adult education, geographic distributions, economy, and the needs of the state. "You have all these changes and needs, and the Master Plan hasn't changed that much," he said.

"Maybe you are just a little bit out of whack with the needs of contemporary California. The very nature of the stability and in some ways almost the rigidity of the Master Plan raises questions in my mind about the extent to which it is in fact going to serve you well in the 21st century," Jones said.

"This plan as it has been and stands, ignores several important areas of state needs, and because it does it probably can't truly be called a master plan any more."

As a result, higher education in other states and countries has progressed and evolved to a greater degree than in California. "I would not point people to California and say go model that one as the way you do master planning in any country or in any state. There are lots of places in the world where I would look and say there's some really good stuff going on that's a lot more innovative than what I see here," he said.

The rigidity of the Master Plan has deterred the formulation of effective responses to demographic changes, which generally require local or regional—but not state—action, Jones said.

"The Master Plan is really focused on the state, and what it does not do is recognize the real variations that happen across this state. In the process of dealing with the segments it reinforced a vertical and very hierarchical and state level conversation. The reality is that we now have three silos called segments. It's very difficult to work across those segments," he said.

“The fact of the matter is that many of the needs in California are regional, the solutions are regional, and it’s going to take institutions across all sectors working regionally, in the south Central Valley or in the L.A. basin, working together to solve a set of problems that can only be done across segments, across sectors. California has not put in place a mechanism that makes working at the local and regional level within these sectors easy,” Jones said.

The Master Plan, he said, fails today because it offers no means to respond to California’s changing demographics and the near exclusion of some groups from higher education.

“It’s largely silent regarding the state’s interest when access is either not pursued by students, or is pursued unequally by students of different backgrounds or of different parts of the state. Historically it is much more about institutions than it is about the people of the state of California,” Jones said.

Furthermore, the Master Plan is based on a false premise, he said, “that response to individual demands simultaneously serves all of societal needs; or that societal needs are no more than, and not different from, the sum of the needs of individual students. We can point to lots of economic development, lots of professional development, lots of needs in this state and this country where individual students aren’t going to volunteer necessarily for the work that needs to get done,” he said, pointing to rural health care as a perfect example.

The plan is also overly focused on access, with insufficient attention provided to student success, he said. “There’s always the focus on access or participation but the real question is, what’s the success of all this. You can have wonderful participation and lousy retention and success,” Jones said. “I just don’t believe that a plan that is that unidimensional necessarily meets the need of a society as large and as complex as that of the state of California.”

Furthermore, he said, California colleges tend to produce proportionately more associate degrees, but fewer baccalaureate degrees, and far fewer professional certifications than other states, he said. That reflects the weakness of the transfer process, and the state’s failure to change with the times, he said.

“The premise on which the Master Plan was built, that there will be community colleges and transfer to get you to the baccalaureate degree for whatever reason is no longer working in the way that it was intended,” Jones said.

“California hasn’t changed with the rest of the world in the number of certifications and non-degree kinds of programs that connect to the workforce that the rest of the country has adapted to much more rapidly,” he said.

“If you need higher education to have a decent quality of life, you can’t get there on the backs of a society that’s got this many underprepared students,” Jones added.

Jones outlined what he believes a new Master Plan must do. “It ought to establish the goals and I’ve argued that the set of goals needs to be broadened. Are some of these differences evened out, how do I measure those, and are we removing some of the wild differences that are found across this state among the participants or lack thereof in the system. There is no regular accountability,” he said.

“Finally if it really were an effective plan, it would drive how you allocate resources. We’re a long way in this state from linking the allocation of resources to anything that looks like the priorities,” Jones concluded. “It’s business as usual down at the stand.”

Arminana agreed with most of the criticisms of the plan, but added he’s not entirely displeased by the prospect of educating people without an effective statewide plan in place.

“I’m not a great believer in rigorous plans of any kind,” he said. I think that one of the things that California has been exemplary at, is that we have a great ability to muddle through. Probably the American character in its short history has the largest reservoir of that ability to muddle through. A very detailed sophisticated rigorous coherent master plan of any kind basically assumes that you don’t have that ability to muddle through.”

Arminana said the proposed revision of the Master Plan is too long and too detailed, and proposes very little that’s new for Higher Education, instead largely incorporating the 1960 Master Plan for higher education into a much more massive document dealing with K-12 education as well.

“Now we are part of a much larger master plan. Higher education is about 18 percent of this proposed master plan. For higher education, there is the loss of being unique. Going from the first child, and the only child, to being the second child of a very important large powerful, brother or sister, meaning K-12, I think that might be a concern,” he said.

“This Master Plan basically accepts the 1960 Master Plan, and basically said, ‘We really couldn’t come up with anything much better, therefore we’re just going to incorporate you into the larger version, and we’re going to add one very important item to it.’ The first master plan had three great foundations: access, quality and affordability. This master plan has four: access, achievement, accountability, and affordability,” Arminana said.

The focus on accountability is the most significant change for higher education, he said.

“Accountability has now come to be very much a part of what higher education will be expected to do. It’s part of that incorporation with K-12 and the standards and the testing experience that comes with that. And that’s new for higher education. We have not been accustomed to that clear statement of accountability,

and clearly not to a test. There's an allusion to some sort of an exit test, a format by which we can demonstrate that, especially in the general education pieces, that something has been achieved. That's quite new for higher education. It's doable, but new," he said.

A conspicuous absence in both the 1960 Master Plan and in the 2002 version is the question of funding, Arminana said.

"Can we afford it is an important question," he said. "Basically the Master Plan says that education is going to be expensive and it is worth doing and it is vital to the state, and we ought to spend whatever money is needed to do that."

"That basically assumes a revenue system which is healthy and strong enough to be able to do that on a continuous basis. That is probably one of the great assumptions that might need to be tested," he added.

Arminana said that California's current tax system is oriented to the state's 1950s economy, one centered on manufactured goods and property; rather than on today's more service-based economy. As a result, the tax base is less stable, and he sees that as problematic.

"That is going to be the basic question. Do we have in California the tax revenue system that might make it possible (for higher education) to be affordable? You can wish all you want about should be, ought to be, it's the right thing to do. But if you don't have the structure to make it possible, all the wishing in the world will not get you anywhere. I think that's the basic key question for the success of this Master Plan or not," he said.

Arminana said he also questions the efficacy of any plan for education that is produced by politicians. "This is a political document that eventually will be approved by political actors with short term lives. If it were the product of bureaucrats like us, probably we could do a much better job. But it wouldn't have the political reality," he said.

The dilemma reflects the absence today of a towering figure in California higher education, with stature like that of UC President Clark Kerr in the 1960s, Arminana said. "California has a crisis of civic leadership. I don't think the ingredients were here, and the personalities were not here, as they were in the 1960s. Clearly there was this figure, and I don't think California has that personality today."

As a result, Arminana concluded, "I am pretty willing to live with high levels of ambiguity, high levels of muddling through, and luck."

SUMMARY

California faces an immediate future without the means for providing its population with the type of higher education necessary for a high quality of life. The Master Plan is no longer a meaningful response to the problems of higher education today. The greater focus on K-12 education has drawn policy makers' attention away from the needs of higher education.

## FACULTY AND PREPAREDNESS: KEYS TO THE NEW MASTER PLAN

Faculty at California's colleges and universities in the coming decades will need to be better skilled in the art of teaching, not just experts in specific subject areas; and will need to more accurately reflect the state's changing demographic characteristics, according to experts on the subject at the Envisioning California Conference.

Addressing the topic of "Faculty and Preparedness: Keys to the New Master Plan," were Glendale Community College Political Science Department Chair Mona Field; UC Davis Senior Advisor to the Chancellor Christina Gonzalez; Ann Morey, Director of the Center for Leadership, Innovation and Policy at San Diego State; and Professor Caroline Turner of the Division of Educational Leadership and Policy Studies at Arizona State University. The session was chaired by San Francisco State History Professor and CSU Academic Senate member Robert Cherny.

"This panel was organized around the notion that faculty are the key to meeting California's goals of broad access to quality higher education," Cherny said. While the original Master Plan revolved around the principals of access, affordability, and choice; the proposed new Master Plan spells out a much longer laundry list of goals, raising new questions about the ability of faculty to address those things.

"The questions posed for this panel are, what is adequate faculty preparation, will traditional norms and expectations continue to work, or are new patterns demanded by an ever more complex demographically and culturally diverse state," he said.

Historically, Field said, anyone with a doctoral degree was considered qualified to teach in a community college, but that has changed.

"The truth is, I find it appalling, the idea that just because you have a degree, therefore you can teach it. I find it to be untrue, and I find it untrue at every level, including UC and Cal State if I may say," she said.

"The problem we face is, how do we make teaching and learning part of the preparation?" She said the new Master Plan gives reference in a very vague way, referring to "the component of the infrastructure around teaching and learning, integration of teaching and learning curricula into masters and doctoral degree programs."

"It's a nice idea," she said. "On the other hand I'm not terribly thrilled with the idea of a special course to teach us how to teach because usually whoever's teaching that has been out of the real classroom so long that it's irrelevant."



Instead, she said, the universities and colleges need role models and mentors to help new faculty, and she said that need should be reflected in statewide policy. “I want to see that involved in our curriculum so that when someone comes to me with their MA or their PhD in political science, they have seen good teaching, and they have talked about teaching and learning, built into their curriculum,” she said.

“Right now it seems to me that in our graduate programs, under the current Master Plan, there is no emphasis on pedagogy to my knowledge except smatterings here and there. It’s very haphazard, so role modeling of really good teaching methodology, I think may be haphazard as opposed to systematic,” she said.

Field said California now turns holders of doctoral degrees away from community colleges because they’re experts in their subjects but not sufficiently skilled as teachers.

“I think it’s a real problem, this glut of PhDs wanting to teach in the community colleges. It’s very sad, we’re turning away these highly qualified people and they’re driving taxi cabs with their PhDs,” she said.

Field said she tells would-be faculty members who are experts in their fields that they need to learn to teach. What she tells them, she says, is “Gee, you have a degree, but I don’t think you’re ready to walk in a classroom. I want to train you, which is what I do. I want you to go observe master teachers. I want you to see what happens in classrooms when we involve small groups, impaired learning and interaction. And no, it’s not just a lecture any more.”

Morey served as a consultant to a Master Plan working group on the issue, and said the Master Plan language is constructive, but without additional detail, is too vague.

