AN ABSTRACT OF THE DISSERTATION OF

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Title: Merging Missions: A Historical Analysis of the University of Alaska Anchorage, 1984–2009

Abstract approved: _____
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Literature on the evolution of the American higher education system includes a historical and consistent debate over the definition of the higher education mission in the country. Recent debate focuses on mission differentiation between the university and the community college. Acknowledging systemic changes in higher education historically occurred within regions of the country and even individual states, Alaska higher education development serves as an interesting and relatively unstudied example and the focus of this study.

This research addressed this debate in higher education—*mission* definition—through a historical analysis of the University of Alaska Anchorage (UAA) over the 25-year period between 1984 and 2009. As the largest of the three major administrative units (MAUs) in the University of Alaska system based on credit hours and number of students, UAA became the logical focus of the study. In addition, higher education in Anchorage was greatly influenced by the 1987 state higher education merger as three of the five MAUs in the university system were located there. The purpose of this study was to historically describe the development of and changes in higher education missions—*university* and *community college*—at UAA

during this period. This historical analysis was designed to answer two primary questions:

- How have traditional *university* missions developed and changed at the University of Alaska Anchorage between 1984 and 2009?
- How have traditional *community college* missions developed and changed at the University of Alaska Anchorage between 1984 and 2009?

Data from predominantly primary sources were collected, evaluated, analyzed, and interpreted in four major areas: (a) the 1970s higher education background in Alaska, (b) the University of Alaska leadership (board of regents and presidents), (c) professional external reviews and reports of the university system, and (d) growth and development trends in university and community college trends at UAA.

There were six main findings from this study. First, public higher education in southcentral Alaska, in particular Anchorage, was in a tremendous amount of turmoil during the 1970s. This turmoil included debate and conflict primarily over missions, institutional identity, and organizational structure. Secondly, the 1987 merger eliminated the visible and separate identity of community college operations in Anchorage. The community campuses—Kenai Peninsula College (KPC), Kodiak College (KOC), Matanuska-Susitna College (MSC), and Prince William Sound Community College (PWSCC)—were somewhat spared this total identity elimination due to geographical separation from the main UAA campus in Anchorage and the retention of college names associated with these dispersed campus locations. A third finding was the similarity of recommendations from several external reviews

concerning the comprehensive—university and community college—missions within the University of Alaska system following the merger. The common theme within all these reviews was a need to better differentiate the missions of the university from the missions of the community college. Fourth, the type of student attending UAA has changed. In the years following the merger, the typical UAA student was older, less diverse, part-time, and non-degree seeking. By 2009, the characteristics were somewhat different; the typical UAA student was now younger, and more diverse, full-time, and degree seeking. A fifth finding was the consistency of growth and development in university missions at UAA. Baccalaureate and graduate degree programming and university-sponsored research prospered under the new university system structure at UAA. The growth in both baccalaureate and graduate degree programs exceeded the averages at UAA and far surpassed similar rates in certificate and associate degree programs. Finally, at UAA, many community college missions remained robust in operation, but often obscured in visibility and identity. These robust community college missions included academic programming focused on transfer education and technical or vocational education. At the same time, other community college missions faltered within the comprehensive university structure, particularly developmental education and continuing education and workforce development.

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Merging Missions:
A Historical Analysis of the University of Alaska Anchorage, 1984–2009

by

Stephen L. Strom

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I understand that my dissertation will become part of the permanent collection of Oregon State University libraries. My signature below authorizes release of my dissertation to any reader upon request.

_____

Stephen L. Strom, Author

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I express sincere appreciation to Dr. Alex Sanchez for his extraordinary understanding of the community college history and missions. This wisdom led to sage advice and guidance in completing this study. I dedicate this study to the three most important people in my life—my wife, Paula, and daughters, Allison and Elizabeth. Through the more than three years spent in this doctoral program, each taught me something about education. As a high school mathematics teacher, Paula taught me concern for *all* students and the commitment to reach out to every student, every day, offering the life-changing opportunity called education; her dedication to the teaching profession and her students leaves me in awe. Allison—a National Merit Scholar and double-major graduate in physics and astronomy at the University of Arizona, Gates Cambridge Scholar graduate in astronomy at the University of Cambridge Churchill College, and NSF Graduate Research Fellow in astrophysics at the California Institute of Technology—taught me the joy of lifelong learning and the excitement of new discovery through research; her accomplishments and bright future make me proud. As a middle school student and now a high school junior, Elizabeth taught me the value of balancing education and life pursuits; her desire to become a special education teacher shows a sincere caring for others and makes me proud. I can only hope the knowledge gained through this doctoral program will lead to a community college administration career highlighted by these personal lessons: commitment to *all* students, continued pursuit of lifelong learning and new discovery through research, and sincere caring for others. If so, I will have accomplished all that is necessary.

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Merging Missions:
A Historical Analysis of the University of Alaska Anchorage, 1984–2009

Chapter 1

Introduction

As the American higher education system continues to evolve, there remains a historical and consistent debate to define the *mission* of higher education (Carver, 2000; Eells, 1937; Noftsinger & Newbold, 2007; Reinhardt, 1954; Scott, 2006; Thelin; 2004; Wilson, 1972). In 1852, Cardinal John Henry Newman (1959) defended the teaching of liberal arts against organized research in *The Idea of a University*. Abraham Flexner (1930), in *Universities: American, English, German*, advocated for pure research and graduate instruction over undergraduate instruction and public service. José Ortega Y Gasset (1944) supported a focus on liberal and professional education in lieu of research in *Mission of the University*. Clark Kerr (1963) proposed a single and comprehensive university—the *multiversity*—performing multiple missions to support communities and societies in *The Uses of the University*. "These several competing visions of true purpose, each relating to a different layer of history, a different web of forces, cause much of the malaise in the university communities today" (Kerr, 1963, p. 8).

Flexner (1930) saw universities becoming too many things, assuming too many missions—secondary schools, vocational schools, teacher training schools, research centers—simultaneously. Kerr (1963) took a different view, noting that "the large American university is…a whole series of communities and activities held together by a common name, a common governing board, and related purposes" (p. 1).

He viewed this *multiversity* as a city with "many separate endeavors under a single rule of law" (Kerr, 1963, p. 41). In this city, the students were different from traditional university students and more likely to be older, married, vocationally oriented, and from lower socio-economic classes. Ultimately, Kerr (1963) found the *multiversity* addressed greater numbers of students, claims of national service, merging activities with industry, and adaptation and rechanneling of new intellect.

The comprehensive institution defined by Kerr remains particularly pertinent within American higher education and the more recent debate on mission, most notably between the university and the community college (Bailey & Morest, 2006; Bastedo & Gumport, 2003; Brint & Karabel, 1989; Clark, 1960; Crow, 2010; Dougherty, 1994; Griffith & Connor, 1994; Mellow & Heelan, 2008; Parnell, 1985; Zwerling, 1976). The *multiversity* traits identified by Kerr (1963) relate closely to traditional community college missions[1]. Serving greater numbers of students relates to the open access, transfer education, and developmental education missions of the community college. Claims of national service speak to the community education mission. The merging of activities with industry connects with the technical education and workforce development missions found in the community college. Adaptation and rechanneling of new intellect aligns with the continuing education mission.

In addition, national movements and federal legislation, such as the Morrill Acts of 1862 and 1890, the Truman Commission Report in 1947, and the

[1] Educational and service missions historically associated with community colleges include transfer education, technical/vocational education, developmental education, adult/continuing education, and economic and workforce development (Brint & Karabel, 1989; Clark, 1960; Cohen & Brawer, 2008; Dougherty, 1994, Dougherty & Townsend, 2006; Thelin, 2004).

Serviceman's Readjustment Act of 1944 (commonly known as the G.I. Bill), profoundly impacted higher education development in the country (Cohen & Brawer, 2008; Kerr, 1963; Noftsinger & Newbold; Vaughan, 2006); however, this development was often unique to each state and resulted from specific events within each state or geographical region (Bastedo & Gumport, 2003). Higher education development in Alaska therefore serves as an interesting and relatively unstudied example supporting this assertion.

Higher education in Alaska grew from a single four-year institution in Fairbanks founded in 1922 (Alaska Agricultural College and School of Mines) and a community college in Anchorage founded in 1954 (Anchorage Community College) into a system of three universities, eleven community colleges, and multiple extension centers by the early 1980s. However, the worldwide oil glut in 1985 severely impacted the Alaska economy and state budget (O'Rourke, 1996). As a result, financial accountability became more prevalent in Alaska higher education with special focus on community colleges and university extension centers (Hussey, 1997). The Alaska Commission on Postsecondary Education (as cited in Hussey, 1997) noted that community colleges in Alaska were "created and funded with no reference point for their need or composition [and]…proliferation of these types of institutions must be governed by some guiding principles for their creation and expansion" (p. 142), further justifying the necessity of accountability.

The financial crisis coupled with this public demand for financial accountability led to the formal merger of community colleges and the Alaska state

university system in 1987 (Hussey, 1997). This merger took 14 separately accredited post-secondary institutions and, through various combinations, created three (O'Rourke, 1996). University of Alaska Juneau (now University of Alaska Southeast) became a regional undergraduate institution, with no vocational programs, responsible for two former community colleges in the southeastern part of the state. University of Alaska Fairbanks—the only doctoral-granting institution in the state—assumed responsibility for the local community college, three interior rural community colleges, and a number of rural extension centers. University of Alaska, Anchorage merged with Anchorage Community College and four other community colleges in southcentral Alaska. In addition, this new University of Alaska Anchorage assumed a statewide role of providing vocational and technical programs. These three new institutions would be led by chancellors with oversight provided by a system-wide office and president located on the campus in Fairbanks.

Although limited benefits to baccalaureate students and meager budget savings were realized, restructuring remained "plagued by old conflicts that threaten[ed]" (O'Rourke, 1996, p. 104) the stability of higher education in Alaska. Patrick O'Rourke (1996), chancellor of the University of Alaska Fairbanks at the time of the merger, noted that "despite…good intentions, the…use of the three-university model gives the appearance of subjugating the interest of two-year institutions to those of the universities" (p. 130). The focus of this historical analysis included this merger as an important event in the development of higher education in Alaska. While the study was not causal in design, it provides a rich description of events surrounding the

merger as well as the development of specific higher education missions within the University of Alaska Anchorage from 1984–2009.

Research Problem

Research and literature show higher education missions evolved over time and continue to evolve in response to internal and external forces (Brubacher & Rudy, 1976; Cohen & Brawer, 2008; Flexner, 1930; Kerr, 1963; Ortega Y Gasset, 1944; Newman, 1959; Reinhardt, 1954; Rudolph, 1990; Thelin, 2004; Wilson, 1972). While these forces were frequently on a national scale, there were often instances of regional or state influences on higher education development and restructuring. These developments and restructurings left lasting changes on higher education policies, missions, and students. In Alaska, during the time period between 1984 and 2009, there were a number of significant developments including the profound organizational restructuring noted earlier. Despite the significance of these events in Alaska, little research and discussion appear in the literature.

Research Purpose and Questions

The purpose of this research was to historically describe the development of and changes in higher education missions at the University of Alaska Anchorage between 1984 and 2009. Although inferences were made between significant events in Alaska higher education and mission developments and changes at the University of Alaska Anchorage, this was not a causation study; rather, it was designed as a descriptive historical analysis to generate future inquiry as to the cause of developments and changes described herein.

Edmund J. Gleazer, Jr., President Emeritus of the American Association of Community Colleges (AACC), noted in the foreword to *America's Community Colleges: The First Century* (Witt, Wattenbarger, Gollattscheck, & Suppiger, 1994):

> When an institution celebrates its twenty-fifth year, there is a likelihood that the process of inquiry into purposes and functions has subsided and the possibility that institutional forms and practices have congealed…A more practical way [of assuring institutional vitality]…is to draw upon the valuable experiences of the past in dealing with the issues of the present. Institutions engaged in that essential exercise will welcome a history of the community college for the perspective it provides. (pp. v–vi)

The University of Alaska Anchorage is approaching its twenty-fifth year since the merger with local community colleges in 1987. Such a historical exercise, as suggested by Gleazer, may inform the institution as it addresses current and future educational issues. Ultimately, this research was designed to answer the following general question: Has the University of Alaska Anchorage grown into an institution similar to the *multiversity* described by Kerr? To effectively address this general inquiry, two specific questions concerning higher education mission development and change were proposed for this historical research:

1. How have traditional *university* missions developed and changed at the University of Alaska Anchorage between 1984 and 2009?
2. How have traditional *community college* missions developed and changed at the University of Alaska Anchorage between 1984 and 2009?

The rationale for these two questions addressed the higher education mission developments and changes at the largest of three institutions in the University of Alaska system. The focus on mission developments and changes also targeted a

primary difference in the *university* and the *community college* as seen in the literature—mission identity.

Research Significance

This study was significant for four reasons. First, it sought to answer questions about higher education missions within a specific time period in the history of the University of Alaska Anchorage, presenting a consolidation of higher education developments and changes within a single research document. Second, the study aided in identifying the relationship of the institution's past with its present. Third, the completed research informed higher education policy and practice in Alaska. Lastly, the research topic was of personal interest to the researcher.

Answers questions about higher education missions in Alaska. While significant developments and changes have occurred in Alaska higher education since 1984, there has been little research conducted on the state's higher education missions since that time. Other than three documents—O'Rourke's (1996) chapter, "Restructuring as a Way of Life: Alaska" in *Restructuring Higher Education: What Works and What Doesn't in Reorganizing Governing Systems*; Hussey's (1997) article, "Alaska's Community Colleges: Big State, Big Challenges, and Big Changes" in the *Community College Journal of Research and Practice*; and a doctoral dissertation written by James R. Johnsen (2006)—*Leadership in Context: A Case Study of Presidential Effectiveness in a State University System*—the researcher could find no other published literature directly related to the 1984–2009 time period in Alaska higher education. According to William A. Jacobs (2010), professor emeritus of

history and political science at UAA, “this ‘restructuring,’ as it was known in official circles, was the single most significant event in the history of public higher education in Alaska” (p. 78). This research therefore adds to the limited literature on the topic and provides a single document capturing the history of the University of Alaska Anchorage during this period.

