

better be done about this.” Maybe a “Student Bill of Rights” would provide an immediate solution, but perhaps there is need for a strong dose of legal training in teacher and administrator preparation programs and renewed emphasis on student, teacher, and administrator rights and responsibilities in inservice education programs.

MORE THAN SURVIVAL: PROSPECTS FOR HIGHER EDUCATION IN A PERIOD OF UNCERTAINTY. A Commentary with Recommendations by The Carnegie Foundation for the Advancement of Teaching. San Francisco: Jossey-Bass, 1975. 166 pages. Reviewed by James L. Miller, Jr., Professor of Higher Education, University of Michigan.

An essay review on the initial publication of the Carnegie Council on Policy Studies in Higher Education, the successor organization to the Carnegie Commission on Higher Education, affords the opportunity to comment on many things. The report, though short, is one of the most important to appear in recent years, coming as it does at a time when higher education stands at what the report aptly calls a “hinge point” in its history between a period of fast acceleration in growth and fast deceleration.

The report is crowded with factual information, alternative projections for higher education as a whole, and alternative projections for the several institutional types which make up the whole. It includes recommendations for public policy makers and for individual institutions, and a commentary on matters large and small, which often is remarkably insightful and sometimes reveals fairly obvious biases (obvious at least to one with different biases).

Readers looking for changes from earlier Carnegie Commission publications will find that this volume has a broader perspective, is more realistic (for most institutions the question is not survival, but the level of institutional health and vitality) and less shrill (although temporary enrollment increases in 1975 could dangerously mislead institutions, more are recognizing the changed circumstances, making adjustments, and the prediction is for a relatively soft landing, not a hard crash). It shows more awareness of alternative futures, is less intent on predicting which will occur, and is decidedly more aware of the fact that public policy choices

are indeed "choices," which will be made over time and which can neither be predicted with certainty nor dictated. In short, the document contains a degree of welcome humility.

A tone set early in the report combines realism, candor, and positive self-appraisal. After recognizing that higher education cannot expect to receive the funding or the public policy priority in the next quarter century that it did in the last, the report states what far too many people in higher education have ignored: improvements in higher education have been so remarkable in the past twenty-five years that a plateauing or even a drop in quality, while undesirable, still will leave the status of American higher education at a point far above what it was as recently as 1950.

The most publicized sections of the report were those that projected total future enrollments and a breakdown by institutional types. Specifically, the future national enrollment projections considered most likely are: (1) a slowing rate of enrollment growth to 1982; (2) then a leveling of enrollment and possibly an absolute decline until 1995; and (3) followed by slow growth after 1995.

One of the important and still largely unrecognized accomplishments of the Carnegie Commission was the development of an institutional classification scheme to reflect actual function of an institution regardless of its legal name. This new Carnegie classification, as used throughout *More Than Survival*, divides institutions into universities (including both research universities and doctoral-granting universities), comprehensive colleges and universities, highly selective liberal arts colleges, less selective liberal arts colleges, public community colleges, and two-year private colleges.

In 1973, universities enrolled one-third of all students but constituted only 7 percent of all higher education institutions. Comprehensive colleges and universities also enrolled one-third of all students while constituting 20 percent of all institutions. Therefore, these two institutional types alone enrolled two-thirds of all students but included only 27 percent of the total institutions. Public community colleges enrolled 22 percent of all students and constituted 35 percent of the institutions. The remaining three categories of institutions taken together enrolled only 12 percent of all students but constituted 38 percent of all institutions. Virtually all of the institutions in these last three categories—selective liberal arts colleges, less selective liberal arts colleges, and

private two-year colleges—are private. It should be noted, of course, that private institutions are also included in the university and comprehensive institution categories, but they do not constitute a majority in either group.

The report also assesses the general capacity of various institutional types to adjust to new conditions and respond to competitive pressures. It concludes that these adaptive capabilities are “above average” in universities and public community colleges, which together in 1973 accounted for 56 percent of all enrollments; “average” in highly selective liberal arts colleges and in perhaps half of the comprehensive colleges and universities; and “below average” in the other half of the comprehensive institutions and in the less selective liberal arts colleges and private two-year colleges. The below-average group of approximately 1,000 institutions includes 24 percent of enrollments and 42 percent of institutions.