So she proposed a specific list of initiatives for implementing it: integration of teaching and learning into masters and doctoral programs; the inclusion of teaching expertise and experience when hiring decisions are made; continuous faculty development support throughout faculty careers including one year of focused support centered on improved student learning; the development of an organizational structure that supports and rewards teaching excellence in the scholarship of teaching throughout a faculty member’s career; sustained efforts to make teaching and the scholarship of teaching more highly valued aspects of faculty culture; expanding and disseminating the knowledge base about teaching and learning, including a statewide center that stimulates systematic knowledge growth and dissemination; and the preparation of experts in the field of teaching and learning.

“If you can engage faculty into a discussion of the epistemology of their fields, the structure of knowledge in their fields, and how one communicates that structure and that content and that method of inquiry, that will naturally lead into questions of pedagogy, and engage faculty,” Morey said.

“I think it is time to boldly assert that faculty members, in addition to being able to demonstrate their expertise in their content area, should also be able to demonstrate some expertise as it relates to pedagogy in their discipline,” she added.

Morey estimated that it would take a one percent augmentation to the budget of each segment of higher education to implement her proposal. She said she’s gradually building a consortium of support, “so that hopefully somewhere down the line, when the economy gets better, we can hope the systems will go for base budget augmentation.”

Gonzalez said the complexity of universities’ multiple missions and the changing state demographics combine to make the preparedness of faculties an especially daunting challenge. “Now we have a university that has four missions: teaching, research, service and integration of knowledge. In addition to that, it is serving an incredibly diverse population. We have a knowledge-based economy and that means that higher and higher levels of knowledge are required to succeed in this economy and for the country to be able to compete with other countries in this economy.

“While the population is increasingly diverse, many people of color have less access to those higher levels of knowledge, and this could create problems for the country’s competitiveness, so in addition to the moral imperative, we now have an economic imperative to deal with this diversity and to give access to the highest levels of knowledge to all,” she said.

“So now we have a university that has multiple missions and is serving multiple populations, and these missions are affected by the diversity; not just teaching, but research, service and integration have to take into consideration the diversity of the population,” she said.

“Does a PhD prepare people to deal with this level of complexity? Of course not, we know that,” she added.

The key to meeting this challenge, she said, is the recognition of the important role of department chairs in the development of a top-notch faculty.

“Department chairs are very key people at the universities,” Gonzalez said. “I’m not sure that the universities realize how important they are. They have a major role in hiring the new faculty, where choosing well is half of the work. They have a major role in mentoring the new faculty, and they are of course role models, they teach and lead by example. They are really, very, very important people. We need to pay a lot more attention to them. We need to choose them very well, to train them in depth, to compensate them generously, more than we are doing now, and to offer them all the support we can possibly offer, particularly in those cases where we have chairs who are women and minorities, because we know from the literature and in some cases from experience, that they receive less support.”

The same is true for other University officials, who should view serving and assisting the faculty as their primary role, she said. “We need deans who are particularly sensitive and who are able to offer support and inspire the chairs and the faculty, and then of course the provosts and the chancellors and the presidents have to embody the qualities that we want to see in the new faculty.”

Diversity training should be viewed as universally desirable, she added, not a punishment or something necessary only for white males. “I suspect in some cases they might be a little old fashioned, they tend to make white males feel guilty, and I don’t know if they are dealing with the complexity of what we are dealing with. We know that women can be terrible to women, and often are, and minorities can be terrible to minorities,” Gonzalez said. “All of us should take diversity training because all of us need to become more conscious of our circumstances in order to reach our full capacity.”

Turner pointed to the ongoing lack of racial and ethnic minorities among faculties as a major stumbling block to effective teaching in the years ahead.

“From my perspective faculties are not prepared to meet the demands of the current or changing and growing student population; and we’re not prepared here in California, or anywhere else in the nation, in my view,” she said.

“The academic enterprise depends on the contributions of faculty members. We design the curriculum and create, legitimize and broaden the knowledge. In many ways we determine the quality of the experience students will receive, or not receive in college. Contributions from faculty of varied racial and ethnic backgrounds are central to the mission of the academy, an enterprise that purports to further the interest of the common good through a free search for an interpretation of knowledge,” Turner said.

“It may be that some great minds think alike, but some do not. And in the professoriate, diversity, including racial and ethnic diversity, can help us to continue building an inclusive base of knowledge. I would argue this base of knowledge is critical to meeting the demands of a new California.

She pointed to specific problems of students being unable to find instruction or material on such topics as Asian-American Literature or African-American women’s history. She said that detracts from everyone’s base of information and knowledge.

“When we do want to study our own communities, and topics that relate to our communities, it definitely adds to the knowledge base and makes the knowledge base inclusive,” Turner said.

Moderator Cherny said the challenges of faculty and preparedness are made more difficult by the ongoing effects of the budget cuts resulting from the early 1990s recession. Such indicators as student-faculty ratios and library journal

subscriptions have never recovered, he said. “The elements of the crisis were actually incorporated into the permanent funding formula that we’ve had to live with since that time,” he said.

Add the effect of expected retirements, and the expected spike in enrollment in the next decade, and it means that CSU will have to hire the equivalent of 80 percent of its current faculty to reach 1990 levels of service by the year 2010, Cherny said.

“It’s really a staggering job if you think about it,” he concluded.

#### SUMMARY

Faculty preparedness is a key to academic success. However, faculty must not just be experts in their subject matter, but must possess highly developed teaching skills as well.

FROM THE OUTSIDE LOOKING IN:  
A GLOBAL PERSPECTIVE ON CALIFORNIA'S  
MASTER PLAN FOR EDUCATION

A panel of global scholars ripped California's educational establishment, and the pending 2002 Master Plan for Education, for being excessively inward-looking and for completely failing to acknowledge, utilize or learn from the rapid educational advances underway throughout the rest of the world.

"California, look at the world outside. That's where the future is," said Bob Adamson, an education professor at the Queensland University of Technology in Australia, and an expert on Asian higher education.

And Peter Maassen, the Director of Hedda, Faculty of Education at the University of Oslo, Norway, and an expert on higher education in Europe, likened the state of higher education in California today with the American automobile industry of the early 1970s, which failed to respond to the clear superiority of Asian and European cars and was promptly beaten to the brink of oblivion.

Adamson and Maassen were joined at the session on global perspectives of California's Master Plan by Elaine El-Khawas, Professor of Educational Policy and Educational Leadership at The George Washington University; V. Lynn Meek, Director of the Centre for Higher Education at the University of New England, Australia; and New York University Professor of Higher Education Teboho Moja, from South Africa. Alice Tom, Dean of the College of Continuing Education at CSUS, moderated.

"This provocative panel will push our thinking, I believe, about how the California Master Plan has influenced higher education planning around the world, and whether the Master Plan is still used as a model today in other countries," said Tom.

It certainly did that, in ways proud Californians may not have anticipated. The panelists told of sweeping changes in higher education underway in other parts of the world, where universities, colleges, and polytechnic institutes widely collaborate and cooperate, allowing students to venture from country to country and campus to campus, gaining valuable and unique sets of knowledge and skills. By contrast, they said, California's systems of higher education remain focused excessively inward, solely on themselves, all but ignoring the changing world outside.

"Isn't California higher education, when it is so much focusing on the traditional governance structure and on the internal California needs and wishes—isn't it to some extent going in the same direction the American car industry was at the beginning of the 1970s?" Maassen asked, generating nervous laughter from his Sacramento audience.

“It’s a question. I have not an answer to that. But the competition is there and while it is true that at the moment you still can claim that California has the best higher education system in the world, I’m not sure if in 20 years from now you will still say that,” he warned.

In Europe, Maassen said, higher education has flourished as 31 countries have broken down old governance structures and formed an open higher education system available to a population of 500 million people. Finland, for example, has established the goal of having at least one-third of its students gain some of their education in other countries. “It is moving towards becoming by far the largest higher education system in the world. It includes countries in central and eastern Europe. This is a revolution in Europe and it is successful,” he said.

“In Europe, there’s a recognition that one of the most remarkable developments in modern societies, including California, in the past few decades, has been the destabilization of traditional governing mechanisms, and the advancement of new governing arrangements. The style, the form, the location of governance is changing,” he said.

“In California the Master Plan is still used as a kind of governance model, it’s updated, it’s modernized, but it hardly seems to do justice to this change, this development in our societies, which has led to this destabilization,” he said.

“The reason that it’s under consideration is that it might have outlived its value,” Maassen said. “Does the Master Plan provide an adequate fitting framework for dealing with the changing context and the challenges that California’s facing? Is the Master Plan the answer to the destabilization of the governance of higher education within the California context? It might be. But there is a challenge. It’s coming from Europe, it’s coming from other countries. In Europe, in Australia, in South Africa and other countries, internationalization is now seen as one of the main driving forces for adapting higher education, and the governance of higher education. And the Master Plan is still focusing almost solely on California.”

Although European systems have rejected the concept of master plans, they have borrowed some elements of California’s 1960 Master Plan, he said, especially the concept of mission differentiation, in Europe’s case between research-oriented universities and vocation-oriented polytechnic institutions, considered “equal but different.”

“You will not find a European country with a master plan in higher education. The instrument itself has never caught on whatsoever,” Maassen said. “But this principal of maximum student mobility and minimum institutional mobility has been important.”

Similar things are happening in South Africa, said Moja, defining that country’s challenge as “How to really reorganize the landscape that was charted along the apartheid policies that divided according to racial lines.”

Internationalization is a major part of that, she said. “Internationalization is emphasized as a way of developing the whole region and recognizing that for economic development to happen in the region we cannot just rely on developing South Africa but the whole region. One of the policies adopted was the policy that students from the region will be allowed to study in South Africa and be subsidized at the same level as South African students, and to open up the higher education system for the students from the region as a way of really developing that.

Moja also criticized the California Master Plan’s failure to examine the world outside California. “Issues to be addressed are issues of the digital divide so that everybody benefits, issues of peace and human security, issues about educating the American population about the rest of the world so that the U.S. is not isolated in some ways, promoting and bridging the gap between the U.S. and the rest of the world,” she said.

“What I found missing just looking at the draft Master Plan, was an emphasis on moving away from being too inward looking, and looking outside. Internationalization issues are missing,” Moja said. She called the plan, “More and more inward looking, at a time that the world is opening much more.”

California should be more aggressively seeking larger numbers of international students, she added.