Connects the past with the present. Texts on historical research methods (see Howell & Prevenier, 2001; Johnson & Christensen, 2004; McDowell, 2002; Rowlinson, 2005) identified the relationship the past has to the present as an important reason for conducting historical research. This reason holds true in this research as well. Today, the University of Alaska Anchorage may well be the comprehensive university—the *multiversity*—performing multiple missions that Kerr described in 1963. Understanding the most recent 25-year period of the university is important to understanding the present comprehensive institution that is the University of Alaska Anchorage.

Informs Alaska higher education policy and practice. As stated earlier, AACC President Emeritus Gleazer noted that an institution celebrating a twenty-fifth anniversary was less likely to inquire about its purposes and functions, and rather find itself set in its ways. This historical analysis of the University of Alaska Anchorage served as an exercise to assure the vitality of the institution as it approaches the twenty-fifth anniversary of the 1987 higher education merger bringing together local community colleges and the university into a single comprehensive institution. In completing this research, the results and conclusions may ultimately inform Alaska

higher education policy and practice. It is important to note that these same results and conclusions also address two of the five significant future challenges and questions presented in the *University of Alaska Review* (Fisher, 2011)—an external institutional review of the University of Alaska system commissioned by President Patrick Gamble in 2010:

1. The future organization of the university with respect to cost reductions and performance increases.
2. The development and endorsement of an organizational model to sharpen institutional missions, generate support, and reduce costs.

Finally, the study builds the foundation for further research into the causes of higher education mission developments and changes during the past 25 years at the University of Alaska Anchorage.

Serves as a topic of personal interest. As an administrator and faculty in the University of Alaska Anchorage college housing many of the comprehensive missions of the institution—baccalaureate and graduate education, technical education, developmental education, and continuing education—the researcher sees first-hand the interesting and challenging interaction between *university* and *community college* missions in a single comprehensive institution. Investigating and analyzing this topic therefore answers questions and concerns of personal interest and provides data and results to make more informed decisions in the future.

Summary

This research attempted to address a historical and consistent debate in higher education—*mission* definition—through a historical analysis of the University of Alaska Anchorage over the 25-year period between 1984 and 2009. This topic was important to address as the literature has shown a struggle between the importance of missions within and between the university and the community college. The struggle becomes more pronounced in a comprehensive institution such as the University of Alaska Anchorage that houses not only the traditional missions of a university, but the traditional missions of a community college as well. Reviewing literature and research on the history of university and community college missions, and higher education in Alaska, provided context to historically analyze the University of Alaska Anchorage from 1984–2009. Ultimately, this study filled a void in the existing literature on the topic, informing Alaska higher education policy and practice.

Chapter 2

Literature Review

This literature review provided the context for analyzing the development of and changes in higher education missions at the University of Alaska Anchorage from 1984 to 2009 and covered three specific themes: (a) history of university missions in the United States, (b) history of community college missions in the United States, and (c) history of higher education in Alaska. The discussion on the history of university missions began with the initial development of higher education in the country, and ended with the comprehensive institutions in place at the time period covered in this study. The review of community college missions in the United States began with the initial development of the institution supporting these unique missions, and ended with the tremendous mission expansion experienced in the 20th century. Finally, the coverage of higher education history in Alaska began with the early to mid-1900s, progressed through the major fiscal crisis in the 1980s, and ended with the current state of affairs in Alaska higher education, specifically the University of Alaska Anchorage.

Approach to the Literature

The literature review included keyword and library searches, conducted through general databases and search engines such as ERIC, Dissertation Abstracts, and Academic Search Premier. These searches were completed through the Oregon State University and University of Alaska Anchorage libraries. In addition, keyword searches were completed directly in several academic journals, including: *The*

Community College Enterprise, *Community College Journal of Research and Practice*, *Community College Review*, *Journal of Higher Education*, *New Directions for Community Colleges*, *Research in Higher Education*, and *The Review of Higher Education*. Keywords used in the searches included: history of higher education, history of Alaska education, university mission, community college mission, baccalaureate education, graduate education, university research, transfer education, technical education, vocational education, developmental education, remedial education, continuing education, and workforce development. Reference lists in dissertations and articles identified from these searches and related to the research topic provided additional sources of information to review.

Important information was also gleaned from texts used for various Oregon State University doctoral courses, assignments, and papers. These texts were written or edited by well-known researchers, advocates, and critics of the community college, including: Thomas Bailey, Florence B. Brawer, Steven Brint, Burton R. Clark, Arthur M. Cohen, Kevin J. Dougherty, Cynthia Heelan, Jerome Karabel, Gail O. Mellow, George B. Vaughan, and L. Steven Zwerling.

Overview of the Literature

From the review of literature, three relevant themes developed and framed this research topic and its placement within higher education research: (a) history of university missions in the United States, (b) history of community college missions in the United States, and (c) history of higher education in Alaska.

History of university missions in the United States. The history of university missions in the United States began centuries before the country became an independent nation, yet today, "modern American universities are increasingly models to the rest of the world" (Scott, 2006, p. 1). In 1852, Cardinal John Henry Newman (1959) defended the teaching of liberal arts against organized research in *The Idea of a University*. Abraham Flexner (1930), in *Universities: American, English, German*, advocated for pure research and graduate instruction over undergraduate instruction and public service. José Ortega Y Gasset (1944) supported a focus on liberal and professional education in lieu of research in *Mission of the University*. Clark Kerr (1963) proposed a single comprehensive university—the *multiversity*—performing multiple missions to support communities and societies in *The Uses of the University*.

Within this *multiversity* concept, Scott (2006) identified six historical missions—or transformations—of the university: teaching, research, nationalization, democratization, public service, and internationalization. These six missions were found in some manner within three time periods often used by education historians (see Brubacher & Rudy, 1976; Rudolph, 1990; Thelin, 2004) to segment American higher education—the colonial college, the 19th century university, and 20th century higher education structure.

However, by the late 1980s, this comprehensive *multiversity* concept was being challenged as a fiscally sustainable model as "many colleges and universities [had] drifted away from their fundamental missions, because the multiversity strategy of response by addition allow[ed] divergent goals and objectives to be added

incrementally to an institution's mission over time" (Barrow, 1996, p. 453). In fact, Clark Kerr—former president of the University of California and creator of the *multiversity* concept—reversed his position and supported this challenge, arguing colleges and universities should consider returning to more traditional missions.

> Charging "full-cost" and providing unlimited across-the-board programs are no longer viable as basic principles of operation. Cost could be more carefully scrutinized. And not all universities need to provide coverage of all fields of knowledge; rather, some might concentrate more on what is most needed and what they do best. (Kerr, 2001, p. 190)

As a result of this challenge to the *multiversity* concept, advocacy increased to redesign higher education in the country by differentiating missions within university and state higher education systems (Barrow, 1996; Bastedo & Gumport, 2003; Dionne & Kean, 1997; Gumport, 1993; Morphew, 2000; Slaughter, 1993). In 1992, a Western Interstate Commission on Higher Education (WICHE) survey found among 48 planning documents reviewed, initial refinement efforts within higher education master plans that focused university missions on three objectives: teaching, research, and service (Barrow, 1996). Coincidentally, at public research universities struggling with this tripartite mission of teaching, research, and service, academic program reduction or termination became a common retrenchment strategy in the early 1990s as part of this higher education redesign movement (Gumport, 1993).

Segmented mission advocacy and the *multiversity* concept both served as important ideas in the continued growth and development of university missions in the United States. The mission differentiation and academic stratification study conducted by Bastedo and Gumport (2003) on public higher education supports this statement.

This comparative case study focused on the public higher education systems in Massachusetts and New York from 1990–2001, permitting "a richness of detail in the sites and…[enabling] analysis of cross-site differences" (Bastedo & Gumport, 2003, p. 345). The study used data and archival documents such as reports, policy briefs, and academic plans, collected across each state system. External media coverage in newspapers and editorials was also used in the study. The data and archival documents were analyzed to determine

- the rationale for certain education policy initiatives,
- the effects of mission stratification,
- emerging education mission themes, and
- whether students were sorted into lower-level institutions or limited in access to certain knowledge areas within the system.

According to this case study, the Massachusetts system included 29 campuses coordinated by a governor-appointed Board of Higher Education. These 29 locations included 15 community colleges, nine comprehensive state colleges, and five University of Massachusetts campuses—supporting a total full-time equivalent (FTE) enrollment of approximately 120,000 students. The leadership structure included a system chancellor who reported to the board, and boards of trustees, appointed by the governor, at each of the 29 campuses.

The study noted a contrasting public higher education system in New York with its two large and geographically organized systems—the City University of New York (CUNY) and the State University of New York (SUNY). CUNY, as the name

implied, supported New York City while SUNY served upstate New York and Long Island. Each of the two systems had its own chancellor and governing board. The CUNY system was used in the Bastedo and Gumport (2003) case study due to the vast number of political influences on it—chancellor, Board of Trustees, state Board of Regents (governing all education in the state, but with weak influence on higher education and a primary focus on K–12 education), the mayor of New York City, the governor, and the legislature. The CUNY system included 18 campuses—six community colleges, 11 senior colleges (granting baccalaureate and master degrees), and one doctoral-granting university—and supported a 200,000 FTE student enrollment at the time of the study.

The interpretation in the study focused on three areas: academic program termination, remedial education, and honors programs. In 1996, Massachusetts—through its *Program Productivity* initiative—began reviewing all degree programs with an average of five or less graduates per year during the previous three years. By 1998, the state eliminated 52 programs across the 29 campuses, yet cost savings were minimal according to the campus presidents (Bastedo & Gumport, 2003). The minimal costs savings were attributed to the elimination of programs taught primarily by adjunct faculty or by faculty from other programs in the college that were not eliminated.

CUNY began a system-wide review of academic programs in 1992 due to an ongoing fiscal crisis in the system. From this review, a plan was developed to eliminate programs throughout the system. The plan was uniformly opposed by

faculty across the system and, as a result, was dropped six months later. Despite the decision not to move forward with this plan, 45 programs were still voluntarily eliminated and "the CUNY Board voted to institute academic program reviews throughout the system to give the chancellor more authority in evaluating their results" (Bastedo & Gumport, 2003, p. 348). Through its *CUNY Master Plan for 2000–2004*, the system articulated a vision for developing highly selective colleges and a university-wide honors college. As part of this vision, identified academic programs of strength in the CUNY system would receive additional resources.

Regardless of the process used to restructure or eliminate academic programs, research has shown lower socio-economic and female students are often more adversely affected. Bastedo and Gumport (2003) argued that greater stratification would occur in academic programs "ultimately depriving low-income students of broad access to fields of knowledge" (p. 349). From a gender perspective, Slaughter (1993) similarly argued female students in eliminated programs were proportionally higher than male students.

With respect to the historic development, restructuring, and redesign of the American university and its missions, the institution itself remains a relevant part of the American culture and higher education system. Today there is an emerging belief that "modern American universities are increasingly models to the rest of the world" (Scott, 2006, p. 1). Yet, despite this preeminence in the global education market, the struggle for university mission reform and redesign continues. Robert C. Dickeson

(2010) captured this thought best in his text *Prioritizing Academic Programs and Services: Reallocating Resources to Achieve Strategic Balance*:

> American higher education *institutions* are overwhelmed by competing demands, internal and external, that threaten the capacity of higher education to meet ever increasing expectations, including those of retaining global leadership. The contrast between internal and external pressures could not be more illustrative of the need for reform. (p. 1)

Summary: Connections to this study. Reviewing the history of university missions in the United States provided direct context for this study. Three important issues were relevant. First, research such as the Bastedo and Gumport (2003) case study provided a framework for developing the research design for this study. Although the study is a historical analysis, similar data needs—reports, policy briefs, academic plans—were necessary. Secondly, it is important to note that since higher education institutions were established in the United States, there has been a continual struggle with respect to mission identification and differentiation. Understanding how this struggle was approached at other colleges and universities informed this study. Finally, realizing how the approaches to this struggle were employed and the resulting circumstances surrounding minority and female students and students from lower socio-economic backgrounds—common characteristics of traditional community college students—were important issues to grasp in completing this study.

History of community college missions in the United States. History presents the community college as a critical component of the American education system. The flexibility and adaptability of the institution in responding to internal and external pressures allow for periodic adjustments to meet emerging educational needs

other components of the system either cannot or do not address. Traditional community college educational missions—transfer, vocational/technical, workforce, adult/continuing, and developmental/remedial—existed long before the institution. Colonial colleges initially placed little emphasis on completing degrees and many expanded educational options to include grammar schools, apprenticeships, and baccalaureate degrees (Thelin, 2004). These expansions closely align with today's community college developmental and transfer education missions. In addition, experiential learning available within the community college is the 21st century version of apprenticeship.

As education took hold in the United States during the early 1800s, several pressures impacted the colonial college. Reinhardt (1954) and others (Cohen & Brawer, 2008; Dougherty, 1994; Ratcliff, 1994; Zwerling, 1976) identified these pressures as: (a) demand for free education regardless of socio-economic status, (b) desire to keep younger students at home for a longer period of time, (c) need to separate older students from younger ones to enhance learning, and (d) absence of a method to effectively train teachers. As a result of these pressures on the education system, the high school emerged (Cohen & Brawer, 2008; Reinhardt, 1954; Zwerling, 1976).

Through the mid-1800s, the American education system—specifically, the university—restructured and developed in unison with the country as the size and population increased. Several university presidents, including Henry P. Tappan of University of Michigan, W. W. Folwell of University of Minnesota, Edmund J. James

of University of Illinois, and William Rainey Harper of the University of Chicago, led the push for restructuring (Brint & Karabel, 1989; Dougherty, 1994; Gleazer, 1968; Ratcliff, 1994; Reinhardt, 1954; Vaughan, 1983; Zoglin, 1976) and all "believed that the first two years of the university belonged in the high schools where those preparatory subjects best suited to adolescent minds would encounter adolescent students" (Zwerling, 1976, p. 45). This higher education restructuring connected in the early 1900s with the high school reorganization and its vertical extension within the overall education structure (Ratcliff, 1994; Reinhardt, 1954; Zwerling, 1976).