These figures illuminate the reason why viewpoints differ so fundamentally depending upon whether one’s concern is principally with the health of those institutions enrolling the majority of students or with the health of the largest number of institutions. The Council appears more concerned about the plight of the institutional categories with larger numbers of institutions and smaller numbers of students. Student well-being is discussed in terms of facilitating student enrollment in institutional types with declining enrollments. Little attention is given to protecting or improving the quality and diversity of the educational experiences students have in the types of institutions students themselves increasingly have chosen to attend. In much of the discussion of student aid as a means of encouraging enrollment at private colleges, there is an assumption that large numbers of students are enrolled at public institutions or large institutions unwillingly because of financial inability to attend a small or private institution. This assumption may well be dated and irrelevant.

The idea that diversity in higher education is a function of private as well as public sponsorship of institutions is assumed rather than discussed. It is a part of the conventional wisdom in American higher education. Yet diversity in higher education is not principally a matter of private or public ownership of the institution; it is a function of the mix of purposes and programs within and among institutions, regardless of sponsorship. Diversity, furthermore, is an absurd thing to seek simply for its own

sake. Good education for all makes far more sense than does diversity at the cost of providing less adequate education for some than for others.

In *More Than Survival* the Council expresses a special concern for the future of private institutions that is lacking in relation to public institutions. For example, the fact that some public institutions have overbuilt is treated as a simple, if unhappy, fact, while private institutions earn the sympathetic statement that "some private institutions in all categories are burdened by decisions to grow that were made in the 1950s and 1960s, *"often in response to government urging"* (p. 72, italics added). Another section of the report comments that "there are many examples of unused private capacity with nearby public institutions either turning away students for lack of capacity or planning to build" (p. 92). There are not "many examples" today of public institutions that are planning to build new buildings to accommodate additional enrollments. Instead, there are many public institutions that also have unused capacity and would like to be on the referral list for institutions that turn away students.

Finally, in the chapter on "Solutions," one of the five policy recommendations of the Council is "enhanced state support *for the private sector*" (p. 137, italics added), but there is no parallel recommendation for enhanced state support for public institutions. Instead, there is the observation that one of higher education's "assets" is the fact that "state support kept rising throughout the period of student disturbances and still rises, although the states are now again facing financial stringencies" (p. 136). The reference to the period of student disturbances, which now seems long ago and far away to administrators plagued by new problems of financial distress, may have been intended to suggest that if state legislatures would endure student disturbances, then nothing will shake their continued financial support of public institutions. I suspect public institutions would have preferred a specific recommendation that states continue or even "enhance" their support of public institutions.

The present report continues to give attention to the importance of increased federal support, with particular emphasis upon universal access through full funding of existing student support programs. An appendix summarizes projections of the funds that will be released to the federal treasury and potentially lost to higher education through the phasing out of the G. I. Bill. The Council sees these monies as an obvious source for continued, if

not increased, federal support for higher education. This sounds logical, although honesty compels me to admit that it may sound more logical to those of us in higher education than it will to congressmen trying to balance the federal budget. I join the Council in hoping the logic is persuasive. But I hope that non-veterans do not hold their breath for too long waiting for President Ford to notice his oversight in not including these funds in his proposed budget or for the Democrats to notice that they failed to include them in their list of objections to the Ford budget.

The theme of *More Than Survival*, according to its authors, is that a time of stability following a time of rapid growth does not necessarily need to be what it has greater danger of being—a time of institutional and individual defensiveness and self-protection in which the devil is allowed to take the hindmost without much of a fight from the rest of the pack. Opportunities for constructive change and even quality improvement still exist, even if they are less easily found and less certain of success.

The theme is appropriate. It will reflect the spirit of many of the institutional survivors when the final history of the next twenty-five years is written. However, the report itself clearly identifies many factors that will determine which types of institutions survive and even which individual institutions will survive from among the endangered types. That note of sometimes fatalistic realism is the underlying accompaniment constantly heard beneath a melodic line that sings hopefully of something more than mere survival.

Within a set of constraints, a combination of predisposing factors, public policy choices, and individual institutional initiatives will determine which institutions thrive, which survive, and which disappear. The special value of this particular report is its specificity in identifying those predisposing factors, public policy issues, and institutional options.

BOOKS RECENTLY RECEIVED

Boles, Harold W., and Davenport, James A. *Introduction to Educational Leadership*. New York: Harper & Row, 1975, 448 pages.

Cope, Robert, and Hannah, William. *Revolving College Doors: The Causes and Consequences of Dropping Out, Stopping Out, and Transferring*. New York: Wiley, 1975, 190 pages.