Moja also questioned the need for the separation of governance of California’s three sectors of higher education, because it is “problematic when it comes to coordination of priority goals.” She blamed the low rate of transfers from the Community Colleges to UC and CSU on that strict separation.

Moja did find things to praise in the Master Plan. “An aspect I found appealing is the fact that it has been successful in rationalization, and at the same time still managed to provide educational opportunities to many students from disadvantaged backgrounds. So people recognize that as a positive aspect. The possibility of almost guaranteeing access at affordable low fees—that was recognized as something good about it.”

But she added that inequities and inequalities remain. “We know that there are still problems of inequities, when I look at some of the statistics in the draft Master Plan, even though there were no legalized policies for making those differentiations.”

Moja said South Africans wouldn’t support efforts to mimic California’s Master Plan. “There is general resistance to models from the U.S. as part of the resistance of the Americanization of the world, and resistance in education quarters to what is referred to as the Californiacation of education. People are hesitant when they think of anything coming from the U.S., whether it is good or not.”

In Hong Kong, said Adamson, a plan quite similar to California's three-tier system of UC, CSU, and the Community Colleges was recently implemented. "The Master Plan of 1960 is alive and kicking in Hong Kong," he said.

China is also embracing a global approach to higher education, although that country's deep connection to its historical culture has caused tension, Adamson said.

"China's been grappling with this since the gunboats appeared at the opium war: how can we keep the barbarians at the gate but learn their technology? They basically had a system which was: learn from the west their practical usage, but keep the Chinese essence," he said.

"This has not always worked totally in principle, but it's a question of who controls the agenda for higher education. Basically so long as the government is able to have some control over the curriculum, it can counterbalance the western influences and the western studies, with patriotism, the development of Chinese identity and so on. To date: so far, so good. They've maintained some kind of balance, but I think things will possibly push China a little further than it'll be able to resist. So I can see the influence of internationalization being much greater in the future in China than it is at the moment," Adamson said.

And China's higher education system is already ahead of California's in benefiting from an international strategy, he added. "This is an area which is lacking from the Master Plan; the emergence of Asian nations who have got an international perspective. China has changed from a domestic to an international model. They are looking for places to accept their students overseas for their main training and professional development," Adamson said.

A dramatic impact of China's international approach can be seen in the vastly improved language skills of Chinese students, he said. "The impact on language policy is the promotion of bilingualism. In China, every university student has to pass an entrance exam in English. We are producing in Asia students who are bilingual. If you are bilingual in a Chinese dialect and English, you are far more employable than someone who is monolingual in English alone."

Like their European counterparts, Adamson said, Asian educators see little value in master plans. "They don't last. Times change, things move on, rigid plans don't work," he said. "China has abandoned the idea of the long term plan. They've actually institutionalized muddling through," although he said Chinese officials gave their policy a more poetic title: "Crossing the river by groping for the stones."

But China had embraced differentiation of educational institutions long before the California Master Plan. "After 1949 it established clear divisions and work areas for different levels of institutions. It didn't always work; those at the bottom felt they had to copy those at the top so that they might one day be promoted to the higher ranks," Adamson said.



Australia, on the other hand, has moved away from government-imposed mission differentiation in higher education, with unwelcome results, according to Meek.

“In Australia we’ve chosen to go the exact opposite way in recent years from what you’ve done here. We’ve relied on market competition in a so-called unified national system of higher education to produce diversity, rather than direct government intervention and the formal maintenance of higher education boundaries.”

The Australian system, he said, “is one I would not suggest you copy.”

As a result of the prevailing political mood, the Australian government has refused to finance higher education with tax increases, opting instead to let the institutions set their own course and raise their own funds. The result, Meek said, hasn’t been the desired diversity, but instead a rather dreary uniformity, as all institutions seek to attract high-paying overseas students to fill their coffers.

“Of course all institutions want to get on the bandwagon. But overseas students aren’t interested in the broad range of courses. They’re interested in accounting, business finance types of courses in the main. So all institutions have all duplicated each other’s educational profile in those areas to get the overseas student market, while institutions have been prone to shed other things—classics, languages, because they’re not bringing in revenue,” Meek said.

“If all these are lost to the national grid, losing a lot of culture within the higher education sector, it becomes very difficult to recreate that in the future. So to leave it entirely to the market forces to bring about differentiation is not a wise idea. There’s strong evidence to show institutions operating in the same policy environment, competing with each other under the same rules and regulations, are more prone to copy each others’ profiles than they are to differentiate,” he said.

Although some Australians are pleased that universities have learned to largely fund themselves, there’s an underlying danger to that approach, Meek said.

“One of my fears is that as governments push our higher education institutions more in the direction of producing knowledge for direct economic short-term return, we’re in danger of actually killing the goose that lays the golden eggs—killing off that very academic environment or culture that actually makes that knowledge of both social and economic benefit,” he said.

El-Khawas said California, while unique in its size and diversity, would be well served to compare its higher education system with those in other places. But because of the rigid institutional boundaries of the Master Plan, California has generally failed to learn from others.

Virginia, for example, provides an interesting contrast, even though it is a much smaller state with a much smaller system of higher education. But, she said, it

offers its students an outstanding array of choices. “With 15 institutions, there is a tremendous degree of differentiation. The College of William and Mary is highly regarded, it’s well known. It’s quite different, however, from the University of Virginia. Virginia Tech is also strong, but it’s very different from the others. George Mason is also strong and distinctive, not at all like William and Mary or Virginia. It is well known for certain interdisciplinary programs such as in law and economics. Virginia has mission differentiation, but without the strong sense of hierarchy that California has,” El-Khawas said.

“It is my point that the Master Plan has given you some advantages, and it has also set some things in place too quickly. The new Master Plan now need not be the only basis for thinking about new initiatives for higher education in California,” El-Khawas said

“California is a large place but it tends to make comparisons within California: UCLA to Berkeley, CSU to UC. The comparisons are tremendously internal. And I wonder whether the Master Plan has helped foster that kind of interior look,” El-Khawas said.

By contrast, the Southern Regional Educational Board, a consortium of Southern states, provides constantly evolving information to its members, she said. “It has a vigorous program of benchmark data on the performance of the universities, the performance of the education system, in which year by year it issues information comparing states, to a regional average, to a U.S. average. It provides a planning benchmark for each one of the states in SREB, it provides a benchmark for serious policy discussions among the governors, among the legislatures in the southern states, but it’s a cross-state comparison constantly. I think that’s a healthy kind of comparison.”

By broadening their views to include more of the scope of higher education outside the state, California officials might improve their priorities for running their own system, El-Khawas concluded.

“We’ve let the economists develop policy for higher education far too long as we’re speaking about marketization, privatization, efficiency questions. Much more we need to talk about a social good being accomplished, much more we need to be talking about the actual needs of the students,” she said.

#### SUMMARY

Higher education in the rest of the world is passing California by, through increased internationalization, breaking down traditional governance structures, and in reducing its reliance on inflexible long-range planning.

THE WORK OF THE LEGISLATURE'S  
JOINT COMMITTEE TO DEVELOP A MASTER PLAN—  
PRESCHOOL THROUGH UNIVERSITY

The proposed Master Plan for preschool through university education breaks new ground by bringing common purpose to all segments of public education in California, and by focusing on learners rather than institutions, said a consultant to the legislative committee that produced the plan, and a veteran Sacramento journalist called it an impressive and radical document.

But an Assemblymember who served on that committee said the plan is fatally flawed because it brings government into pre-kindergarten schools, and a high-ranking California Community Colleges official said it doesn't deal meaningfully with key issues such as access and finance.

Analyzing the work product of the Legislature's Joint Committee to Develop a Master Plan for preschool through university at the 2002 Envisioning California Conference were the Committee's consultant, Charles Ratliff, Assemblymember Lynne Leach, R-Walnut Creek, Senior Advisor to the Chancellor of the Community Colleges Christopher Cabaldon, Sacramento Bee columnist Dan Weintraub, and State Superintendent of Public Instruction Delaine Eastin.

The session was moderated by CSU Executive Vice-Chancellor David Spence, and sponsored by Educational Testing Service. "I hope we don't junk this Master Plan. I think we have a good basis on which to build," Spence said.

Ratliff said the Committee had done innovative work in its efforts to break down barriers and unite all educational segments within a single comprehensive plan.

"This plan is different than anything we've done previously with the master planning for higher education on at least two levels," said Ratliff.

"In trying to fashion or envision a single education system from kindergarten through university; a deliberate attempt to try and break down a segmental approach, where we have four or five distinct segments of educational providers, each of which is constantly in competition with the other, very frequently for very limited resources. To begin to try and build a conception that we have a single system of educational providers which have a common customer called the learner.

"It engenders a responsibility for us to continuously talk with each other and collaborate with each other in an effort to try and make sure in this state at its publicly supported institutions, that we do the best job we possibly can to facilitate learning among Californians enrolled in public institutions," he said.

Unlike the 1960 Master Plan for Higher Education, which delineated the missions of the state's three higher education segments, the new Master Plan focuses all its attention on learners, Ratliff said.

"Part of the reasoning behind that is that a compelling rationale for supporting and using tax dollars to support public institutions is that there's an expected public benefit. The lion's share of that public benefit comes from learners coming out with a sense of knowledge and skills and what to do with that knowledge and what to do with that set of skills in real world circumstances. Unless we pay attention to what happens with learners, our education system is failing to provide the kind of public benefit that justifies the huge investment of taxpayer dollars," he said.

Ratliff said the Committee strove to break down the perception that an education can prepare a student for college or for work, but not both; and sought instead to produce a plan that offers a well-rounded education for all students.

"For those students who elect to participate in what we've traditionally known as vocational education, there should be a very distinct academic content explicitly acknowledged, and pursued in the instruction of those vocational courses. For those who teach academic preparation courses, there should be an explicit acknowledgement that students are expected to learn what to do with that knowledge in a real world circumstance. So you begin to blend this in an integrated approach where folks learn and strive to learn and identify that which is worth learning, and then know what to do with it once they've acquired a mastery of it," Ratliff said.

To that end he said, the plan outlines three specific goals: to prepare every learner for success at the next successive level of education; to provide for a successful transition to the work place; and to prepare the learner to be a successful member of a diverse society.