This vertical extension of the high school provided the final support for the development of the junior high school and the junior college (Ratcliff, 1994; Reinhardt, 1954) and resulted in the creation of Joliet Junior College in 1901 (Brint & Karabel, 1989). According to Zwerling (1976) and others (Brint & Karabel, 1989; Dougherty, 1994; Quigley & Bailey, 2003; Zoglin, 1976) the creation of the junior college was twofold. First, it provided the ability of four-year institutions to develop more stringent admissions requirements and limit enrollment to only the best-prepared students. Secondly, it formalized an educational focus of preparing students for transfer to four-year institutions.

As the purpose of the junior college broadened from its transfer mission to vocational education, continuing education, and community service, a new term for this comprehensive institution developed—*community college* (Reinhardt, 1954); however, the 1947 President's Commission on Higher Education ultimately provided national notoriety to the community college and its mission through its final report, the

Truman Commission Report (Gleazer, 1994; Walker, 2005). This report (President's Commission on Higher Education, 1947, Vol. III) suggested:

> The name "community college"…be applied to the institution designed to serve chiefly local community education needs. It may have various forms of organization and may have curricula of various lengths. Its dominant feature is its intimate relations to the life of the community it serves. (p. 5)

The President's Commission on Higher Education (1947) presented five essential characteristics for an institution to be considered a community college:

1. Adaptability to the general and vocational educational needs of full-time students.
2. Flexibility to offer varying types of training and education.
3. Integration of vocational education with general education.
4. Ability to meet a wide range of student educational and support needs.
5. Willingness to serve as administrator for adult education programs.

These unique characteristics laid the foundation for mission growth in vocational education during the 1950s and 1960s, the tremendous growth in the number of institutions during the 1960s and 1970s, and mission growth in workforce training in the 1980s and 1990s. It took 100 years to fulfill these mission components of the community college, marking the institution as the most versatile component within the American education system.

While there is general consensus (Eells, 1931; Gleazer, 1968; Townsend, 2001; Zoglin, 1976) that the origin of the junior college at the beginning of the 20th century included academic transfer as a core attribute, scholars (Brint & Karabel, 1989;

Dougherty, 1994; Townsend & Wilson, 2006) do not agree on motivating influences for or how and when the remaining community college curricular missions arose. It is also important to note—even though these mission origins within the institution may differ—the flexibility and adaptability of the community college enabled the integration of each new mission with those already in place at the time (Cohen & Brawer, 2008).

Although the two-year institution is over 100 years old, the tremendous growth in institutions and students did not occur until well into the latter half of the 1900s (Cohen & Brawer, 2008). Several factors led to this growth including the vocational education movement and the acceptance of community colleges within the higher education sector.

Despite literature placing vocational education within the community college from its beginning, there is debate over when or ever it became a primary mission of the institution (Brint & Karabel, 1989; Dougherty & Townsend, 2006; Ratcliff, 1994; Zwerling, 1976). Brint and Karabel (1989) pointed to the Great Depression as cause for developing vocational curricula, while at the same time, Cohen and Brawer (2008) saw the curricula "written into the plans in most states from the earliest days" (p. 23). It is, however, the report from the President's Commission on Higher Education (1947) that preceded the exponential growth in the community college in the following decades (Boone, 1997; Floyd, Haley, Eddy & Antczak, 2009; Parnell, 1985; Vaughan, 1995). The report strongly recommended vocational education become a primary mission of community colleges through such statements as "the community

college must prepare its students to live a rich and satisfying life…the total education effort, general and *vocational*, of any student must be a well-integrated single program" (President's Commission on Higher Education, 1947, Vol. III, p. 6).

Yet, the number of students transferring to four-year institutions has decreased in terms of percentage of total students in the community college (Dougherty, 1994; Skolnik, 2009). Zwerling (1976) argued the community college—"the most class-serving of educational institutions" (p. 251)—should be eliminated and all students allowed entrance to four-year universities as freshmen. Even with other critics such as Burton Clark and the Carnegie Commission on Higher Education, Dougherty (1994) believed such opportunity for community colleges held merit and offered great potential benefit. According to Dougherty (1994), Zwerling's recommendation to transform community colleges into four-year colleges provided these potential benefits:

- ease of movement for students between lower and upper division courses,
- seamless movement of financial aid and transcript credit in a single registration system,
- management of all levels of curriculum by a single group of faculty, and
- application of vocational courses and credit toward the baccalaureate degree.

Critics of such opportunity argued on several fronts that transforming community colleges into four-year colleges was wrong and would result in

- baccalaureate degrees from four-year community colleges remaining static in the higher education prestige hierarchy;
- prohibitively expensive conversions of two-year institutions into four-year colleges, especially in terms of new faculty hires and supplying additional library resources;
- many small community colleges becoming inefficient and ineffective as four-year colleges; and
- an overabundance of baccalaureate degree holders from four-year community colleges, leading to education inflation in the workforce.

Despite these criticisms, Dougherty (1994) considered the opportunity to develop community colleges into four-year colleges a worthy pursuit. According to the Community College Baccalaureate Association website, 42 community colleges and other institutions aligned with the community college mission in 15 states now confer baccalaureate degrees in addition to associate degrees and certificates.

"Nowhere does the [Truman Commission] report limit community colleges to two-year programs" (Walker, 2005, p. 11), rather the restriction on offering baccalaureate degrees is connected to the fact that states legislatively inhibit this educational option (Cook, 2000). For example, "in Arizona, policymakers and education leaders have developed a system to allow community colleges to offer a baccalaureate degree only after a thorough needs assessment and after the university system has had the opportunity to do so first" (Cook, 2000, p. 4). The President's Commission on Higher Education (1947) stated: "Some community colleges may

offer a full four years of college work, but most of them probably will stop at the end of the fourteenth grade, the sophomore year of a traditional college" (Vol. I, p. 67). The Higher Learning Commission (2001) Task Force on Baccalaureate Education in the Community College recommended in its executive summary that "the Commission, through its current institutional change processes, consider requests from a community college to offer some programs leading to baccalaureate degrees" (p. 3).

Recent studies (e.g., Alfonso, 2006; Arbona & Nora, 2007; Doyle, 2009) found initial community college enrollment lowered the likelihood of baccalaureate degree attainment, adding emphasis for incorporating the degree within the community college. However, other research refuted these findings. Romano (2004) and Townsend (2007) discovered, although community college enrollment may lower the likelihood of ultimately earning a baccalaureate degree, many studies did not control for factors unique to community college students. In addition, a study completed by Leigh and Gill (2003) concluded initial community college enrollment actually increased educational attainment for students desiring a baccalaureate degree.

Summary: Connections to this study. Reviewing the history of community college missions in the United States provided three pertinent connections to this study. First, understanding how the flexibility and adaptability of the community college institution allowed for dramatic mission expansion during the 20th century provided a basis for understanding the Alaska higher education system as it developed and changed with the growth of the state. Secondly, it was important to note that the community college, not unlike the university, has continually struggled with mission

identity and differentiation. The difference here is the community college struggle has been both internal with its own missions and external with other sectors of the higher education system, such as the university. These external struggles actually led to the creation of junior and community colleges as an offshoot of the university. Finally, understanding how these internal and external struggles may lead traditional community college students—minority and female students and students from lower socio-economic backgrounds—down certain education pathways informed this study.

History of higher education in Alaska. This section reviewed the history of higher education in Alaska from the early years through the fiscal crisis and merger in the 1980s to the current state of affairs. Understanding the historical context of higher education growth in Alaska provided a critical foundation in analyzing the development of and changes in higher education missions at the University of Alaska Anchorage from 1984 to 2009. Table 2–1 provides a chronological list of major events in Alaska's higher education growth.

The early years. Higher education in Alaska, in relation to other state systems in the country, remains a new and changing phenomenon. The early years—from the early 1900s through the late 1970s—were characterized by three major events: (a) the establishment Alaska Agricultural College and School of Mines as the first state-supported higher education institution, (b) the extension of higher education into other parts of the state, and (c) the establishment of community colleges. Two books—*The College Hill Chronicles: How the University of Alaska Came of Age* by Neil Davis (1992) and *Farthest North College President: Charles E. Bunnell and the Early*

Table 2–1

Major Events in Higher Education Growth in Alaska

Year	Event
1915	Federal law granting Alaska land to establish a land-grant institution
1917	Alaska Territorial law establishing the Alaska Agricultural College and School of Mines (AACSM) in Fairbanks
1922	AACSM opens
1935	AACSM name is officially changed to the University of Alaska
1950	University of Alaska offers first extension classes at Ladd AFB near Fairbanks
1953	Alaska Territorial Legislature passes the Community College Act of 1953 (establishes framework for cooperation between school districts and university)
1954	First community college opens—Anchorage Community College (ACC)
1959	Alaska Constitution formally establishes the University of Alaska following statehood
1961	University of Alaska offers first graduate courses in Anchorage
1962	Alaska Legislature passes the Community College Act of 1962 (incorporates community colleges into the University of Alaska higher education system)
1966	Anchorage Regional Center (ARC) established to consolidate public higher education in Anchorage
1968	ARC expands into Southcentral Regional Center to administer community colleges, military education, upper division coursework, and graduate programs (precursor to the current University of Alaska Anchorage structure)
1970	Anchorage Senior College (ASC) created from existing upper division and graduate coursework and programs
1970	University of Alaska, Anchorage created (combined ACC and ASC)
1972	ACC independently accredited
1975	Anchorage Community College and University of Alaska, Anchorage (UA,A) combine—merger reversed in 1977; UA,A receives regional accreditation
1975	University of Alaska Statewide System of Higher Education established
1977	Division of the Community Colleges, Rural Education, and Extension (CCREE) formed (ACC separated from UA,A and included in CCREE)
1982	Anchorage Community College is awarded separate institutional status, comparable to the three universities within the state system (separated from CCREE)
1987	University of Alaska Statewide System merges all community colleges (with the exception of Prince William Sound Community College) with the three universities, creating three independently accredited universities with associated community campuses (previously, independently accredited community colleges)
1987	ACC, elements of CCREE, and UA,A are merged into a single accredited regional university—University of Alaska Anchorage (UAA)

History of the University of Alaska by William R. Cashen (1972) and a dissertation, *Selected Management Functions in the Role of First Line Academic Administrators in Alaska Community Colleges* by Teri D. Mahaney (1982)—provided detailed information of the early growth of higher education in Alaska and were used here in presenting a synopsis of these early years.

In 1915, three years after Alaska gained territorial status, Alaska Congressional delegate James Wickersham worked hard to establish the state's first public higher education institution—the Alaska Agricultural College and School of Mines. Using the Morrill Acts of 1862 and 1890 as impetus, Wickersham introduced a bill in the U.S. House of Representatives to grant Alaska four sections of land in and around Fairbanks. One section near the U.S. Agricultural Experiment Station provided the site for the new agricultural college and school of mines and the remaining sections provided the financial support for operating the institution (Cashen, 1972; Davis, 1992). The Morrill Act of 1862 allowed the donation of such public lands to states with land sale proceeds used for supporting a state college receiving the grant. The Morrill Act of 1890 provided funding in the form of annual appropriations to these land-grant colleges. The bill introduced by Wickersham easily passed the U.S. Senate and, after some discussion on the appropriateness of the U.S. Congress deciding the location of a state's land-grant institution, it also passed the U.S. House of Representatives by voice vote. This bill—the last passed before Congress adjourned—was signed into law by President Woodrow Wilson before the end of the day (Cashen, 1972).

With federal support for the new college now in place, the territorial government of Alaska needed to formally establish the institution. Intense dialog ensued with good arguments and rationale for and against the establishment of a public higher education institution in Alaska. Arguments against establishing a college included:

> (1) It was too early for such an institution. (2) The territory was too young and too sparsely populated. Fairbanks was too out-of-the-way; such a college should be more centrally located. (3) The agricultural potential of the Tanana [a valley near Fairbanks] did not warrant a college for teaching agriculture; Matanuska Valley [near Anchorage] was much more promising. (4) Placer mining was on the decline and there was little likelihood that quartz mining would ever be extensive. (5) The population of the Interior [of Alaska] was on the decline, hence there would be fewer and fewer young people there to take advantage of the college. (6) Transportation to Fairbanks was difficult and expensive. It would be cheaper for almost all except Fairbanks' students to go Outside [of Alaska] to college. (7) Alaska high school graduates needed the change of environment which college attendance in the States provided. Colleges there had excellent facilities and instructors and a wide range of courses. (Cashen, 1972, pp. 111–112)

While these were good arguments against establishing the college, those in favor

- felt the education system should develop with the settlement of the territory,
- believed Alaska's youth should be afforded the opportunity to attend college in the state,
- recognized colleges in other states could be intimidating and completing one to two years of college in Alaska and then transferring was a better option,

- saw the Tanana Valley as the most cultivated area in the territory with the best opportunity for further expansion,
- noted placer, quartz, and coal deposits were all within the Fairbanks area and provided the greatest opportunity for teaching various mining techniques and methods,
- found students in three of the four "divisions" of the Alaska territory would discover college attendance in Fairbanks less expensive than going out of state, and
- believed the federal appropriations would ensure quality instruction and equipment were available to students in small class sizes (Cashen, 1972).

In 1917, the Alaska Territorial Legislature introduced and passed a bill establishing "the Alaska Agricultural College and School of Mines in accordance with the provisions of the Act of Congress approved March 4, 1915, and to grant a charter to the Alaska Agricultural College and School of Mines" (Cashen, 1972, p. 113). Governor J. F. A. Strong signed the bill into law on May 3, 1917, establishing Alaska's land-grant institution—the Alaska Agricultural College and School of Mines (AACSM).

Dr. Charles E. Bunnell became the first president of AACSM on December 7, 1921, and the college opened for business on September 18, 1922. During this first semester, 12 students were supported and taught by six faculty, three staff, and a single administrator. The first graduating class—the Class of 1923—had one graduate. By the time President Bunnell led his 27th and final commencement in

1949, 31 baccalaureate degrees were awarded. One of the many important events occurring during Bunnell's tenure as president was the changing of the institutional name. In 1935, the college alumni association recommended to the board that the college name be changed to the University of Alaska. While the board took no action on the recommendation, a trustee also serving in the Territorial Legislature introduced a House bill providing for this name change. After little opposition in either house, the bill passed and was signed into law, renaming the institution the University of Alaska effective July 1, 1935, and replacing the Board of Trustees with the Board of Regents (Cashen, 1972; Davis, 1992). Ultimately, the Alaska Constitution and subsequent statute would formally establish the University of Alaska and the Board of Regents when Alaska obtained statehood in 1959 (Welker, 1992).

Dr. Terris Moore became the second president of the University of Alaska on July 1, 1949. Although he served for just over four years, his vision and leadership led to the institution's expansion into communities outside of the immediate Fairbanks area, laying the foundation for the eventual establishment of community colleges in the state (Davis, 1992). President Moore realized:

> Except for the Sheldon Jackson School, a Presbyterian-sponsored preparatory school and junior college in Sitka, the University of Alaska had, for 27 years, managed to maintain a monopoly on higher education in Alaska. It was, however, a very weak monopoly, subject to easy overthrow because of demands from the growing population in southern and southeastern Alaska for advanced facilities in their areas…[and] the collective thinking of the regents on this issue was just behind what it should be. (Davis, 1992, p. 339)

Moore urged the Board of Regents to recognize this demand for expansion of the university away from Fairbanks and used as rationale examples of university and

board ignorance and resistance in many Rocky Mountain states that finally led to competing tax-supported colleges (Davis, 1992). On a positive note, he provided the regents with two examples of state universities systems that embraced expansion and flourished—California and New York (Davis, 1992). California worked to meet the need for higher education wherever it arose and, in the process, was able to maintain a single board of regents and avoid competing institutions seeking a portion of the funding for higher education in the state. Moore also felt New York's inclusive college and state university system in which dollar matching occurred between local financial support and state funding was an excellent model for Alaska to follow.

Moore's *Six-Year Plan for the University of Alaska*, written early in his presidency, presented educational realities associated with such a large geographical territory and sparse regional population centers, and therefore advocated for expansion of the institution away from the Fairbanks area (Davis, 1992). In 1949, two major events led Moore and the Board of Regents to the ultimate decision to expand—planned private higher education in Anchorage supported by the Methodists and documented military need for continuing education and training at various installations in Alaska. The outcome of the planned private higher education in Anchorage occurred 11 years later with the opening of Alaska Methodist University. This university operated from 1960 until the 1976–1977 academic year, and re-opened in 1978 as Alaska Pacific University with an interdenominational emphasis. Meanwhile, the military in the territory—specifically, the U.S. Air Force at Ladd Air Force Base near Fairbanks and Elmendorf Air Force Base near Anchorage—desired to

provide college-level courses on its installations. Moore and the University of Alaska initially participated in the United States Armed Forces Institute (USAFI) program that provided financial support to colleges and universities offering courses on military installations. After negotiating with the University of California—the lead institution supporting the USAFI program on the West Coast and Pacific region—an agreement was reached whereby the University of Alaska would provide all USAFI courses in Alaska (Davis, 1992). This led to the first University of Alaska extension courses being offered during the Spring 1950 semester at Ladd Air Force Base.

Through the challenges presented with private higher education development in Anchorage and university extension services at various military installations in Alaska, "for better or worse, but inevitably, the University of Alaska was about to become a many-campused thing" (Davis, 1992, p. 354). These early expansion activities served as a precursor to the establishment of community colleges in Alaska. Territorial government also entered the discussion of university expansion and community colleges in 1947, when Governor Ernest Gruening sent a message to the legislature proposing University of Alaska expansion to provide community college programs throughout the territory (Dafoe, 1971).

Moore believed the development of community colleges should fall under the purview and authority of the University of Alaska and argued for a system similar to California's unified higher education system controlled by a single governing board (Davis, 1992). This thought supported the first Community College Act of 1953 in Alaska providing authority to local school districts to establish, operate, and maintain

community colleges with standards for faculty, curriculum, and administrators set by the University of Alaska Board of Regents (Community College Interim Committee [CCIC], 1981). As a result of this act, Alaska's first community college—Anchorage Community College (ACC)—was founded on January 1, 1954. Through this act, ACC was set-up as a partnership with the University of Alaska rather than an independent institution and the bulk of operational funding for ACC flowed through the university budget. Accreditation oversight of ACC was also provided by the University of Alaska through the 1953 statute.

The second Community College Act of 1962 made substantial changes to authorities granted in the 1953 Act. The authorities to establish, operate, and maintain community colleges were now granted to the University of Alaska with cooperation from local school districts (CCIC, 1981). This second act also "intended that academic instruction be funded by the university while noncredit, vocational-technical education was to be funded" locally (O'Rourke, 1996, p. 105). Since this postsecondary vocational education in Alaska was funded predominantly by state grants directly appropriated to the University of Alaska, nearly all funding for community colleges came from the state and resulted in minimal local ownership of these new colleges (O'Rourke, 1996). Table 2–2 provides a list of community colleges operating in 1981 and the year each institution was founded.

Yet even with this relatively large number of community colleges with many performing well, tensions began to appear between these colleges and the parent institution—the University of Alaska (Hussey, 1997). According to McLean (1974) in

his report submitted to the Alaska Legislature, it was unrealistic and inefficient for a viable university center and community college to operate in the same city. Shortly

Table 2–2

Alaska Community Colleges in 1981 and Founding Years

College	Founding Year
Anchorage Community College	1954
Ketchikan Community College	1954
Juneau/Douglas Community College	1956
Matanuska-Susitna Community College (originally Palmer Community College)	1958 (renamed in 1964)
Sitka Community College	1962
Kenai Peninsula Community College	1964
Kodiak Community College	1968
Kuskokwim Community College	1972
Tanana Valley Community College	1974
Northwest Community College	1975
Prince William Sound Community College	1978

thereafter, in 1975, Anchorage Community College merged with the University of Alaska, Anchorage (Hussey, 1997). The University of Alaska, Anchorage, evolving in the late 1960s from Anchorage Senior College, was established by the University of Alaska in response to citizens and students no longer satisfied with only two-year degree opportunities in the largest metropolitan area of the state. Anchorage Senior College and Anchorage Community College were developed “in a two-plus-two arrangement similar to those being instituted in Texas and Florida” (O’Rourke, 1996, p. 105). By 1970, there were two public higher education institutions offering four-

year degrees in Alaska—the main University of Alaska campus in Fairbanks and Anchorage Senior College.

At this same time, the University of Alaska Board of Regents acknowledged the need for decentralized management to better respond to regional education and training needs and, in 1975, established greater autonomy within the university with the creation of the University of Alaska Statewide System of Higher Education (O'Rourke, 1996). This decision separated university system administration from the campus in Fairbanks and created four divisions, each headed by a chancellor:

1. University of Alaska, Fairbanks.
2. University of Alaska, Anchorage.
3. University of Alaska, Juneau (now known as University of Alaska Southeast).
4. Division of the Community Colleges, Rural Education, and Extension (CCREE).

This structure remained in place until 1982, when Anchorage Community College—the largest higher education institution in the state with over 19,000 students—convinced the Board of Regents to separate it from the other colleges, creating a fifth chancellor position. This was only one part of the "unbridled and unchartered state growth…reflected in its higher education system" (O'Rourke, 1996, p. 109) as the state moved into the 1980s. By the early 1980s, the University of Alaska included three universities and eleven community colleges, each independently accredited.

Crisis of the 1980s and the merger. The worldwide oil glut in 1985 severely impacted the Alaska economy and state budget and, as a result, financial accountability became more prevalent in Alaska higher education with special focus on community colleges and university extension centers (Hussey, 1997; O'Rourke, 1996). The Alaska Commission on Postsecondary Education (as cited in Hussey, 1997) noted that community colleges in Alaska were "created and funded with no reference point for their need or composition [and]…proliferation of these types of institutions must be governed by some guiding principles for their creation and expansion" (p. 142), further justifying the necessity of this accountability.

The financial crisis coupled with this public demand for financial accountability led to the formal merger of community colleges and the Alaska state university system in 1987 (Hussey, 1997). This merger took 14 separately accredited post-secondary institutions and, through various combinations, created three (O'Rourke, 1996):

1. University of Alaska Juneau (now University of Alaska Southeast) became a regional undergraduate institution, with no vocational programs, responsible for two former community colleges in the southeastern part of the state;
2. University of Alaska Fairbanks, the only doctoral-granting institution in the state, assumed responsibility for the local community college and three interior rural community colleges and a number of rural extension centers; and

3. University of Alaska, Anchorage merged again with Anchorage Community College and four other community colleges in southcentral Alaska (Kenai Peninsula College, Kodiak College, Matanuska-Susitna College, and Prince William Sound Community College [remained separately accredited]).

In addition, this new University of Alaska Anchorage assumed a statewide role of providing vocational and technical programs. These three new institutions would be led by chancellors with oversight provided by a system-wide office and president located in Fairbanks.

Although limited benefits to baccalaureate students and meager budget savings were realized, restructuring remained "plagued by old conflicts that threaten[ed]" (O'Rourke, 1996, p. 104) the stability of higher education in Alaska. Patrick O'Rourke (1996), chancellor of the University of Alaska Fairbanks at the time of the merger, noted that "despite…good intentions, the…use of the three-university model gives the appearance of subjugating the interest of two-year institutions to those of the universities" (p. 130). These conflicts were most prevalent in the Anchorage area as noted by Jacobs (2010):

> In Alaska's largest city itself there was significant tension, occasionally outright conflict, between faculties and administrations at Anchorage Community College and the University of Alaska, Anchorage, a situation both psychologically satisfying to the combatants and frustrating to the administrators and other public officials who had to deal with it or make sense of it. The faculties of each institution were committed to fundamentally different higher education missions. Each felt the other was an obstacle to the realization of their fondest hopes for public higher education. (pp. 79–80)

Within the new University of Alaska Anchorage (UAA), duplicative curricula were eliminated. In addition, all associate of arts degrees and related certificate programs were eliminated, leaving only the Associate of Arts in General Studies available for traditional community college transfer students (Office of Institutional Research [OIR], 1989).

Current state of affairs. Today, Alaska is the least densely populated state in the country, and the University of Alaska makes a considerable effort to serve the state's widely dispersed 700,000 residents (Fisher, 2011). This higher education service is provided through the system's three major campuses—University of Alaska Anchorage (UAA), University of Alaska Fairbanks (UAF), and University of Alaska Southeast (UAS)—and 12 community campuses located in diverse rural and urban locations across the state (Fisher, 2011; Statewide Planning & Institutional Research [SPIR], 2010).

The University of Alaska is governed by an 11-member Board of Regents, appointed by the governor and approved by the legislature. Ten of the regents serve eight-year staggered terms while the one student regent is appointed and serves a two-year term. The board is also responsible for appointing the president, who serves as the executive officer of the Board of Regents. Board responsibilities include reviewing and approving educational policies, degree programs, campus development and expansion, and budget requests.

The three major campuses—UAA, UAF, and UAS—are each led by a chancellor who reports directly to the president. Each of these major campuses

oversees extended community campuses. UAA is responsible for Kenai Peninsula College, Kodiak College, Matanuska-Susitna College, and Prince William Sound Community College. UAF oversees six campuses: Bristol Bay Campus, Chukchi Campus, Interior-Aleutians Campus, Kuskokwim Campus, Northwest Campus, and UAF Community and Technical College. Ketchikan Campus and Sitka Campus are supported by UAS. The three major campuses are separately accredited and the extended community campuses are included in these separate accreditations with the exception of Prince William Sound Community College which continues to maintain its own accreditation. Figure 2–1 shows the various University of Alaska campuses and locations.

According to *UA in Review 2010* (SPIR, 2010), in Fall 2009, 33,710 students were enrolled in credit classes within the University of Alaska system with full-time students accounting for approximately 40% of this total. Women accounted for 60% of this student population with students of minority ethnic backgrounds accounting for 24% of the total. Nearly 65% of the student population was certificate and degree-seeking, including majors and pre-majors. Of the 273,150 student credit hours (SCH) delivered system-wide, nearly 70% were in lower division courses. Upper division courses accounted for 18%, graduate level courses 6%, developmental courses 4%, and professional courses 3%.

From the same review, UAA and its community campuses enrolled 20,368 students in Fall 2009, accounting for more than 60% of the system total. Nearly 40% of the student population at UAA and its community campuses in Fall 2009 were full-

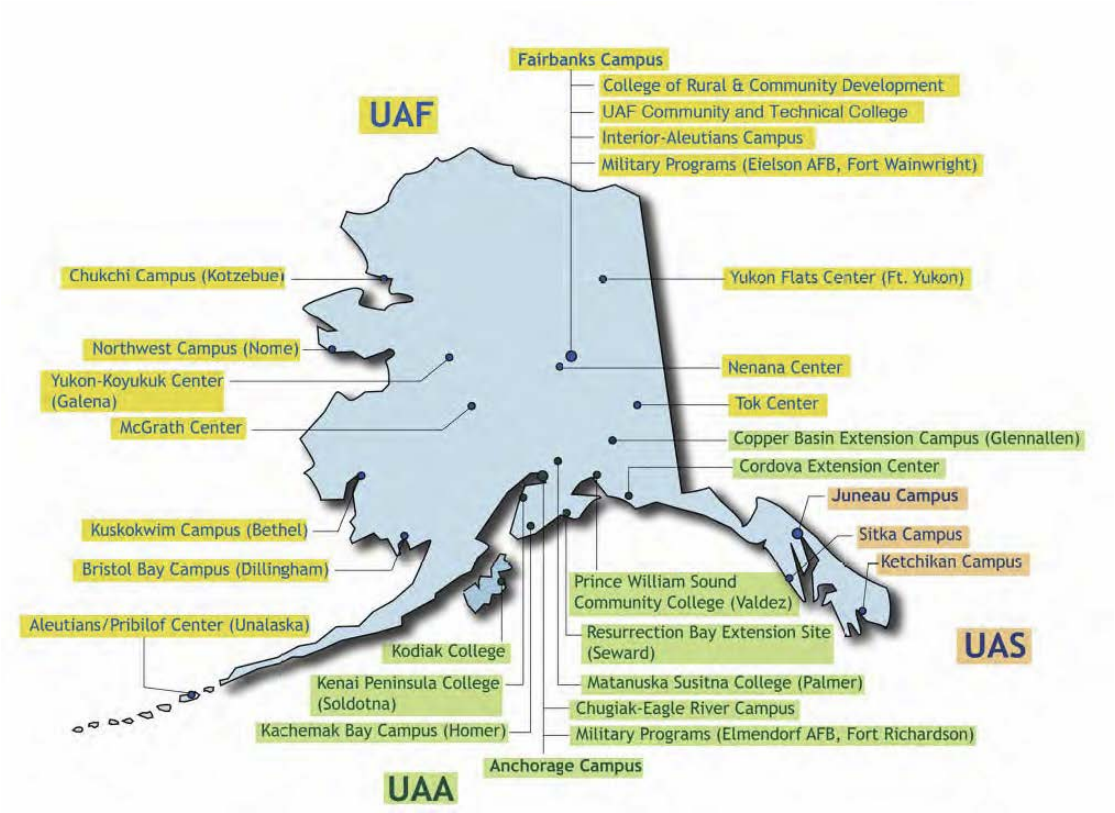

Figure 2–1. University of Alaska Institutions and Campuses (2010). Source: Statewide Planning & Institutional Research. (2011, February). *UA in review 2011*. Fairbanks, AK: University of Alaska.

time. Women accounted for approximately 59% of the student population with just over 22% of the students identified as ethnic minorities. The 166,038 SCHs generated by UAA and its community campuses (over 60% of the system total) in Fall 2009 included 72% at the lower division course level, 17% at the upper division course level, 5% at the graduate level, 4% at the developmental course level, and 2% at the professional level.