"The state stops short of trying to tell you or define how you ought to achieve them, that's the role of the professionals. But we think this is a clear statement of 'what,' that leaves fairly substantial degrees of freedom for professional judgment, but also brings with it the responsibility for accountability into decisions that you make on how you go about trying to achieve these three specific goals," Ratliff said.

The new plan retains the differing functions of the higher education segments and the 1960 admissions criteria, that the top eighth of California high school grads are eligible for UC, and the top third for CSU.

It calls for increased collaboration among the segments, such as increased upper division instruction at the community colleges and for expanding joint doctoral programs between UC and CSU.

The plan also proposes reconstituting the community colleges into a single statewide system, with high-ranking public officials such as the governor, lieutenant governor and Assembly Speaker serving on its board.

“We need to make sure that there is a symmetry in structure for all three systems such that they can begin to operate as peers and really begin to create conditions such that collaboration is a natural behavior, not a compliant behavior,” Ratliff said.

It also calls for an accountability system for higher education for all three segments, with voluntary compliance requested from private institutions.

“What the Joint Committee suggests is that the public’s concern about accountability and about common expectations for achievement shouldn’t differ simply because the focus moves from K-12 to the postsecondary sector,” he said.

The plan mandates a stronger transfer function between the community colleges and the universities, including a system of course articulation numbering and computerized records of articulation agreements. It proposes the creation of a transfer degree, which would assure that a student who completes the courses with the requisite grade point average would be guaranteed a transfer to a baccalaureate-offering institution.

It also calls for a more stable system of funding and distribution of costs between the state and the student, and calls for the awarding of financial aid on the basis of need, rather than merit.

“Remember, 88 percent of the world cannot get into UC. Two thirds of this state cannot get into the state university,” said Ratliff. “Merit is rewarded by admissions.”

The plan also calls for greater use of alternative facilities by colleges and universities such as high school campuses, libraries and museums; and calls for the tracking of long-range student performance, from kindergarten through postsecondary institutions, on a single data base.

Assemblymember Leach was one of two members of the Joint Committee who refused to sign off on the finished product. Its fatal flaw, she said was the expansion of government into pre-school and early childhood education.

“It makes sense to me to link higher education to K-12,” Leach said. “But in my opinion, this went far beyond the designated focus of kindergarten through higher education learners.”

Creating public pre-schools, she said, would cause more problems for K-12 schools and for higher education. “First you are diverting attention, and you are diverting hard to come by resources,” Leach said, estimating the cost at from \$2 billion to \$5 billion annually.

“Rather than focusing our funds on repairing and revitalizing K-12 we are now looking to divert those dollars away,” Leach said. It would also drain resources away from higher education’s efforts to produce teachers, business leaders and school counselors, she said.

“Here we go, creating a new bureaucracy,” she said. “I don’t think that is a good use or sound redirection of our dollars.”

Leach also complained about so-called “home rule” provisions in the plan, which would allow local sales tax measures on county ballots to fund schools. “This has been openly referred to in the press and on the street as an end run around Proposition 13,” she said. “Home rule would allow districts to band together and place a countywide sales tax on the ballot. Here larger urban districts could in some cases overwhelm smaller suburban districts and the taxpayers in same, who would end up paying a large portion of that tax bill.”

That could produce taxpayer anger and foment a tax revolt, crippling school funding still further, Leach said.

She also said the Joint Committee omitted from the plan working group recommendations to review collective bargaining and to improve workforce preparation.

Cabaldon likened the plan to a science-fiction movie because “it requires a huge amount of suspension of disbelief” in that it sets goals for social policy achievement that no one knows how to accomplish. “I’m willing to suspend disbelief actively,” he said.

But apparently not sufficiently enough to enthusiastically embrace the plan.

Acknowledging that planning is more difficult and complicated now than in 1960 because there is a much larger and more diverse array of stakeholders, organizations and interest groups demanding involvement, Cabaldon said that the plan actually breaks little new ground for higher education.

“I don’t think you can say that this plan succeeds at integrating the K-12 and higher education elements of master planning. Integration is more than stapling the two of our plans together,” he said.

“There really is no new ground broken in terms of finance in this plan,” he added.

“Whereas the plan makes very bold statements about K-12 finance—we’re going to finance high quality for every student—it stops and says, well, higher education’s a privilege and not a right and therefore we’re not really going to take responsibility for assuring quality opportunities for every student in California. I think that is a missed opportunity.”

The same is true on the issues of access and quality, Cabaldon said. “We don’t really deal in a meaningful way in this plan with how we’re going to accommodate Tidal Wave II, other than we’re going to be meaningful about it. We don’t deal in a serious way about quality in higher education and the state’s commitment and resolve to deal with quality.”

But he said the binding together of higher education with K-12 in the plan could have constructive, long-range implications. “That probably is an important initial condition for that kind of future integration to occur. I don’t want to minimize the important work that the joint committee has done in trying to at least draw us together and create the institutions and relationships, and break the boundaries down, that will allow us to engage those issues more seriously in the future,” Cabaldon said.

“If you lower the bar for what it is that we really expect out of a master plan in today’s modern context, this plan does meet that test,” he concluded. “It moves the ball down the field in a significant way without tackling some of the major challenges.”

Journalist Weintraub said he found much in the document that intrigued him.

“It struck me as a fairly radical document, there were a number of things in here that surprised me, and it kind of impressed me that a group as diverse as that which put this together could come to consensus on,” he said.

Most impressive, he said, was a recommendation to determine the cost of a high quality education and to use that cost to determine funding levels.

“To me that’s incredibly important. As a journalist covering that process, there’s always sort of an assumption that we need to spend more, and it’s hard to argue against that. But at the same time I find myself asking participants in that process, okay what if we gave you an extra 500 million or an extra billion dollars, what would you spend it on? You don’t always get very coherent answers to that question,” Weintraub said.

“There doesn’t seem to be a sense of, well, this is what a quality system looks like and given that, if we can agree on that, this is how much it would cost to provide it. Instead it’s just ‘we need three percent more or five percent more.’ From a consumer’s point of view that doesn’t seem to be enough of a rationale,” he added.

“I know it would be an incredibly divisive and difficult task to do. But I think if the state could establish what it actually is trying to accomplish, and how much it would cost to do that, I think that the citizens of this state would be much more willing to fund it. If you talk to most people out there, their impression of this whole debate is just that there’s one group that’s always asking for more and there’s other people who are saying they don’t need it. But there’s very little discussion of what we actually would accomplish with that money,” Weintraub said.

Weintraub said he also liked proposals to centralize the community colleges, and to bring more accountability to higher education.

Superintendent Eastin said the Joint Committee’s proposals were generally sound, but said that with or without a Master Plan, the state continues to badly underfund all segments of public education.

“With what we know about the new economy, what we know about the world which we live in, what we know about the diversity of the society and the need to teach kids not only how to be great workers but how to be great neighbors and citizens, how to care about one another, that cries for a Master Plan that really does ensure adequate funding for kids and adequate funding for adults at a much higher level than we have in this state today,” she said.

Eastin advocated closer ties among all of the state’s educational segments. “We have got to find a way not to fight between and among ourselves. We’ve got to put every segment of higher education together with K-12 and pre-kindergarten and make sure that we all fight together as a team,” she said.

But she faulted the plan for failing to seek to broaden admissions to the universities. “The most timid thing in here is not calling for increasing the percentage of students that we’re preparing for UC and CSU. It was one thing in 1960 to say it ought to be 12 ½ percent and it ought to be 33 1/3 percent because in those days not everybody had to have postsecondary training. We ought to be having a conversation about what we do to get more students into our community colleges, yes, but also into CSU and UC. We’ve been timid in terms of supporting all those systems,” Eastin said.

Moderator Spence said the proposed Master Plan strikes a good balance between maintaining the separate missions of the segments, which has served the state well, while calling for more collaboration among them. “The strength of this Master Plan has been in the clear missions, and they have built some boundaries, and that makes what we need to do in the next 10, 20 years even more difficult, and that is connect things better if we’re going to meet some very important state needs,” he said.

California faces societal needs in the immediate future that no single segment can address, Spence said. “We need to make sure those needs are met and we have a system and a structure that will address those. To really get it done we need cooperation.”

#### SUMMARY

The proposed 2002 Master Plan seeks to break down barriers between California’s education segments and switch the focus from institutions to learners. While acknowledging the important and difficult work of the committee, critics voiced some disappointment about the plan’s failure to consider more radical approaches to growth, access, finance, and governance.



## LEADERSHIP IN HIGHER EDUCATION

Great leaders in higher education must bring a mix of personal qualities, values, skills, training, and thick skin to their jobs to best serve their institutions and their students, panelists discussing leadership in higher education said at the 2002 Envisioning California Conference.

Describing their views of what makes successful educational leaders were San Diego Mesa College President Constance Carroll; CSU Northridge President Jolene Koester, former college president and now State Senator Jack Scott, D-Pasadena; and Bill Proctor of the Florida Council for Educational Policy Research and Improvement. Robert Moore, interim Executive Director of the California Postsecondary Education Commission, was the moderator.

Moore said leadership might be the most important issue facing higher education, and indeed, society. “For it truly matters not what structures we have, what policies we have, what procedures we have, or any of the other things that we have, including resources, if we do not have the leaders to effectively set out a vision, utilize the resources, make sure that we’re on task toward achieving the goals that we set out,” he said.

Carroll cited 12 categories and characteristics for leadership developed by the Community College Leadership Development Initiative: personal qualities; communication skills; nurturing ability; the ability to cultivate leaders; an understanding of institutional culture; managing internal functions of the university; planning and organizational decision making; ethics; education, teaching and learning skills; recognizing and valuing diversity; dealing with the local environment including politics, economics and the media; and an understanding of the history and mission of the institution.

“First, personal qualities,” she said. “Not everyone is cut out to be a leader but certainly the successful community college leader is someone who understands fully his or her strengths and weaknesses, limits, and abilities,” Carroll said.

“Next, communication skills and working with individuals and groups. These characteristics are absolutely necessary because we’re operating in a shared governance environment. The ability to interact, know, work, respect and nurture people are key elements in the success of a leader both on the individual level and also in groups.”

Cultivating leadership is a step beyond hiring and promoting, she said. “Often leaders think of themselves as hiring, promoting them from within or hiring them from without. But very few view it as the leader’s responsibility to cultivate leaders. That is one of the characteristics of the leader in the modern environment, particularly with the vacancies and turnover we are experiencing.”

Leaders must avoid preconceived notions about institutional culture and learn to understand, integrate and shape it, Carroll said.