As a public comprehensive university, UAA and its four community campuses, in Fall 2010, offered 32 occupational endorsement certificates, 29 undergraduate

certificates, 38 associate of applied science degrees, 1 associate of arts degree, 23 bachelor of arts degrees, 23 bachelor of science degrees, 6 other bachelor degrees, and 29 master degrees. According to the *UA in Review 2010* (SPIR, 2010), in Fall 2009, the academic program with the largest headcount of majors (1,267) was the Associate of Arts, General Program. The next four programs with the largest major headcount were Bachelor of Business Administration, Management (384), Bachelor of Science, Biological Studies (377), Bachelor of Arts, Psychology (359), and Bachelor of Business Administration, Accounting (344). For academic year 2009 (ending May 2009), UAA and its community campuses awarded 49 occupational endorsement certificates, 74 undergraduate certificates, 474 associate of applied science degrees, 210 associate of arts degrees, 956 bachelor degrees, and 270 master degrees.

Summary: Connections to this study. The history of higher education in Alaska provided critical information connected to this study. It was important to understand the major involvement community colleges and associated missions have had in the history of higher education in Alaska. One of the major arguments for initially establishing a higher education institution in Alaska was the recognition that colleges in other states could be intimidating and completing one or two years of college coursework in Alaska and then transferring was a better option for citizens of the state. This argument indicated the need and acceptance of transfer education as a part of higher education in Alaska from the beginning.

Other arguments, while appropriate for a particular place and time, may no longer apply to the current higher education structure in the state. Holding a viable

university and community college in the same city as unrealistic and inefficient was rational for Anchorage in 1975; however, over 35 years later this issue may be viewed differently.

Mission identity and differentiation struggles, similar to those within the university and community college structures in the country, can be found in the higher education system in Alaska. In Alaska, however, these struggles appear most often between the missions of the university and the community college, not separately within each sector as previously described in earlier sections of this literature review. The *Fisher Report* (Fisher, 2011) noted several issues connected to these mission struggles between the university and the community college:

1. Mission differentiation between UAA and UAF has become increasingly contentious.
2. UAA's strategic plan focuses on reinforcing and expanding the institution's research mission, including the development of research-centered graduate programs.
3. The University of Alaska's merger of all post-secondary education—traditional university and community college missions—into a single administrative structure sounded better than it worked; community college activities such as technical education and workforce development and training should be accorded greater prominence in the system.
4. UAA, UAF, and UAS should each independently administer the community campuses, other technical units, and those tasks and missions

associated with these campuses and units; these tasks and missions are normally those associated with traditional community colleges—transfer education, technical education, developmental education, and continuing education.

5. Tuition and fees at the community campuses and in technical programs (e.g., certificates and associate degrees) should be lower than those in traditional university programs (e.g., baccalaureate degrees).
6. Statistical results and outcomes associated with community campuses and other technical units should be reported independently of the results and outcomes of traditional university programs.
7. Formally named community colleges should be created in the state's two largest metropolitan areas—Anchorage and Fairbanks.

Summary–Implications for Research

This literature review provided a broad analysis of information related to the development of and changes in higher education missions at the University of Alaska Anchorage from 1984 to 2009. The review covered three specific themes within the literature surrounding this topic:

1. History of university missions in the United States.
2. History of community college missions in the United States.
3. History of higher education in Alaska.

Presented in a linear manner in the review, these three themes funneled the available information from the beginning of higher education in the country with the university

concept, through the expansion into the multiple missions of the community college, and finally into the history of higher education in Alaska. Topics within these themes provided unique implications for this research.

The literature indicated mission identity and differentiation were issues universities and community colleges have struggled with historically and continue to do so today. Evaluating, through a review of the literature, the methods particular states and educational institutions used to address these struggles clearly informed this study, providing the framework to analyze how Alaska and the University of Alaska Anchorage may have addressed these problems in the past.

It is also important to note how higher education in Alaska developed and changed throughout the history of the state in an effort to inform future educational policy decisions. Understanding the consequences of previous decisions from a historical basis may show unintended consequences and the need to re-evaluate these decisions.

Chapter 3

Materials and Methods

This section outlines the philosophical approach, methodology and methods, and research procedures for this study. The research design for the study also addresses: (a) data needs, (b) data collection techniques, (c) site and participant selection, (d) data analysis, (e) strategies to ensure soundness, and (f) strategies to protect human subjects. Through a postpositivist epistemology, this study employed a historical research design incorporating the collection of primary and secondary data to answer the research questions presented.

Philosophical Approach

From previous education and training pursuits in engineering and sciences and a penchant for quantitative and analytical decision-making, this researcher's early philosophy clearly aligned with the positivist epistemology. However, through a 21-year career as a United States Air Force officer, the researcher became more of a realist or pragmatist, recognizing not all observations and subsequent decisions (or analyses) were perfect; rather decisions (or analyses) were often made without the benefit of data and information to make 100% perfect decisions. Phillips and Burbules (2000) found John Dewey's notion important in the movement towards postpositivist thought:

> We must seek beliefs that are well warranted (in more conventional language, beliefs that are strong enough supported to be confidently acted upon) for of course false beliefs are likely to let us down when we act on them to solve the problems that face us! (p. 3)

Ultimately, the argument is that no research can lead to certainly correct conclusions (Floden, 2009). This thought connects with decisions that are factually warranted, but made without 100% certainty of truth as often experienced during military service. Through this understanding of beliefs, the researcher now finds his values and worldview better characterized by the postpositivist epistemology. The remainder of this subsection discusses the positivist and postpositivist epistemologies to provide an understanding of the selected approach to this study.

Positivism. Positivism and postpositivism served as the guiding paradigms for early educational research (Mertens, 2005). The rise of positivism began with French sociologist Auguste Comte in the 1800s and was modified and expanded by British philosopher John Stuart Mill and French sociologist Emile Durkheim later in the same century (Neuman, 2003). Most recently, Lichtman (2010) defined *positivism* as a philosophy "in which science deals only with observable entities and objective reality" (p. 245), involving a single truth.

While best known by the familiar name *positivism*, other paradigmatic names include *empiricism* and *conventionalism*. The positivist paradigm views the goal of knowledge simply as the description of the phenomena experienced by humans (Krauss, 2005; Trochim, 2006). Within this paradigm, ontology—the philosophy of reality—assumes a single, apprehensible reality (Krauss, 2005; Lincoln & Guba, 2000). Epistemologically, positivists believe: (a) data and subsequent analyses are value-free, (b) changes in data do not occur as a result of observations, (c) causality can be reliably determined, and (d) generalizations, free of time and context, are

possible (Lincoln & Guba, 2000; Manning & Stage, 2003; Onwuegbuzie, 2002). As positivism assumes an objective world, the philosophy postulates testable theories or hypotheses through deductive reasoning, primarily through the use of quantitative research methods (Krauss, 2005; Lincoln & Guba, 2000; Manning & Stage, 2003).

Fervent debate about quantitative and qualitative research paradigms has occurred since the late 1800s leading qualitative researchers to eventually reject positivism in total. In addition, critics charged that "positivism reduces people to numbers and that its concerns with abstract laws or formulas are not relevant to the actual lives of real people" (Neuman, 2003, p. 71). These debates and criticisms led to the emergence of postpositivism as a new research paradigm (Onwuegbuzie, 2002; Trochim, 2006).

Postpositivism. Lichtman (2010) defined *postpositivism* as a philosophy that "acknowledges the shortcomings of positivism but strives to attain objective reality" (p. 245), including the approximation of a single truth. A variety of other philosophical designations are associated with postpositivism, including: *realism*, *critical realism*, and *neopostpositivism* (Krauss, 2005; Trochim, 2006). As part of the move away from positivism, King (2006) noted postpositivism was now situated in the philosophy of science as the dominant paradigm. However, there are differing views of the evolution of postpositivism. Trochim (2006) viewed postpositivism as "a wholesale rejection of the central tenets of positivism" (para. 5). Onwuegbuzie (2002) advocated postpositivism as a modification of positivism with major differences in the criteria for truth—or reality—and the influence of investigator values on the research.

Krauss (2005) supported the position that postpositivism was a mixture of elements from positivism and constructivism or interpretivism. Regardless of the evolutionary stance, postpositivist beliefs emerged as questions concerning the assumptions of positivism increased (Lichtman, 2010; Teddlie & Tashakkori, 2003).

Despite these differing titles, definitions, and evolutionary beliefs, there are similarities between positivism and postpositivism. Both epistemologies hold similar criteria for truth or reality; there is one reality, one single truth (Lincoln & Guba, 2000; Mertens, 2005). In addition, the focus of inquiry for both philosophies is explanatory or predictive in nature, and results are additive to the generalizations and cause-and-effect linkages of research topics (Greene, 2007; Lincoln & Guba, 2000). Positivists and postpositivists also emphasize deductive logic or reasoning through research influenced by theories and hypotheses, a formal writing style, and impersonal voice (Lincoln & Guba, 2000; Onwuegbuzie, 2002; Trochim, 2006).

While these similarities present an appearance of two philosophies closely aligned in belief and direction, there are key differences making each unique. With respect to criteria for truth, both epistemologies acknowledge a single, observable reality; however, a major distinction is postpositivism views this reality in an "imperfectly and probabilistically apprehendable" way (Lincoln & Guba, 2000, p. 165). Postpositivists believe all observations are fallible and, through discovery of these observational errors, theories and hypotheses are revisable (Cruickshank, 2007; Krauss, 2005; Trochim, 2006). With respect to the nature of knowledge, positivists view *verified* hypotheses as *true* facts while postpositivists view *non-falsified*

hypotheses as *probable* facts (Lincoln & Guba, 2000). Ultimately, postpositivism focuses "on developing new knowledge claims through the critical revision and replacement of previous knowledge claims" (Cruickshank, 2007, p. 268). At the same time, while both philosophies attempt to exclude investigator values and influence from the research, postpositivism acknowledges these characteristics and therefore views observations as theory-laden (Krauss, 2005; Mertens, 2005; Trochim, 2006). Postpositivists, through this greater awareness of subjectivity, recognize objectivity is never completely achievable (Perlesz & Lindsay, 2003). Finally, while both epistemologies strive for objectivity in research, positivists are more inclined to use quantitative research methods to reach results and conclusions (Krauss, 2005; Lincoln & Guba, 2000). Alternatively, postpositivists often use quantitative and qualitative methods to reach the same or similar results and conclusions (Krauss, 2005; Lincoln & Guba, 2000).

Use of postpositivism in the study. From the perspective of a researcher connected to the postpositivist philosophy, this study methodologically aligned with this research paradigm, considering the topic and existing knowledge surrounding it. Using Krauss' (2005) definition of postpositivism—a mixture of elements from positivism and constructivism or interpretivism—this study used a historical research design with primary and secondary data collection and analysis techniques to descriptively answer the research questions presented.

With little existing knowledge on the proposed research topic, the postpositivist approach allowed for the addition of generalizations and interpretations

to the limited literature through descriptive research. Such a historical topic as the one in this research cannot be adequately studied from a strict positivist approach as it is not possible to collect new data on the phenomenon; rather extant—or secondary—data must be used in conjunction with primary data derived at the time of the phenomenon. As a result, the postpositivist approach may allow for a more reliable evaluation and analysis of this topic. As Perlesz and Lindsay (2003) noted:

> Post-positivism is a useful paradigm for those researchers who maintain an interest in some aspects of positivism such as quantification, yet wish to incorporate interpretivist concerns around subjectivity and meaning, and who are interested in the pragmatic combination of qualitative and quantitative methods. (p. 29)

Krauss (2005) further supported this concept by stating that "within a critical realism [postpositivist] framework, both qualitative and quantitative methodologies are seen as appropriate (Healy & Perry, 2000) for researching the underlying mechanisms that drive actions and events" (p. 762). From a postpositivist view, this research ultimately lent itself to a more qualitative methodology such as historical research; however, quantifiable data was used to describe historical trends in critical areas surrounding the topic.

Researcher personal disclosure. This subsection describes the experiences and personal views of the researcher in relationship to this study. While positivism separates the research from the values of the investigator, postpositivism—the philosophy guiding this study—accepts that investigator values influence the research and therefore data and analyses are theory-laden.

This researcher has worked at the University of Alaska Anchorage (UAA) for over eight years, first as the Air Force ROTC detachment commander and chair/professor of aerospace studies and, for the past five years, as an associate dean in the UAA Community & Technical College (CTC). As an administrator and faculty in the UAA college housing many of the comprehensive missions of the institutions, this researcher has seen first-hand the interesting and challenging interaction between university and community college missions. Investigating and analyzing this topic answered questions and concerns of personal interest and provided data and results to make more informed decisions in the future. From the postpositivst view used in this study, the values and views developed during the researcher's employment at UAA were influential on the research completed.