An understanding of the mission of higher education, especially at the community college level, is crucial she said. “We are the first experiment in egalitarian higher education,” she said. “One of the greatest challenges for us as educators in California is the sheer size, the magnitude of the state and the complexity of the systems,” she said.

“The practices all begin with the sense of will and enthusiasm, and I think, growing in the state of California, is exactly that. It is really quite heartening to see that people of goodwill are bringing their resources to bear to make a difference,” Carroll said.

Koester said she leads at CSU Northridge by focusing on four specific priorities: improving private fundraising, strengthening the university’s connections internally and within the community, making the campus more user friendly, and improving graduation rates.

“Those four priorities guide my time and my energy as well as the team of individuals who work with me. We have made ourselves publicly accountable for those priorities. They give us focus. They give me a grounding, and it gives those who work with me a real sense of what it is that they too need to focus on,” she said.

She said she addresses those priorities by adhering to a specific set of values. “My personal values as well as my values in terms of the role of higher education and the role of university administrators in the light of the institution,” Koester said.

“So for me the values that drive what it is I do include fairness and respect for other people, a real joy and celebration of diversity and difference, a real belief that there are different ways to learn, and a very strong and fundamental belief in access to higher education,” she said.

“I also believe in collaboration in doing the work of the university, I may be the president and I am responsible but I don’t always have the right or correct answer. So the leadership of California State University Northridge is a collaborative one. I expect people to disagree with me. I expect to be able to disagree with those that I work with and not have them be nervous or upset. Collaboration is a difficult value to create within a group of people but it’s one that I believe firmly in,” Koester said.

Finally, she said, she’s always conscious of the tone and symbolic aspects of the job. “The leader sets the tone for the way in which leadership is enacted throughout the institution,” she said. “One’s tone needs to be consistent. You can’t have a public face and a private face. You are the university’s President; there really is no private space.

The symbolism of the president’s presence is also to me a surprise. It isn’t who I am, it is the role that I am serving in that is so important,” she added.

“For me leadership is tone, symbolism, values, priorities, and dealing directly with the special and unique issues that you face as a leader,” she said.

Proctor compared and contrasted higher education systems in Florida and California, concluding that they have common leadership needs despite their differences.

“I don’t think education is much different from other organizations. We have people, we have openings, and we try to move people into those openings, and we find out if they don’t get the proper training to be managers and leaders, it creates disasters for them,” he said.

People are more important than structure, Proctor added, because the best colleges and universities may not be structured similarly, but they all have strong leaders. “The structure doesn’t matter. They all have different structures. Structure is not the issue, the leadership in those states is the issue.”

Leaders should build a competent and effective staff, and set out to earn their loyalty, he said. “Create a very positive work environment. If you build loyalty in a positive work environment your people can make you look extremely good,” he said.

He added that effective leaders should strive to be strong communicators, should “wander around,” be honest on the issues, and use data to support their decisions.

Scott, the former president of Cypress College and Pasadena City College, said training is the key to effective leadership, and said California is now falling short in that area.

“When you look at the success of any organization, surely it takes a lot of people to make an organization a success, but one absolutely essential ingredient is an effective leader. It’s always true, whether you look in the corporate world, in the military, or wherever you turn, time and time again, you look and you see that often an institution is the shadow of a dynamic leader,” Scott said.

“I believe that in order for there to be good leadership there has to be good training for leaders,” he said. “But often we look over into the field of education, and sometimes, leadership is just happenstance.” Scott called leading a community college in California an enormously challenging undertaking requiring a complex mix of skills, including organizational ability, scheduling, budgeting, personnel, and knowledge of the Education Code. But college administrators often come from teaching backgrounds with little experience in management, he said.

“It’s kind of a sink or swim thing, they’re trying to pick something up, they’re trying to learn as they go,” Scott said. “We are really hit and miss in terms of training.”

A result, he said, is that the tenure of community College presidents has grown steadily shorter over the past 20 years because inadequately trained presidents become discouraged and feel unappreciated. “There are two things we shouldn’t go into if we expect a lot of appreciation, that’s parenting and administration,” Scott said.

“In education, just like anything, there are great opportunities for leadership, but we’re not doing the job in terms of training leaders,” he added.

Moderator Moore said the key to effective leadership is ensuring that the college or university is serving the student, not itself. “If we can translate that across the boundaries in education in California, we will make progress and it will be the result of leaders,” he said.

#### SUMMARY

Effective leaders in higher education are driven by a mix of personal values, a clear sense of priorities, and effective training. Leadership is becoming more crucial for quality higher education, but California now has a hit-and-miss record in some of those areas.

## LEARNERS AND THE CALIFORNIA DREAM: THE PROMISE OF TECHNOLOGY

California should be making a greater effort to make use of new technology to improve the quality of higher education, according to the executive director of a foundation organized for that purpose.

Through technology, California could now be taking steps to more effectively prepare its students to deal with the growing economy of the Pacific Rim, and to profit from California's entertainment industry, said Milton Chen, Executive Director of the George Lucas Educational Foundation.

"California has always been a state that thought big; of realizing the American dream and the California Dream," he said. "With technology in this state, we have an opportunity to realize a whole new dream for our learners."

Chen was keynote speaker at California State University, Sacramento's 2002 Envisioning California Conference, which analyzed California's Master Plan for Higher Education entering the 21st century. His organization was founded by the famed film director and producer George Lucas, best known for the Star Wars series, in an effort to make students more inspired and excited about learning. Lucas, Chen said, stumbled into his chosen field almost by accident, and sought to make similar opportunities more readily available to other students.

"If we could ignite that spark in kids much earlier, I think it would lead to a much better K-12 system and less of a need to remediate students who are entering the higher education system," Chen said.

Chen said several innovative steps are underway throughout the nation to bring this about, and called on California educators to take similar steps. Among those he cited were: greater emphasis on foreign languages and cultures; breaking lectures up into brief segments, and allowing students the opportunity to respond and interact electronically to the lesson; making teaching more visual, and using multi-media approaches including film, video and web sites; using students to help instructors find the best technology or internet resources for a specific subject matter; forging closer links between higher education and the K-12 system, especially in training K-12 teachers; and creating a college-like experience for high school students, which would offer a high school diploma and Associate of Arts degree, and more effectively prepare them for higher education.

Chen said these steps would make California's students better able to respond to the evolving international economy. "If we are really to take advantage of opportunities in China, in Asia, and on the Pacific Rim, we need to do a much better job of educating ourselves and our students about the culture and the languages of these countries."

Students able to communicate in Chinese, Japanese or Korean, he said, “have much better career prospects for doing the kind of global trade, education and diplomacy over the next few generations. We could be doing a much better job taking advantage of these opportunities.”

California is also failing to capitalize on an opportunity closer to home, the entertainment industry, Chen said. “We do not have enough colleges and universities providing this kind of education for these very exciting, well-paying jobs in this state,” he said.

He termed today’s entertainment industry a mix of art and technology, with technological knowledge necessary across the board in television, film and music.

Chen said today’s high school students, heading for higher education in the near future, will arrive at college campuses as the most computer-savvy bunch of students ever, and will need instruction reflecting that fact. “We need to be finding new and better ways to accommodate the skills they already have,” he said.

#### SUMMARY

California should make greater efforts to use technology to prepare its students for success in a rapidly evolving technological economy.

## UNIVERSITY AS LITERATURE

As Terry Beers, Director of Santa Clara University's California Legacy Project was pondering his upcoming role as moderator of a panel addressing the university as it's portrayed in literature, a colleague advised him to seek out a specialist in academic literary fiction.

That suggestion proved to be an unwitting stumble into what would be a primary focus of the panel's discussion—the inward-looking self-absorption of academia, which makes it such fertile ground for biting satire. Find an expert to look inward to analyze the meaning of academic fiction, which satirizes academia's inwardness and self-absorption.

"I wondered who that person could be," Beers recalled. "Are we so inward-looking that we're going to have specialists in academic fiction? I'm trying to imagine what the job description of that person would be. That particular remark, in itself, was encapsulating all the parody and satire of what we've been talking about today."

Beers relayed that anecdote at the "University as Literature" panel at California State, Sacramento's 2002 Envisioning California Conference. Joining him on the panel were Susan Shillinglaw, Director of San Jose State's Center for Steinbeck Studies; and Richard Osberg, Chair of the English Department at Santa Clara University.

In about 90 minutes, they referred to and quoted a handful of favorite novels and characters from academic fiction: *My Life and Hard Times* by James Thurber; *Pnin* by Vladimir Nabokov; *Such, Such Were the Joys* by George Orwell; *Tom Brown's Schooldays* by Thomas Hughes; *Straight Man* by Richard Russo; *Moo* by Jane Smiley; *The Pooh Perplex and Postmodern Pooh* by Frederick Crews; *Changing Places, Small World, Nice Work, and Thinks* by David Lodge; *Handmaid of Desire* by John L'Heureux; *Lucky Jim* by Kingsley Amis; *Death in Holy Orders* by P.D. James; *As She Climbed Across the Table* by Jonathan Lethem; *Blue Angel* by Francine Prose; and *The Lecturer's Tale* by James Hynes.

Russo's *Straight Man*, about the funny and frustrating life of middle-aged, angst-ridden English professor Hank Devereaux, got the most references and the biggest laughs.

The panelists agreed that the simplest and most logical explanation for why college campuses make such good settings for fiction is because of all the bizarre and unlikely things, events and people that actually exist on them.

"Academic satire really is impossible," said Osberg. "It's not a genre; it doesn't exist, because it can't be as improbable or as comic as the thing itself. The academic community is in a continual state of unintentional and unreflective self-parody."

Added Shillinglaw: “One of the virtues and one of the appeals of academic fiction is that you can satirize social values. So you can look at the university as a kind of microcosm of issues in the larger society.”

She noted that early 20th century works about colleges tended to focus on the adventures of individual students. But since World War II, the writers’ emphasis has shifted to the institutions themselves, and the tone has grown disgruntled and satirical. “There’s usually a vague sort of dissatisfaction with the dominant culture and their place in it,” Shillinglaw said.

As more writers attended college after World War II, it followed that more writers started writing about college, she said. What they found was a type of class system that made for compelling stories. “Academe is a perfect subject for fiction because it does have a kind of hierarchical structure so it creates a class system: presidents, provosts, deans, and then professors and students at the bottom. So most academic novels look at the kind of conflicts that occur within this class society,” she said.