Methods and Procedures

This subsection describes the rationale for selecting a historical research design for this study. This research was completed using only documentary sources and evidence; no oral evidence (other than that included in written documents) was used. This approach was taken for three reasons. First, source reliability is inversely proportional to the time lapse between a particular event and the collection of evidence surrounding the event; this points to documentary evidence (over oral evidence) as a key category of primary source material (McDowell, 2002). Secondly, oral evidence should only be trusted to the extent it is verifiable through other external sources as information is often distorted as it flows along a grouping of serial and parallel communication lines (Howell & Prevenier, 2001). Finally, knowledge of historical

events is more reliant on documentary evidence (e.g., documents and recordings) than memory found in oral evidence through interviews (McDowell, 2002).

Historical research involves the systematic evaluation of past events, resulting in an accounting of what occurred in the past (Best & Kahn, 1989; Howell & Prevenier, 2001; Johnson & Christensen, 2004; McDowell, 2002); however, this type of research is more than an accumulation of facts and dates and a description of past events, "rather, it is a flowing, dynamic account of past events that involves an interpretation of the events in an attempt to recapture the nuances, personalities, and ideas that influenced these events" (Rowlinson, 2005, p. 296). Five important reasons identified by researchers (Johnson & Christensen, 2004; Rowlinson, 2005) for conducting historical studies were important to this research:

1. *Uncovering the unknown*—much of the UAA history from 1984 to 2009 is not captured in a single document and therefore is an unknown body of knowledge to the general populace.
2. *Answering questions*—how higher education missions developed and changed at UAA is important as the institution moves forward as an open access comprehensive university.
3. *Identifying the relationship that the past has to the present*—how the institution (and prior to the merger, institutions) operated is important to the understanding of how the university operates today.
4. *Recording and evaluating accomplishments of individuals, agencies, or institutions*—collecting and recording this historical information and data

in a single research study and descriptively evaluating the results provide the foundation for future research on the causes of the higher education developments and changes presented.

5. *Supporting the understanding of the culture in which we live*—UAA, as the largest of three universities in the only statewide public higher education system, is a critical part of the culture in Alaska; therefore, understanding how university and community college missions have developed and changed over the last 25 years informs the understanding of higher education in the state.

In addition, there are four important considerations when conducting historical research: (a) the availability of primary information on the topic, (b) the ability to use a historical method to answer the research question(s) posed, (c) the urgency of the need for the information expected to be obtained through the research, and (d) the audience/consumers receptivity to the information gathered through use of historical methods to answer the research question(s) (Schwartz, 2003).

While there is no single method for conducting historical research (Johnson & Christensen, 2004; Rowlinson, 2005), “it is critical that the research question be well defined, feasible to study, and of genuine interest” (Schwartz, 2003, p. 101). Even though historical research may be approached in a variety of ways, there are similarities in steps taken to conduct such research (Johnson & Christensen, 2004). These steps include: (a) research topic identification and research problem formulation, (b) literature review and data collection, (c) evaluation of materials, (d)

data synthesis, and (e) report preparation. Figure 3–1 shows the research process used for this study.

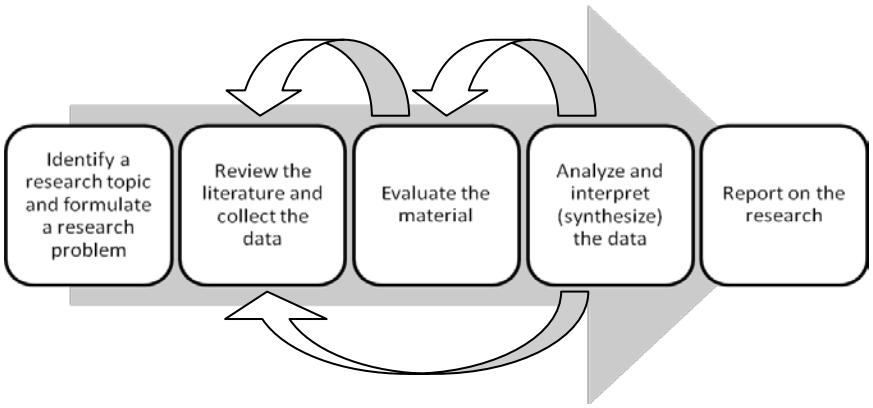

Figure 3–1. Five-step process for conducting a historical research study. Adapted from *Educational Research: Quantitative, Qualitative, and Mixed Approaches* (2nd edition), by B. Johnson & L. Christensen, 2004. Copyright 2004 by Pearson Education.

As noted in research texts (Howell & Prevenier, 2001; Johnson & Christensen, 2004; McDowell, 2002; Rowlinson, 2005; Schwartz, 2003), historical studies do not necessarily follow a strictly sequential process; rather, the research steps used within a historical study are frequently conducted in parallel and there are also times when steps are repeated. These repetitions often occur within the literature review and data collection, evaluation of materials, and data synthesis steps.

McDowell (2002) offered three variations to this approach with respect to data sources:

1. Examine secondary sources first to provide background knowledge on the topic and an indication of how other historians have approached the topic (questions asked, topics omitted, themes produced, sources used).
2. Examine primary sources first to examine evidence potentially overlooked should secondary sources be used to determine the primary sources to use.
3. Combine the review of primary and secondary sources, allowing each to inform the other.

Due to the limited amount of secondary data and sources, primary sources were examined first in this study. Following this initial examination of strictly primary sources, combining reviews of primary and secondary sources became more informative to the study.

In addition, the research perspectives of scientists and historians are markedly different (McDowell, 2002). While scientists use research to develop causal laws and generalizations, historians tend to develop connections through research. These research connections are not wholly objective, as

- the recorded and reported facts must be interpreted to describe and explain why certain events occurred;
- historical observations are often influenced by hindsight;
- preconceived ideas and knowledge on historical topics are based on personal values and experiences; and
- there is no opportunity to connect directly with the historical facts being analyzed (McDowell, 2002).

As many historians (Howell & Prevenier, 2001; McDowell, 2002) have noted in texts on conducting historical research, such research is more of an art than a science. Ultimately, "historians always create a past by writing it…history has no existence before it is written" (Howell & Prevenier, 2001, p. 1). And, in creating this past through historical research, the past is never discovered in its entirety. Instead, this type of research "can only cover those topics which historians have decided to write about, based on the evidence which they have access to" (McDowell, 2002, p. 29).

Research topic identification and research problem formulation. The first step in nearly any type of research is the identification of a research topic and the formulation of a research problem; historical research is no different (Creswell, 2008; Johnson & Christensen, 2004; Rowlinson, 2005). The stimulant for this choice may come from a variety of sources including current issues, educational policies, legislative acts, state laws, relationships between events, or personal interest of the researcher (Rowlinson, 2005). For this study, several sources led to the identification of the research topic and formulation of the research problem. These sources included the board action merging the state university system with independent community colleges in Alaska and resultant educational policies put in place to implement this decision. In addition, there remains a lingering belief in discussions across campuses throughout the university system that "the community college and its missions are gone." As such, the topic is also of personal interest to the researcher.

Literature review and data collection. The next step involved the identification of sources containing information and data on the research topic. Literature reviews and data collections are found in all research; however, in historical research, the information and data needed to complete the study are found "in documents, records, photographs, relics, and interviews rather than professional journals and books" (Johnson & Christensen, 2004, p. 397). These documents include annual reports, board meeting minutes, records, budgets, and other written or printed materials. In many instances, such historical data are found in archives which often serve as the principal source of information for historians (Howell & Prevenier, 2001). For this study, University of Alaska Board of Regents meeting minutes, annual university and college statistical reports, solicited and unsolicited external reports on the university, university presidential library documents and papers, university databases, and State of Alaska legislative documents, served as critical sources of information and data.

Site and participant selection. The University of Alaska Anchorage (UAA), as one of three major academic units in the University of Alaska state-wide system, served as the site for this research. UAA is the largest of the three universities in the system in terms of students and credit hours. In addition, prior to the higher education restructuring in the state, Anchorage Community College (ACC)—now dispersed throughout and functionally part of UAA—was the largest community college and largest academic unit in the state (O'Rourke, 1996). Kenai Peninsula College (KPC), Kodiak College (KOC), Matanuska-Susitna College (MSC), and Prince William

Sound Community College (PWSCC) were also used as data sources based on their status as independent community colleges before the merger and UAA community campuses following the merger. Focusing on data from these institutions prior to the merger and UAA after the merger provided the best opportunity for sufficient data to complete this study. Finally, the most significant conflict surrounding the 1987 higher education merger occurred in the Anchorage area between University of Alaska, Anchorage; Anchorage Community College; and the Division of the Community Colleges, Rural Education, and Extension (CCREE).

Data needs and collection techniques. Primary and secondary data were collected for analysis. While both primary and secondary data sources are important in historical research, primary sources are the preferred references (Best & Kahn, 1989; Danto, 2008; McDowell, 2002). In fact, "modern historians favor primary sources, whether accurate or not, because they add new facts or ideas to historical questions" (Danto, 2008, p. 61). Primary sources are derived from direct involvement or relation to an event being studied while secondary sources are created from these primary sources, other secondary sources, or a combination of the two (Best & Kahn, 1989; Johnson & Christensen, 2004; McDowell, 2002). Examples of primary historical sources include annual reports, meeting minutes, diaries, and other written material compiled at the time events actually occurred (McDowell, 2002). History textbooks, journal articles, and encyclopedias are examples of secondary historical sources (Best & Kahn, 1989; Johnson & Christensen, 2004; McCulloch & Richardson, 2000). These secondary sources are produced at a later time after the historical event

and/or by someone not present when the event occurred (McDowell, 2002). Whether using primary or secondary sources, understanding and appreciating the potential biases within the sources are important (McCulloch & Richardson, 2000). Primary sources have particular aims and audiences, and perspectives adopted by the authors, while secondary sources include author interpretations of specific events being studied.

The data needed for this proposed study are guided by the following research questions:

- How have traditional *university* missions developed and changed at the University of Alaska Anchorage between 1984 and 2009?
- How have traditional *community college* missions developed and changed at the University of Alaska Anchorage between 1984 and 2009?

Development and changes in university missions. To address this issue, primary and secondary data were collected from university board of regents meeting minutes, university and college annual statistical reports, university presidential library documents and papers, university libraries and archives, university student databases, and State of Alaska legislative documents. This collection focused on development and changes important to university missions in the state: baccalaureate education programming, graduate education programming, and research.

Development and changes in community college missions. To address this issue, primary and secondary data were collected from university board of regents meeting minutes, university and college annual statistical reports, university

presidential library documents and papers, university libraries and archives, university student databases, and State of Alaska legislative documents. This collection focused on development and changes important to community college missions: transfer education, technical education, developmental education, and continuing education.

Student demographics. To address both these research questions, data on student demographics—from university and college annual statistical reports—during this 25-year period were collected and analyzed. Studying student demographics provided a picture of the changing nature of the student population supported by the university. As the demographics of students attending universities differ greatly from those of students attending community colleges, any trends noted in this data may indicate greater or less support of particular university or community college missions in Alaska. The use of these demographic statistics added to this study by:

- providing more exact measures of events,
- reducing the impressionistic quality of typical narrative history writing,
- uncovering hidden relationships among events,
- making historical connections, and
- revealing historical patterns (Howell & Prevenier, 2001).

Evaluation of materials. The authenticity and accuracy of each information source must be evaluated. A researcher "engaged in a historical study must evaluate every source of information obtained for its authenticity and accuracy…because any source can be affected by factors such as prejudice, social or economic conditions, political climate, and religious background" (Johnson & Christensen, 2004, p. 399).

Two types of evaluations should be used to evaluate historical data sources and ensure soundness of the data and study: external criticism and internal criticism.

External criticism. External criticism relates to the validity, trustworthiness, or authenticity of historical sources of information and data (Best & Kahn, 1989; Johnson & Christensen, 2004; Rowlinson, 2005). Was the source actually created by the author to whom it was attributed? Was the source really created at the time specified? Does the source depict the actual occurrence of the events? Using external criticism, the researcher must determine if a source is what it claims to be or if it has somehow been falsified.

Internal criticism. Internal criticism focuses on the reliability or accuracy of the information and data contained in sources used in historical research (Best & Kahn, 1989; Johnson & Christensen, 2004; Rowlinson, 2005). To address internal criticism, a researcher uses positive criticism and negative criticism to determine information and data reliability of a particular source.

Positive criticism is the first step in determining reliability of historical sources and refers to level of assurance that statements or meanings conveyed in a particular source are clearly understood (Johnson & Christensen, 2004). In determining this level of assurance, words, terms, and phrases used at the time of the event being studied must be properly interpreted, including the addressing of vagueness and presentism. "Vagueness refers to uncertainty in the meaning of words or phrases [while] presentism refers to the assumption that present-day connotations of terms also existed in the past" (Johnson & Christensen, 2004, p. 401).

Once the researcher has adequately satisfied the positive criticism criterion, negative criticism must also be addressed. "Negative criticism refers to establishing the reliability…and accuracy of the content of…sources used by educational historians" (Johnson & Christensen, 2004, p. 401). This phase of evaluation is more difficult as it requires the researcher to interpretively judge the authenticity and accuracy of sources. To aid in addressing potential source bias, a historical researcher may use three heuristics as part of the evaluative process: corroboration, sourcing, and contextualization (Johnson & Christensen, 2004).

Corroboration is a comparative process of determining whether a group of sources provide the same information or reach similar conclusions. Howell and Prevenier (2001) identified a seven-step process for comparing sources:

1. If all sources agree, the event proved.
2. Majority does not rule—source must pass a critical textual analysis before the event is proved (e.g., document interpretation, authorial authority, observer competence, and observer trustworthiness).
3. If source is confirmed by reference to an outside authority (even in part), the source should be trusted in its entirety (even if similar confirmation of the entire test is not possible).
4. If two sources disagree, the source with the most authority (e.g., an eyewitness source) should prevail.
5. Sources including eyewitness accounts are preferred.

6. If two independently created sources agree, the reliability of each source is measurably enhanced.
7. If two sources disagree, the source providing the most common sense should be used.

Sourcing is the process of collecting information about a particular information or data source to determine placement along a timeline. The information collected includes the author, creation date of the source, and location, ultimately allowing the researcher to determine the time between the documentation of the event and the actual occurrence of the event.

Contextualization constructs the context in which an event resides, mainly the when and where of the event. Possibly the most important of the three heuristics, contextualization not only identifies the order of events in history, but also supports "the interpretive phase of the narration of the event" (Johnson & Christensen, 2004, p. 402).

Summary of key factors. For this study, a subset of the following key factors proposed by McDowell (2002) were used to critically evaluate each historical source used:

1. Type, origin, and availability of the source.
2. Author of the source and background of the author.
3. Purpose of the source.
4. Date of the source in relation to the date of the event in question.
5. Physical or temporal connection of the source to the event in question.

6. Willingness and ability of the author to tell the truth.
7. Factual errors present in the source.
8. Clarity of the information found in the source.
9. Availability of other versions of the source and comparison with other sources created by the author.
10. Inconsistencies in style, grammar, dates, and other information; alterations of content.
11. Intended recipient(s) of the source.
12. Intentions for private or public use of the source.
13. Relationship of the source author to the event in question.
14. Motivation of author to create the source.
15. Vagueness of the literary style used in the source to obscure the truth.
16. Degree that facts presented in the source align with author expectations.

Data synthesis. "Synthesis refers to selecting, organizing, and analyzing the materials collected into topical themes and central ideas or concepts" (Rowlinson, 2005, p. 298). The sources passing the external and internal criticism tests discussed earlier were evaluated for information to use in this step. Following this synthesis, the researcher used the themes to develop a meaningful and connected analysis of the topic being studied. For this study, the researcher arranged the synthesized material into topical themes and central ideas or concepts that supported the data needs for the two research questions posed:

- How have traditional *university* missions developed and changed at the University of Alaska Anchorage between 1984 and 2009?
- How have traditional *community college* missions developed and changed at the University of Alaska Anchorage between 1984 and 2009?

Themes, ideas, and concepts supporting the university mission question focused on baccalaureate education programming, graduate education programming, and research. Themes, ideas, and concepts supporting the community college mission focused on transfer education, technical education, developmental education, and continuing education. Themes, ideas, and concepts surrounding student demographics were used to address both questions.

Report preparation. In developing the narrative report within a historical study, the researcher must be aware of and attempt to avoid four methodological problems (Johnson & Christensen, 2004; Rowlinson, 2005). The first problem involves correlation and causation. Even though two events or phenomena occur together with one before the other, the first event does not necessarily cause the second.

The second problem is connected to vagueness and presentism discussed earlier as part of the positive criticism test under source evaluation. The researcher must ensure that key words, terms, and phrases are correctly defined and interpreted "so as to avoid ambiguity and to ensure that they have the correct connotation" (Rowlinson, 2005, p. 298).

A third methodological problem in historical research involves expected behavior versus actual behavior. A historian must clearly differentiate between information indicating how people, organizations, or institutions should behave and information indicating how these entities actually did behave.

Finally, a distinction between intent and consequences of a particular event or decision must be maintained by the researcher. As a historian conducts research after a phenomenon has taken place, there in an elevated risk of assuming those people involved in the historical event when it occurred were fully aware of their actions and resulting consequences. A historian should not assume the consequences observed through research were the consequences intended when the event occurred.

Using these four methodological issues as guidance, this researcher used the synthesized material to begin the narrative account of the topic being studied. The narrative included patterns, connections, and insights through deliberate review of sources collected and was organized in a manner that clearly addressed each question.

Summary

The use of historical research in completing this study enabled the systematic evaluation of past events in Alaska higher education and the University of Alaska Anchorage (UAA), resulting in an accounting of development and change in university and community college missions from 1984–2009. The historical research analysis process constructed and completed in this study involved four primary iterations of data collection, evaluation, analysis, and interpretation. These four iterations included: (a) the 1970s higher education background in Alaska, (b) the

University of Alaska leadership (board of regents and presidents), (c) professional external reviews and reports of the university system, and (d) growth and development trends in university and community college trends at UAA.

Using documentary analysis of mainly primary sources, this research further uncovered a relatively unknown body of knowledge. Further, the research created a better understanding of how UAA operates today by identifying historical relationships between pre-merger and post-merger institutions. Finally, collecting and recording historical information and data in a single research study and descriptively evaluating the results provides the foundation for future research on the causes of higher education developments and changes in Alaska.

IRB Requirements

This study complied with the National Institutes of Health (NIH) standards established for the protection of human participants in research. The Institutional Review Board (IRB) at Oregon State University (OSU) is the body responsible for ensuring these NIH standards are met during the conduct of this study. This researcher completed the required online training and received, from the IRB at OSU, the *Certification of Education for the Ethical Use of Human Participants in Research Projects*, in June 2009. As this study did not meet the definition of research involving human subjects under the regulations set forth by the Department of Health and Human Services 45 CFR 46.102, a statement from the OSU IRB was obtained stating this. Following this OSU IRB determination, a similar statement was also obtained from the UAA IRB, since the research was conducted there.

Chapter 4

Findings and Results

When people gathered in 1915 to lay the cornerstone of what was to become the University of Alaska, they did so with good reason. Education resources would determine individual opportunity for successful participation in the economic, political, and social life of the state. Today these resources are even more vital to Alaskans. The quality of life we can create and sustain in the future will be determined by our ability to adjust to increasingly complex economic, social, and political realities on a global scale; on our ability to understand and cope with technological change; and on the creation of knowledge necessary for successful conduct of modern life in the arctic and subarctic regions of Alaska. The university is a long-term investment for the people of Alaska. The excellence found there today is a return on past investment and the basis for future development.

(University of Alaska Statewide Assembly, 1987, p. 1)

These same words could very well be written today, in 2011, and carry similar meaning and intent. In fact, the return on past investment and the basis for future development speak directly to historical events such as the 1987 higher education restructuring that occurred in Alaska and the subsequent mission developments and changes made at the major administrative units (MAUs), including the University of Alaska Anchorage (UAA). UAA, its predecessor institutions—University of Alaska, Anchorage (UA,A); Anchorage Community College (ACC); Kenai Peninsula Community College (KPCC); Kodiak Community College (KOCC); Matanuska-Susitna Community College (MSCC); and Prince William Sound Community College (PWSCC)—and its successor institutions were and continue to be affected by the actions, decisions, and operations of the University of Alaska Board of Regents and the University of Alaska statewide offices, including the president. Therefore, it is

important to understand these historical actions, decisions, and operations of the board and the statewide offices in an effort to accurately analyze the history of UAA from 1984–2009.

These findings and results are separated into four distinct areas: (a) reports to the Alaska Legislature—a 1970s prelude, (b) minutes, correspondence, and other documents from the University of Alaska Board of Regents and presidents, (c) reports on University of Alaska external reviews, and (d) University of Alaska Anchorage (UAA) data trends associated with university and community college missions. Using minutes from 217 board of regents meetings as primary historical source documents, these areas developed as the most logical to expand on in this study.

Many of the issues the University of Alaska would face in the late 1980s, leading to the restructuring of the University of Alaska and state higher education in 1987, were already apparent as early as 1971. The University of Alaska and higher education in the state were clearly struggling with the current size and growth of higher education institutions in Anchorage, fiscal constraints, mission conflict and institution identity, and organizational structure, well before 1984.

The Alaska legislature authorized a series of five reports on higher education in Alaska during the 1970s:

- *Higher Education in Alaska: A State-wide Study with Recommendations to the Seventh Legislature, Second Session* (McLean & Associates, 1972).
- *Higher Education in Alaska: A Report Based upon Follow-up Visits to Sitka, College and Anchorage* (McLean & Associates, 1973).

- *Higher Education in Alaska: A Report with Special Reference to the Community Colleges* (McLean & Associates, 1974).
- *Higher Education in Alaska: 1974–1975* (McLean & Associates, 1975).
- *Higher Education in Alaska: 1975–1976* (McLean & Associates, 1976).

These reports were completed by McLean and Associates, and included several higher education leaders and professionals from across the country: Dr. Allan Ostar, Executive Director, American Association of State Colleges and Universities; Dr. William E. Davis, President, Idaho State University; Dr. Felix C. Robb, Executive Director, Southern Association of Colleges and Schools; Dr. Edward M. Collins, Jr., President Millsaps College; Dr. Oscar Lanford, Vice Chancellor, State University of New York–Albany; Dr. Armen Sarafian, President, Pasadena City College; Dr. John Barker, President, Midwestern State University; and Dr. Searle Charles, Chancellor, Connecticut Regional Community College System. From the positions these educators held, the review and treatment of university and community college missions in each report were balanced.

As mentioned earlier, the board of regents, university system offices, and the university president directly affected mission developments and changes at the University of Alaska Anchorage. The findings and results of board and presidential actions and decisions related to higher education missions within the state are presented in the second section. The period covered in this study included three presidencies; however, with a focus on the developments and changes of university and community college missions during this period, greater coverage was afforded to

the first presidency which included the significant restructuring of higher education in the state. University chancellors, while important to decisions and implementation of decisions, are not discussed in great detail. The primary sources used in developing the findings and results for this section were University of Alaska Board of Regents meeting minutes; correspondence, papers, reports, and other documents from the University of Alaska presidential files at the University of Alaska Fairbanks archives; university and college annual statistical reports; university student databases; and State of Alaska legislative documents.

During this period, the board also remained interested in mission identity within the university system. This interest led to several external reports focused on how well the university system was meeting its comprehensive educational responsibilities. The following reports were reviewed and analyzed for common themes related to higher education missions in the state:

- *University of Alaska: Phase I Report* (George Kaludis Associates [GKA], 1992),
- *Report on Academic Decision Making in the University of Alaska System* (MacTaggart, Clark, Romero, & Zingg, 2002),
- *Planning the Future: Streamlining Statewide Services in the University of Alaska System* (MacTaggart & Rogers, 2008), and
- *University of Alaska Review* (Fisher, 2011).

These reviews and analyses were used to develop the findings and results in this section.

Finally, a review and analysis of university, MAU, and campus statistical reports and data resulted in the construction of several longitudinal databases of information related to university and community college missions as well as student demographic data from 1984–2009. These data include:

- developmental, lower, upper, graduate, and professional level credit hours;
- full-time and part-time student headcount; non-degree seeking headcount;
- class standing headcount;
- developmental education headcount;
- student gender, age, and ethnicity;
- certificate, associate, baccalaureate, and master degrees offered;
- certificate, associate, baccalaureate, and master degrees awarded;
- top ten degrees based on enrolled major headcount;
- state general fund versus total university budget;
- cost per credit hour (based on state general fund and total budget); and
- Expenditures by National Center for Higher Education Management Systems (NCHEMS) categories.

Some of the longitudinal databases do not cover the entire period as some data were not collected or recorded for the entire period. In these cases, either non-sequential or shorter time periods were captured. These longitudinal databases and associated trends—both graphical and tabular—are interpreted in this final section and are also included as tables in the appendices.

Reports to the Alaska Legislature—1970s Prelude

While the initial Alaska Community College Act of 1953 led to the establishment of community colleges as partnerships with the University of Alaska, including accreditation oversight, after passage of the Alaska Community College Act of 1962, further strengthened the university control over community college operations. This second act incorporated the state's community colleges into the university system, creating a single board responsible for public higher education in the state. The 1987 merger of higher education in Alaska was therefore more of a restructuring of institutional missions at the system level. At the regional level, especially in the Anchorage/southcentral Alaska region, it was a merger of distinctly different higher education missions into a single institution.

The series of five annual McLean and Associates reports authorized by the Alaska Legislature provided tremendous insight into the major issues facing higher education in the 1970s: (a) current size and growth of higher education institutions in Anchorage, (b) fiscal constraints, (c) mission conflict and institution identity, and (d) organizational structure. These same issues were also mentioned in multiple testimonies during a March 1972 public hearing held by the Alaska House Health, Welfare, and Education Committee concerning proposed higher education legislation that year (Health, Welfare, & Education Committee [HWEC], 1972).

While much of the discussion seemed to emanate from sources sympathetic to the community college plight in the state, other sources noted similar issues during the 1970s. Don M. Dafoe, Vice President for Public Service at the University of Alaska,

presented comments and concerns on Anchorage institutions, fiscal constraints, mission conflict or confusion, and organizational structure (Dafoe, 1971). These comments and concerns were included in a review written at the request of the Office of the Governor—covering the current situation and future role of Alaska's community colleges—as part of a fiscal year 1973 University of Alaska budget presentation. William A. Jacobs (2010), currently a professor emeritus of history and political science at UAA, also covered many of these particulars issues while developing a draft historical narrative analysis.

Anchorage higher education institutions—size and growth. From their initial report, McLean and Associates (1972) noted that instruction at state community colleges—particularly, Anchorage Community College (ACC)—and upper division courses in Anchorage at the senior college showed the greatest percentage growth. At the time, among community colleges, ACC accounted for 2,471 full-time equivalency (FTE) students (74% of the total) while using $2,194,246 of the total appropriations for community colleges (78%). Dafoe (1971), in presenting *dramatic* 10-year projections in student headcount, credit hours, and FTE, stated:

> There can be no doubt of the demand for community college programs. The only real questions are (1) whether priority will be given to allocating resources for facilities and operational costs, and (2) whether the present system needs modification in order to meet the needs more adequately. (p. 7)

Two ACC faculty also made comments during the 1972 public hearing on proposed higher education legislation. Ralph McGrath, ACC Faculty

Association Coordinator, used a Dr. Suess story in discussing the Alaska higher education system.

> Recently, many Lorax's, sharpish and bossy, have spoke for the faculty and students, in the educational woodland. A Lorax on the Board of Regents informs the Alaska public that "the problem is that there are a lot of Anchorage students and faculty who think they know how to run the university." Another Lorax threatens repression of faculty by dictating "financial exigency." A Lorax nods in agreement. (HWEC, 1972, p. 22)

The term financial exigency[2] would arise again during the fiscal crisis and restructuring efforts in the late 1980s. David Hoke, ACC Faculty Association President, stated that higher education in Anchorage was in crisis with a growing demand for greater service and a corresponding scarcity of resources to provide this needed additional service (HWEC, 1972).