“Plots obviously depend on conflict,” she continued. “There’s a lot of conflict in a university. Its very core is the classroom where you have absolute freedom to do what you want. Therefore you have all these independent units, these cells, making up a university, and of course, there’s inevitable conflict when these independent bodies clash.”

The freedom of thought encouraged on college campuses creates fertile ground for the eccentric characters that make for entertaining reading, she added. “Most of these novels are satiric, witty, irreverent, outrageous,” Shillinglaw said. “The freedom to create these outrageous characters is one of the appeals of academic fiction. They are clever, satiric, self-deprecating, and they’re a perfect lens to look at, and take potshots at anything that occurs in the university.”

Characters like Russo’s Hank Devereaux or Amis’ Lucky Jim wouldn’t be believable in other settings, she said. “Traditionally, academia tolerates eccentrics. The whole sense of the ivory tower, the sense that it is removed from the real world, that if you teach you’re not really a part of the real world. That’s both good and bad because it tolerates people who probably wouldn’t function elsewhere. That has its virtues and its problems.”

Osberg cited some strange and amusing real-life college events to illustrate why college is so easy to satirize: a Michigan professor who defends the vandalism of great art works as art itself; an article intended as an obvious satire of academic wordiness that was mistaken for a legitimate essay and printed as such in an academic journal; a wallowing slow-moving academic committee with the acronym BOGS; and an award named for a sociologist, for students in the sometimes derided subject of sociology, called the Shallow Award.

“It’s hard to imagine academic satire as even possible when real faculty are claiming that doodling a mustache on the Mona Lisa, or taking a sledge hammer to Michelangelo’s Pieta, should be viewed as high art,” he said.



Osberg noted that in many academic novels campus geography figures prominently in the story, with either an unfillable void or an all-powerful or all-consuming structure (often resembling male or female genitalia) or other object (notably, a pig being studied to see how big it can get if it eats constantly, in Smiley's *Moo*), at the center. The geography is a metaphor for the inevitable and perhaps self-destructive inward drift and self-focus that plague the novels' characters, he said.

"It's precisely the dim drift inward, the gossip, rumors, promotion, personalities, it's the hermetic character, the inward-dwelling, navel-gazingness of the academic world. Not so much the ivory tower model, but the complete self-absorption that makes academe a contained, often smug, and envy-driven place," Osberg said.

Beers concluded that places of higher education are such inviting targets for satirical literature because higher education is such an inexact science, and its problems are more interesting than the solutions.

"Nobody has been able to show what method absolutely works best to teach young men and women about themselves and their culture," he said. "The real money, the grants, the best-sellers, the talk show appearances, comes from loudly defining a new educational problem, while solutions are boring, complicated, and often ineffective."

#### SUMMARY

Academe is fertile ground for literary fiction because campuses tolerate, and often encourage, the types of conflict and freedom of thought that translate into entertaining reading.

## GOVERNANCE: PROMISES AND REALITIES OF SHARED GOVERNANCE

Even if they make the process slower and less efficient and are often seen as obstacles to change, faculty play a vital role in governance at colleges and universities in California, and must be included in the process, panelists from all of California's higher education segments agreed at the 2002 Envisioning California Conference.

Addressing the topic of "shared governance," the role faculty plays in running a college or university, were Gayle Binion, Chair of the University of California Systemwide Academic Senate; Jacquelyn Kegley, Chair of the California State University Academic Senate; Linda Collins, former Chair of the Academic Senate of the Community Colleges; and William Tierney, Director of the Center for Higher Education Policy Analysis at the University of Southern California. CSUS Professor of Public Policy & Administration Cristy Jensen served as moderator.

Jensen said the governance debate affects everything else colleges and universities do. "Everything from strengthening transfer, to adopting technology, assessing learning outcomes in the accountability mode, facilitating graduation, preparing teachers, all of the major challenges are linked back to the role of faculty in the curriculum and related academic policies," she said.

It can be a touchy debate, because administrators and faculty members often view each other as the primary roadblock to solving campus problems, she added.

"In the current political environment, characterized both by increased pressures for accountability in a public setting and scarce resources, faculty are often seen in the shared governance process as potential partners, maybe loyal opposition, or obstacles. Administrators sometimes see faculty and the shared governance process as a minefield to be carefully strategized over," she said. "And I think faculty on the other extreme sometimes see the issues as manufactured or manipulated crises, as an opportunity to compromise the integrity and quality of education."

Tierney said he views the tension between administrators and faculty as something positive, which can push institutions of higher education forward.

"I want us to move away from a sense of sort of cozy consensus. I think that is sort of a myth that has run throughout academe in the last generation, that, really we're all in this together and we all need to see things the same way. I don't believe that. I'm much more for the idea of creative conflict. I do try to think of trustees and faculty and administrators and deans having competing conceptions of reality. But having said that, it doesn't mean that you're my enemy. It means that we have different perceptions of how we deal with a particular problem."

Tierney researched attitudes about shared governance by surveying 3,500 individuals at 750 institutions, and found overwhelming agreement that shared governance is important and necessary, but a lack of consensus on how to implement it, aside from a belief in the need for trust and communication among the parties.

“People agree that shared governance is important, they just don’t know what it means,” he said. “How do we create communities of difference, competing conceptions of reality, different kinds of people, and at the same time trust one another? How do we bridge those gaps? How do faculty and administrators work with one another?”

He added that the greatest obstacles to faculty participation in governance are apathy, lack of communication and trust, unions and collective bargaining, and high turnover rates among both administrators and faculty.

Binion likened the concept of shared governance to the composition of a marble cake. “You put it in the pan in layers, and then you swirl it with the knife, and I think that’s probably not a bad way to look at shared governance at the University of California,” she said, noting three distinct “layers” of governance: the Board of Regents, the President, and the faculty. “The governance structure has these layers and then when you put them all together, you swirl them.”

At UC, she said, the faculty play a key role, through the Academic Senate, in advising the President and the Regents. Two members of the faculty serve as non-voting members of the Regents, she said.

At times, Binion said, the arrangement has led to stormy disputes. Faculty have vehemently protested such Regents’ actions as the requiring of a loyalty oath in 1949, Governor Ronald Reagan’s firing of revered University President Clark Kerr in 1967, and 1990s debates about racial preferences and affirmative action. But in spite of those fireworks, the system usually works constructively, she said.

“It gives us an opportunity, not only to be formally at the table with the Board of Regents, but it provides an opportunity as well for informal interaction, which is really important, because our Regents are in many cases new to the board, and need the advice of the faculty as to how the academic side of the university functions. Generally it works very well,” she said. Additionally, the university administrators serve as consultants to the Academic Senate’s various committees, Binion said.

While faculty are often perceived as slow to respond to an issue, she said, it isn’t the result of inaction.

“It isn’t that we take our time responding; we have incredible back and forth among a wide variety of constituencies. It’s not the faculty against the administration. It is typically a wide variety of faculty committees, a variety of different administrators.

Most policies today require the kind of complexity of thinking where you're going back and forth among groups and that's what takes the time. It's not that faculty get it in our hands and we sit on it. It's that it goes back and forth and around in a circle. But in most of these policies, they come out the better for it. When you see the final policy more often than not it has benefited from a lot of cooks in the broth," Binion said.

Kegley said the issue of governance is paramount because it is closely tied to academic freedom. "It reasserts the role of the faculty as the determining factor in decisions affecting academic matters, whether its curriculum or whatever," she said.

Additionally, shared governance results in a sense of constructive inclusiveness, she said. "Inclusiveness of voices, allowing all voices in the university to be able to be heard. They may not get a vote, but I think it's important having students on academic senates, having staff, administrators, faculty there, so different perspectives and voices can be shared in an atmosphere of trust and interchange of ideas."

Kegley added that shared governance embodies the ideals educators hope to imbue in their students. "Among those: free and unfettered inquiry into search for truth and solutions, collecting data and researching and having evidence on which to base your judgments, the value of inclusion of a full range of voices and perspectives to address the issue, and the development and use of a standard of judgment," she said.

The logical extension of shared governance, she added, is increased collaboration among California's higher education segments. "Collaboration can work and we can all work together, because shared governance is not just about faculty governance, it's about governing the whole university, and allowing the voices of the university to take part in problem solving. I think the ideal in the future is for much more collaboration, much more intersegmental work, as well as strengthening shared governments within each of the segments and on each campus," Kegley said.

Collins said shared governance takes the natural tension between administrators and faculty and puts it to constructive use. "There's a kind of inherent creative tension in governance if it's working well. The thing that's good about it being shared is, then that creative tension comes out in the open. There's a structured process to discuss it.

When its underground it's still there, it's just fought with different rules. But when it's open, I think shared governance ensures that not only the legal and fiscal concerns are heard, but they're wedded to a structure that ensures that professional concerns, educational standards, and learning, are central to college decision making," she said.

Faculty are often conceived as obstacles to change, she acknowledged, but that's because they are by nature analytical and deliberative. "It's not resistance to any and all ideas. In fact, it's resistance in the name of examining ideas so that we know how to properly move the institution forward, and I think faculty are well equipped to do that. That's part of their job. They need to do that in their courses, they need to do that with their students, and they need to do that in the deliberation process of governance," Collins said.

"Should it be endless? No. Do sometimes faculty go too slowly? Yes. Do sometimes administrators go too slowly or resist when faculty have new ideas? Yes. Hopefully in that marriage, when it works well, we'll sort out what really is appropriate and also what is affordable at this moment, and do something that moves the institution forward in the name of really helping students," she added.

Collins credited shared governance with energizing community colleges at a time when ever tighter funding squeezes are making the colleges' mission more difficult. Curriculum development in particular, she said, has undergone a "dizzying array of changes."

Ultimately, Collins said, "Shared governance is about having vitally engaged, energized, excited, and effectively responsible faculty members. Our students deserve to be in institutions of higher education every bit as serious as those of our four-year partners and shared governance is at the heart and at the hub of that effort."

Moderator Jensen concluded that shared governance works when administrators and faculty each make efforts to work constructively. "Within that debate about shared governance, it's imperative that we build those relationships and build upon the strengths so that we can truly be partners in meeting these challenges," she said.

#### SUMMARY

Governance policies affect everything colleges and universities do. Faculty make necessary contributions to governance, even though they are often perceived as bogging the process down and are seen as obstacles to constructive changes.

## FROM "VOCATIONAL EDUCATION" TO "WORKFORCE PREPARATON"

Even as the demand for workers with various specific job skills has skyrocketed while California's economy has evolved, the state is failing dismally to properly educate students to become successful at those jobs, panelists on that subject at California State University, Sacramento's 2002 Envisioning California Conference agreed.

The four panelists were unanimous in their conclusion that education in California is weighted far too heavily toward elite college-oriented academics, at the expense of non-college-bound students who should be learning the skills they need to find jobs, but aren't. Furthermore, they agreed that there is little cause for optimism about things improving, and that the revised 2002 Master Plan for Education utterly fails to address the problem.

As a result, the panelists concluded, good jobs are going unfilled and people are remaining unemployed because of the lack of meaningful vocational training.

Tackling the issues of "vocational education" and "workforce training" were CSUS Professor Duane Campbell; Robert Johnson, Executive Director of the California Association of Private Postsecondary Schools; Tom Kilijanek, a consultant with ACT, Inc., who works with employers and colleges and universities; and Sacramento Bee columnist Dan Walters. Gwyneth Tracy, strategic planner for the California Community Colleges, moderated the session.

"It is so stupid," concluded an angry Walters. "The bottom line of all this is really a disconnect, and making policy based on fantasies and suppositions and polling data and political pressures, rather than the reality of our economy, where employers are crying out for auto mechanics. Employers are putting limits on the amount of work they can do in their shops because they can't get mechanics, they can't get roofers, they can't get electricians. Think how stupid that really is, how stupid it is to have a third of the kids dropping out of high school, and a crying need for people to work in blue-collar trades, at good, honest high-paying work," he said.

"Why do we tolerate political and public policies that are totally out of sync with reality, that defy rationality, and sentence thousands of kids to lives without meaningful careers?" Walters asked. "It's one of the dumbest, if not the dumbest thing we could possibly do in this state."

Walters said that educational and political leaders in California have become completely out of touch with reality, while most parents wrongly view vocational education as something undesirable and unworthy of their children, and students don't perceive it as important. Furthermore, he said, policy is made by college-educated officials who are chosen by an electorate that is disproportionately white, affluent, and college-educated, who value academic degrees more than job skills.

The dearth of badly needed vocational education in California reflects that bias, he said.

He said vocational education is wrongly viewed as “a pain in the ass” by all the parties—politicians, educators, parents and students; and he chastised California employers for not lobbying fervently enough on its behalf.

Walters blasted the 2002 Master Plan update for failing to address the need for vocational education. “That is proof positive of the rank prejudice and discrimination and negative tracking that is ingrained in the educational establishment and the political establishment in this state,” he said.

Campbell, a professor of bilingual multicultural education, helped produce a “workforce preparation and business linkages” report for the Legislature’s Joint Committee on the Master Plan, recommending a much heavier emphasis on workforce preparation as part of a California education. But the report’s recommendations are not reflected in the Master Plan, he said.

“It was basically ignored,” he said. “There’s no real proposal to change the current system that is failing, substantially failing, the kids who are not heading to college. Kids who are not heading to college in California at present have a dysfunctional system and there’s no proposal to change that.”

A result of that, Campbell said, is that American businesses are recruiting workers from foreign countries. “We don’t have people who can do our computer tech stuff. Instead, we want to change our immigration laws and bring a whole bunch of people from Pakistan and India, because we refuse to improve the schools. We should be preparing those students here.”

Campbell said the flaws in California’s education policies stem from the fact they are made largely by academicians who think everyone else should have precisely the same education they received, a notion he called “dramatically dysfunctional” and which reveals an “arrogance” that prevents improvements in the schools. He said that arrogance is reflected in the lack of workforce preparation in the 2002 Master Plan.

For example, he cited policies to increase algebra instruction, which stem from studies showing students who do well in algebra tend to be more successful in college. While that may be true and valid for those students seeking college-level math skills, he said, the fact is that most students won’t need algebra in their careers, and would be better served if they were instead learning valuable job skills.

Campbell said he envisions a school day for non-college bound students, which would combine three hours of basic academics with technology training, career preparation and exploration, and paid job internships.

“Here’s what high school would be like if you did this: the 25 percent least motivated kids in school, the most alienated kids in school, wouldn’t be there

half the day. That would revolutionize education,” he said. Instead, those students would be receiving instruction which made sense to them, and because of their paid internships, would be more motivated to receive an education, Campbell said.

“You teach these kids advanced technology and they’re going to do better than a lot of these college kids are going to do because they’ve got a real world in front of them,” he said.

Campbell denounced California’s current system for failing to consider such innovations. “The current refusal to deal with the decline and cutting back of workforce preparation is a major, major failure of our system, and it particularly affects black, Latino and poor white kids. That is a definition of institutionalized racism, a system that continues to hurt one group of people disproportionately.”

Kilijanek, a consultant on education and employment, said his experiences demonstrate a huge disconnect between educational policy, and the needs of employers and workers in California. Specifically, he said, employers should be involved when educational policy is made, and they’re not.

“We have an educational system today that is not in sync with the reality of the economy as it exists today; specifically, the reality of jobs and occupations as they exist in our economy. There’s a disconnect between traditional educational paradigm and employers, who represent what’s going on in our economy,” he said.

When Kilijanek asked if there were any employers attending the panel session, no one spoke up. “Why is that important? Well, they’re the ones who have the jobs,” he answered himself. “Let’s have some employers in the room.”

The problem, he said, stems from decisions made by policy makers from the baby boom generation, who grew up hearing that college was the only sure key to success. “The dilemma is, that is not working any more,” Kilijanek said.

Educators and employers don’t even speak the same language, he said. “We don’t have a common understanding of what the needs are with jobs and occupations in our economy, that is meaningful for employers, meaningful for educational training entities, and meaningful for individual students.”

An example of that failure, he said, is the traditional “bell curve” rating system that judges students based on how they compare with their classmates. “Let’s tell those who do not succeed in traditional educational circles, forget about how you compare to anyone else. Let’s compare you to what’s needed in jobs and occupations that exist in the workforce.

“And who should set those standards? Employers, not educators,” he continued. “Let me tell you what’s meaningful for employers—and I tend to be very crass about this—what they are really interested in is next quarter’s earnings. So they want data that they can use to make decisions that affect the productivity of their companies.”



Kilijanek defined that as “very, very clear indicators of how that student compares to the job or occupation, career cluster, career path or whatever you want to call it. How their current skills compare to the future they want to go into.”

Johnson, who heads the association of private trade and career schools, said his members from the private sector are helping to fill the needs not being addressed by public schools and colleges. He said there are 3,000 such schools in California producing 200,000 graduates a year.

“They are essentially created by the owners to cater to a work force need,” he said, noting that most of the schools are within two fields: allied health and information technology.

Johnson said most of the schools do not use trained professional educators. “We tend to go into the fields we’re training in, and hire people out of those fields who possess the latest knowledge,” he said.

He added that his association’s schools are teaching skills to students who have not been served well by public education, and who are disproportionately female and nonwhite.

“In order to be competitive in today’s market you have to have specific skills. It’s important to have general skills, but often what will get that career going is knowing how to do a specific thing,” Johnson said. “Our sector is focused on that.”

#### SUMMARY

California is failing to educate non-college bound students in a way that will provide them with the vocational skills they need to get and hold good jobs, because of an elitist bias that favors college-oriented academics over meaningful job training. The proposed 2002 Master Plan offers no solutions.

ON THE DURABILITY OF  
THE MASTER PLAN IN THE 21ST CENTURY, OR  
“IF IT’S BREAKING, WHY ISN’T ANYONE FIXING IT?”

*by Nancy Shulock*

INTRODUCTION

We planned this conference to examine whether the Master Plan for Higher Education, which was hailed in 1960 as an enlightened and visionary strategy for the challenges of its time, is still viable today given all that has changed since then. The issues raised at the conference gave considerable cause for concern about the capacity of entrenched governance approaches to deal with contemporary problems. For example, we learned, among other things, that:

- California has no plan for accommodating the enrollment growth that constitutes “Tidal Wave II”;
- the Master Plan fosters more attention to maintaining distinctions among the segments than to cooperation among them that would better serve students;
- the transfer process between community colleges and four-year universities is cumbersome and problematic for students;
- statewide coordination of higher education is inadequate;
- alignment between K-12 and higher education is poor;
- unacceptable differences in educational achievement persist across ethnic/racial groups;
- accountability for the outcomes of higher education is largely absent; and
- the California Master Plan is no longer seen as a model for higher education governance in many states and countries.

It should not be surprising that the structures put in place in 1960 are overwhelmed by today’s issues. The requirements of a higher education enterprise are fundamentally different today. In 1960 our public colleges and universities served a small and homogeneous portion of the young adult population. Today’s public colleges and universities must serve a large and diverse population of students whose demographic characteristics and attendance patterns are profoundly different than in 1960. And they must do so within a more competitive environment—both with respect to other postsecondary institutions and other demands on public resources. The political will and public dollar that funded the Master Plan expansion of the 1960s and 1970s are not as plentiful for today’s higher education challenges.

What is surprising, however, is that most of the problems and most of the criticisms of the Master Plan that were voiced at our conference have been heard consistently for 30 years. So, rather than ask whether the changes of the last 40 years have strained the Master Plan beyond its capacity, the more salient question facing Californians who worry about the ability of the state to effectively educate its people is:

Why has the original Master Plan for Higher Education successfully withstood repeated challenges to its assumptions and values as the world around it has changed fundamentally, and what kinds of threshold changes will be required in order for a new approach to higher education planning to take hold?

Before I present my theory of the Master Plan's durability, let me illustrate the concerns that have been raised over the years. Let me also observe that the fundamental feature of the Master Plan was the formalization of three separate segments of higher education (University of California, the State Colleges—now the California State University, and the California Community Colleges) with carefully differentiated missions and admissions criteria. Eligibility was limited to the top 1/8 and top 1/3 of high school class rank for UC and CSU, respectively, and for the community colleges to “all who could benefit.” This structure was envisioned as an efficient means to accomplish the fundamental commitment of access to all who could benefit.

The Master Plan envisioned that the community colleges would provide the first two years of baccalaureate education to the majority of college-bound students and therefore required the four-year institutions to reduce their proportions of lower division students and increase the proportion of upper division transfers from the community colleges. Based on 15-year enrollment growth projections, the Master Plan “redirected” an estimated 50,000 lower division students from the four-year institutions to the community colleges with the promise of transfer. The Master Plan assigned the UC exclusive right to award the doctorate and other professional degrees and gave CSU the authority to award baccalaureate and masters degrees. CSU could award the doctorate only jointly with the UC. At the time, this strict differentiation of mission was unique to state governance of higher education and was seen as necessary to promote orderly growth and reduce wasteful competition among institutions (more on this later).

#### REVIEWS AND CRITIQUES OF THE MASTER PLAN

Formal legislatively-sponsored reviews of the Master Plan were completed in 1973, 1987, 1989, 1993, and 2002. In addition, analytical reports on the condition of California higher education in the context of the Master Plan were prepared by the UC Berkeley Center for Studies in Higher Education (1992), the California

Higher Education Policy Center (1995 and 1996), RAND (1997), California Citizens Commission on Higher Education (1998), the California Education Roundtable (1998), and the National Center for Public Policy and Higher Education (1998).<sup>1</sup> A review of these many documents reveals a constant appeal for changes to the Master Plan, ranging from incremental to radical, to improve its capacity to address more comprehensively the state's educational needs.

Indications that Master Plan structures and assumptions faced an early test of the changing times come from the first review in 1973, which warned already that "new times call for new approaches." That review was most critical of the lack of statewide planning and coordination and the rigid segmental structure that fragments responsibility and "advances the needs and aspirations of institutions" over those of the state. The review observed that under the Master Plan there has been a greater concern with "identifying and protecting functional differences" among the segments than with "coordination of educational services to benefit the people of California." In a strong rebuke of the structure imposed by the Master Plan, the review claimed that "excessive emphasis upon institutional prerogatives and boundaries is a major barrier to maximizing the quality and quantity of education available to the people." Substantive concerns raised in that first report included the quality of undergraduate teaching, the equity of admissions criteria, under-representation of minorities, the need for mission differentiation within each segment, and the need for alternative delivery systems to increase access.

The 1987 review similarly cited the changing times, specifically the new student demographics and the state's need for a better educated citizenry, as reasons for change. It cited problems including a lack of coordination with K-12, a transfer system that was "beginning to atrophy," negative impact of the emphasis on research and graduate studies on undergraduate education, poor educational outcomes for minority students, inadequate statewide coordination, and poor graduation rates. While recommending increased cooperation among segments and stronger governance structures, it reaffirmed mission differentiation as "protection against unhealthy intersegmental competition."

The 1989 review was focused primarily on the educational equity implications of the state's rapidly changing demographics. Claiming that "the older logic is not sufficient...it no longer works," the review raised serious concerns about the ability of the existing structure to deliver on the promise of equal access to quality education via the transfer process. It stated that improving transfer was "among the very highest priorities" and called for greater intersegmental cooperation and a departure from existing notions of hierarchy among segments. It called as well for a coordinated plan for accommodating enrollment growth.

The several reviews and studies in the 1990s were, understandably, shaped by an overriding concern with finances, in view of the state's economic downturn and consequent reduction to higher education budgets. The common themes addressed in these reports included student fees, productivity, governance

reform, linkages with K-12, and improved collaboration across higher education segments. The most pointed challenge to the structure set forth by the Master Plan was in the 1998 report of the National Center for Public Policy and Higher Education, written by David Breneman, which suggested it was time to rethink the Master Plan along regional, rather than segmental, lines. A regional structure would, according to the report, “focus less on the three public segments, and their distinguishing features and roles” and foster more comprehensive thinking about the educational needs of Californians.

The current proposed new Master Plan continues the decades-long pattern of (1) questioning the capacity of current structures to promote educational equity and accommodate enrollment demand and (2) recommending more comprehensive approaches to planning for K-16 education in the state. It even takes these issues to the next level by officially creating a master plan for all of education. But the proposed new plan stops short of recommending any changes to the segmental structure or the mission differentiation laid out in the original Master Plan.

#### WHY IS THE MASTER PLAN SO DURABLE?

My theory of the durability of the Master Plan amid decades of criticism begins with the concept of compelling “frames” by which people come to understand and interpret reality. The Master Plan’s overriding and durable frame is that the segmental structure is absolutely necessary in order to prevent the chaos of institutional competition.

The Master Plan was enacted at a time when huge projected enrollment growth presented a major challenge to policy makers, accompanied as it was by a heated political struggle between the University and the state colleges for students, programs, campuses, status, and authority. The community colleges, still governed by the State Board of Education, were seeking their place within the higher education structures. In the face of this potentially chaotic situation, all parties were seeking an orderly solution to accommodating growth. For higher education leaders, the key requirement for order, according to Clark Kerr, was to keep the Legislature out of the higher education policy arena. As Kerr noted in a 1992 reflection, “we were deeply concerned by any implications that the political process was taking over”—a concern raised by the “dozens of bills before the Legislature to change different aspects of higher education and to create new campuses across the state.”

The strategy for preventing legislative intrusion was for higher education leaders to agree on a structure for accommodating expansion that would be acceptable to policy makers. I believe that the devised solution—differentiation of mission by segment—addressed two needs. First, it provided a structure that could apportion growth without the unchecked competition for students and degree programs

that was occurring in other states. Second, and equally important, it provided a compelling frame, in an almost frightening way, to justify the chosen structure. Language from the original Master Plan illustrates this point.

Looming much larger than the issues of access, quality, and affordability (which are the three terms typically used to describe the Master Plan's goals) in the written document is the specter of destructive competition between the University and the state colleges that would otherwise play out in the political arena. The Master Plan is riddled with phrases such as "avoid unnecessary duplication," "save from destruction by unbridled competition," "promote orderly development." The opening sentence refers to "a growing concern that competition and unnecessary, wasteful duplication between the state colleges and the University of California might cost the taxpayers millions of dollars." It is this powerful idea, or frame, that in my view has insulated the Master Plan from structural change over these many years.

The second part of my theory of the Master Plan's durability is an offshoot of the fear of competition. In order to avoid competition the segmental structure was created, with strict boundaries defined by eligibility and mission. This segmental structure has in turn shaped the very nature of discussions about higher education and, more importantly, restricted the range of options. In California we approach higher education policy first and foremost from an institutional, segmental perspective. While other states more readily take a statewide look, we compartmentalize our analyses because we have compartmentalized our institutions. We ask, for example, how many community college students become prepared for transfer and how many university transfer students complete the baccalaureate. We don't ask how many transfer-prepared students never get to the university because of capacity constraints or restrictions within individual programs, such as Nursing. That's a boundary-spanning issue that falls between the cracks.

When we do raise cross-cutting issues we have no policy handle for dealing with them because institution-specific approaches trump statewide coordination every time. The best example can be seen in the response to the 1998 Breneman recommendations which were intended as advice to the "next Governor of California" (which turned out to be Governor Davis). The report summarized five themes that had been raised by a collection of policy studies (RAND, Citizens Commission, Roundtable) and put forth recommendations. Of the five themes, four raised prominent cross-cutting issues. These themes were (1) linkages to K-12, (2) governance reform, (3) student fees, and (4) productivity, with the latter including recommendations for sharing facilities and faculty, joint academic programs, and collaboration to improve transfer. The only issue that could be implemented without addressing cross-segmental issues was budget stability. And this was the one area that Governor Davis did address—in the implementation of the "partnerships" with each four-year segment that provided precisely the kind of budget stability that the segments individually sought.

Our segmental approach also serves to mask problems that might arise from a state-level approach to accountability. While other states are mobilizing in response to the state-by-state report cards issued in 2000 and 2002 by the National Center for Public Policy and Higher Education, no such activity has occurred in California because these state-level measures of educational performance do not have any natural audience. There is no one responsible for coordinating state-wide educational outcomes for higher education. Accountability mechanisms, such as they are, are segment-specific. We review the outputs or outcomes of each segment and fail to notice the problems that result from having strict boundaries where people may get shut out.

#### PROSPECTS FOR POLICY CHANGE

What would have to happen for major policy change that would break down the boundaries set by the Master Plan and foster statewide planning and coordination for purposes of meeting the public's higher educational needs instead of sustaining three sets of institutions?

I address this question from the perspective of theories of policy change. We know that “focusing events” are often the impetus for major policy change—like crises or major threats. Issues are constantly competing for “agenda space” and higher education is not yet viewed as a crisis (even if in part because our limited means of understanding the issues prevents any impending crisis from being seen). In addition to actual focusing events, we know that the way issues are framed and communicated can be instrumental in getting people to mobilize around certain agendas. Skilled “policy entrepreneurs” can at times find the right message to increase the public salience of an issue.

From this perspective, it seems that non-incremental policy change will occur only if or when we change the frame by which we understand and communicate state higher education policy and outcomes. The current frame has us stuck on “avoiding destructive institutional competition” while in the “real world” competition is increasingly seen as beneficial. Instead, we need to shift our conversations or our images to “meeting the educational needs of Californians” or preferably something far more catchy that only an effective policy entrepreneur could devise and sell. Which reminds me of the question raised in the conference panel on leadership: where are the Clark Kerrs of today? Perhaps today's circumstances are more complex and less susceptible to the cult of personality.

With or without larger-than-life leaders, there are two developments that may help promote new ways of thinking.

One of these is the increasing emphasis on K-16, a national trend that is reflected in the current new Master Plan draft. As collaboration between K-12 and higher

education is pursued, the rigid boundary impediments of the Master Plan structure should become more conspicuous, which could magnify calls for structural change.

The second is the profoundly new approach to higher education accountability being shepherded by the Legislature. Traditional approaches are focused on institutions. Policy makers review the performance of individual institutions and impose consequences upon them. The new approach takes a statewide perspective. Policy makers and institutions will collectively hold themselves accountable for meeting the educational needs of Californians. Performance indicators will monitor progress toward meeting state policy goals, not furthering institutional goals. If performance is lacking, state policy changes would be considered.

Both the K-16 Master Plan for Education and the accountability project are only in their formative stages. If successful, they could represent some first steps toward replacing negative images of boundaries to prevent competition with positive images of pathways to promote educational success.

#### FOOTNOTES

<sup>1</sup> Historical documents related to the Master Plan have been compiled at UC Berkeley in the Master Plan Webservice: [http://sunsite.berkeley.edu/uchistory/archives\\_exhibits/masterplan/](http://sunsite.berkeley.edu/uchistory/archives_exhibits/masterplan/).





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