One of the major factors leading to conflict in higher education in Anchorage was the sheer size of ACC (Jacobs, 2010). Following rapid growth in the 1960s, ACC was—by the 1970s—the largest academic unit in the University of Alaska system based on student headcount and total credit hours, yet authority and sufficient funding within the university system remained elusive. The 1973 McLean report provided a preliminary view of what would become a perennial issue in the years ahead. "The University of Alaska needs to recognize systematically the uniqueness of the Anchorage situation and the challenge of the years ahead to develop a new program that is a part of the

[2] Financial exigency exists when the board determines that a shortfall in projected revenues for general operations, as compared with projected expenditures over the same period, will have a material adverse effect on the operation of the university generally, or on a major administrative unit or an academic or other unit of a major administrative unit (University of Alaska BOR Policy P04-09-020A)

University of Alaska but one not dictated from College[3] nor identical with the program found there" (McLean & Associates, 1973, p. 39).

Fiscal constraints. Fiscal constraints became a growing concern as each subsequent McLean report was completed. In 1972, the comments focused on a systemic belief (outside of Fairbanks) that too much funding went to the central campus in Fairbanks. One of the 17 recommendations in the 1972 report encouraged, as a top priority, *immediate* and *massive* appropriations for facility construction at the University of Alaska in Anchorage in response to the incredible growth in credit hours and students. By the 1974 report, discussion and recommendations on funding began to focus on the community colleges and its associated missions, particularly vocational or technical education. The 1974 report recommended more stable funding for vocational and technical programs along with improved community college budgeting processes, funding coordination from various sources, and better advanced planning. By the fifth report in 1976, an entire section—specifically requested by the Alaska Legislative Interim Committee on Higher Education—was dedicated to a funding analysis of community colleges to provide "a basis for determination of equitable funding and even more important [to] serve as a provocative vehicle of discussion for future statewide governance of the Community Colleges" (McLean & Associates, 1976, p. 64). The 1976 report also recommended budgeting not be standardized across all community colleges or between community colleges and the university. It was further recommended that additional funds be provided to the community colleges

[3] Historically, the University of Alaska campus in Fairbanks was referred to as "College."

whenever upper division or graduate level instruction was offered on the campuses on behalf of the university. Vice President Dafoe (1971) seemed to acknowledge these funding recommendations several years before when he identified, as a weakness of the higher education system, the lack of specific arrangements for financing the community colleges and associated programs. It was therefore recommended in his 1971 budget review presentation that the University of Alaska Board of Regents and the Alaska Department of Education

- develop a comprehensive budgeting and financial reporting system for the community colleges and
- determine how to adequately address the need for stable financing of non-credit instructional programming at the community college.

ACC Faculty Association President Hoke also questioned the priorities of the university central administration "when a campus[4] which serves approximately half the enrollment of the entire state receives about thirteen per cent of the state-appropriated budget" (HWEC, 1972, p. 24).

Mission conflict and institution identity. Mission conflict and organizational structure issues were the two most common themes in the McLean reports. Most often, the missions addressed in the reports were those associated with traditional community colleges, in particular vocational or technical education. In the first report in 1972, it was noted that:

> The success, or failure, of universal post-secondary educational opportunity in Alaska will depend largely upon the availability of

[4] In Anchorage

> programs that are appropriate to the abilities and aspirations of those who seek post high school education…It seems clear that the comprehensive community college is rapidly becoming accepted as the most feasible means of providing adequate educational opportunity for the largest number at the lowest cost. (McLean & Associates, 1972, p. 103)

The 1972 report acknowledged the state's need for its vocational or technical programs, and it was recommended that the State Division of Vocational Education be transferred through legislation to the University of Alaska and become part of statewide community college programming. This recommendation was reiterated in the 1973 report and further study on the topic was urged.

Comments in the 1974 McLean report with reference to mission focused nearly entirely on skills instruction and vocational programming. Having previously—in the 1972 and 1973 reports—recommended the state's skill centers and all post-secondary vocational training become part of the community college system within the University of Alaska, the 1974 report was more critical of the lack of attention paid to the state's skill centers and the reluctance to make the university responsible for them. Furthermore, the report made three recommendations specific to vocational education:

1. Place responsibility for *all* post-secondary education, including vocational and technical programs with the University of Alaska (this recommendation was made with added urgency as it had already been recommended in the previous two reports).
2. Include these vocational and technical programs in the community colleges.

3. Increase overall vocational and technical programming in the state with an emphasis in Anchorage.

The recommendation to place all post-secondary vocational and technical programming in the community colleges within the university system was also made in the final two reports in 1975 and 1976.

It was also in this 1974 report that McLean and Associates began recommending the community colleges assume responsibility for certain extension and other services as was seen in comprehensive community colleges elsewhere in the United States. It was recommended in the 1975 McLean report that community colleges and extension centers increase access to higher education for those segments of the population often left behind educationally in the state. Adding to this focus, the report further recommended increased attention to the post-secondary education needs of Alaska Natives, believing this outreach would be best conducted through community colleges and extension centers. In the 1976 report, mission-related recommendations became more forceful. A new legislative act was recommended that would clearly define the roles of community colleges in Alaska, enumerated as: (a) adult basic education, (b) public service, (c) vocational or technical education, (d) credit and non-credit job and skill training—continuing education, and (e) general or transfer education.

In Anchorage, Jacobs (2010) found ACC focused on three core principles in the 1970s: (a) open access, (b) student support, and (c) community identity. These principles were met through three educational programming areas: transfer studies (or

transfer education), vocational and paraprofessional training (technical education), and community interest programming (community education). At the same time, the principles at the center of university operations in Anchorage were distinctly different from ACC: selectivity (of students and faculty), internal community orientation, discipline, and scholarship. These principles were met through "admissions, residence, degree programs, and research" (Jacobs, 2010, p. 35).

Organizational structure. By the end of the 1970s, the organizational structure of higher education in Alaska had changed numerous times. The structure began as a single institution—Alaska Agricultural College and School of Mines—in Fairbanks in 1922. The next public institution to open was Anchorage Community College (ACC) in 1954, just a year after the legislature passed the Community College Act of 1953 establishing a framework for cooperation between school districts and the university to operate community colleges. By 1981, there were eleven community colleges scattered throughout the state.

In Anchorage, the changes were more pronounced due to the size and growth of higher education. In 1962, following the passage of the Community College Act of 1962 and just eight years after opening its doors, ACC and the other community colleges in the state were more formally incorporated into the University of Alaska system. The Alaska Regional Center (ARC) was established in 1966 by the university to consolidate public higher education in Anchorage and, two years later, the ARC expanded into the Southcentral Regional Center to administer community colleges, military education, upper division coursework, and graduate programs (this new

regional center served as a precursor to the current University of Alaska Anchorage structure). In 1970, the University of Alaska established Anchorage Senior College (ASC) by combining upper division and graduate coursework and programs in the Anchorage area. In the same year, the University of Alaska, Anchorage (UA,A) was created by combining ACC and ASC. UA,A, in this original form, was merely a "holding company" for a 2+2 system[5]. Two years later, in 1972, ACC earned independent accreditation, yet remained a component of UA,A as part of this 2+2 system. This lasted for just over three years when, in 1975, ACC and UA,A were combined again. UA,A also earned regional accreditation that same year. This combination of ACC and UA,A was reversed in 1977 when the Division of the Community Colleges, Rural Education, and Extension (CCREE) was formed and ACC was joined with the other community colleges in this new division. In 1982, ACC was again awarded separate institutional status comparable to the three universities in the state system and CCREE. In just 20 years, higher education in the Anchorage area had seen no fewer than 10 different organizational structures.

The early McLean reports (McLean and Associates, 1972, 1973, 1974) noted the wisdom of Alaska's unified system of higher education. Vice President Dafoe (1971) also identified this unified structure as a strength of the higher education system:

> The placing of all academic education beyond the high school under the jurisdiction of a single board [the University of Alaska Board of

[5] Higher education structure including two institutions with one offering the lower division courses (first two years of baccalaureate programming) and the other offering the upper division courses (final two years of baccalaureate programming)

> Regents] places Alaska in a position many states are seeking to gain. The establishment of a separate competing community college system or separate districts could create political acrimony, cutthroat competition for higher education dollars, and could prove to be far more costly than the present unified system. (p. 11)

Yet, in the first McLean report (McLean & Associates, 1972), there was also a call for reorganization. The report recommended the university reorganize, establishing a chancellor to head the university system and three presidents in each region (generally, Anchorage or southcentral Alaska, Fairbanks or interior Alaska, and Juneau or southeast Alaska), with all reporting directly to the Board of Regents. It was also recommended that ACC become a more formal component of the University of Alaska at Anchorage even though ACC had the campus and university programming was housed on the ACC campus. Despite this merger recommendation, it was noted "the community colleges are genuinely a part of the University system which means every effort should be made to use that relationship while, at the same time, they should not be denied essential differences in mission, operation and style" (McLean & Associates, 1972, p. 211). Noting successes in other states, there were potential advantages to community colleges and the university when the institutions were housed on a single campus. A main advantage was improved two-year degree program instruction through closer ties with other university activities (McLean & Associates, 1972).

Despite this initial excitement over the value of a unified higher education system, mission conflict centered on organizational structure was evident as early as the 1973 report. ACC faculty believed tremendous improvements in educational

programming were possible by separating the college from the university (McLean & Associates, 1973). The 1974 McLean report still recommended ACC become a division of the University of Alaska at Anchorage, yet there should also be minimal control over community colleges by academic faculty not familiar with the operations of a comprehensive community college. By 1975, McLean and Associates were recommending continued study of the effectiveness of the current governance system for community colleges. Dafoe (1971) held similar beliefs when he recommended a "statewide system of comprehensive community colleges under the Board of Regents, but with specific provision for local involvement and participation and with stable financial support" (p. 12).

Summary. Public higher education in southcentral Alaska, and in particular Anchorage, was in a tremendous amount of turmoil during the 1970s. This turmoil included debate and conflict primarily over missions, institutional identity, and organizational structure. According to Jacobs (2010), the most important reason for this conflict was "the simple fact that in any intra-institutional competition, the organization first on the ground (UA, Fairbanks in this case) has an enormous competitive advantage. ACC was first in Anchorage but second in Alaska, a political disadvantage it never overcame" (p. 38).

This conflict also centered on the genesis of the university in Fairbanks and the community college in Anchorage. Higher education in each location developed from very different beginnings. In Fairbanks, higher education was built on a traditional university model. The foundation for higher education in Anchorage was the

traditional community college. As higher education expanded in both locations, the university in Fairbanks reached down to add traditional community college programming such as transfer education, technical education, developmental education, and continuing education. In Anchorage, it was just the opposite; the community college was being asked to increase articulation with expanding upper division and graduate programs. Only the community college programming in Anchorage stood to lose its prominence to the university; in Fairbanks, the prominence was already with the university.

This was the higher education environment in Alaska moving into the 1980s. The debate, disagreement, and conflict over the current size and growth of higher education institutions in Anchorage, fiscal constraints, mission conflict and institution identity, and organizational structure would remain, and ultimately influence "the single most significant event in the history of public higher education in Alaska" (Jacobs, 2010, p. 78)—the 1987 restructuring of the University of Alaska.

University of Alaska Board of Regents and Presidents

The University of Alaska is governed by an 11-member Board of Regents, appointed by the governor and approved by the legislature. Ten of the regents serve eight-year staggered terms while one student regent is appointed and serves a two-year term. The board is also responsible for appointing the president, who serves as the executive officer of the Board of Regents. Board responsibilities include reviewing and approving educational policies, degree programs, campus development and expansion, and budget requests. Board composition and responsibilities remained

relatively unchanged during the 25-year period covered in this research. One major exception—moved, seconded, and unanimously passed at the June 4, 1999, Annual Meeting of the UA Board of Regents—was the changes in regent officer titles from "President" and "Vice President" to "Chair" and "Vice Chair." Presidential leadership of the University of Alaska was also stable during this period, with only three individuals serving as president—Dr. Donald D. O'Dowd (1984–1990), Dr. Jerome B. Komisar (1990–1998), and Mark R. Hamilton (1998–2010), each serving longer than his predecessor.

The organizational structure of the university in 1984 was a five major administrative unit (MAU) system: University of Alaska, Fairbanks; University of Alaska, Anchorage; University of Alaska, Juneau; Anchorage Community College; and the Division of the Community Colleges, Rural Education, and Extension (CCREE). Each MAU was led by a chancellor and reported to the president of the University of Alaska Statewide System of Higher Education.

Restructuring—Dr. Donald D. O'Dowd presidency (1984–1990). President O'Dowd is credited with leading (to some, the cause of) the restructuring of the university system in the late 1980s. According to the University of Alaska website (www.alaska.edu/uajourney/presidents), O'Dowd spent 20 years in higher education at Oakland University in Michigan where he served as dean, provost, chancellor, and, finally, ten years as president. Leaving Michigan in 1980, he served four years as the executive vice chancellor of the State University of New York system before assuming the presidency of the University of Alaska system in July 1984. The

University of Alaska website noted his belief that "if he had known what was ahead of him he would not have taken the job as president of the University of Alaska system." This was reference to the eventual fiscal crisis in the state as the price of a barrel of oil plummeted nearly 65%, leading to severe state and university budgeting issues and the need to cut expenses. From FY83[6] to FY88, the state general fund support for the university fell over 10%, from $148.5 million to $132.8 million; more drastic percentage declines occurred in FY86 and FY87. As expenditures are a natural result of general fund support, the National Center for Higher Education Management Systems (NCHEMS) category expense data for the University of Alaska during this period (see Figure 4–1) clearly show the fiscal challenges faced by the institution. The NCHEMS categories include: academic support, institutional support, instruction, operations and maintenance, public service, research, student aid, and student service. University expenditures from FY84 to FY87 fell over 4%, from $214 million to $205 million. While not as substantial as the decline in general fund support, overall expenditures still decreased despite a small overall increase in total budget during the same period.

What do the University of Alaska Board of Regents minutes and other historical documents from this period tell us about the issues confronting President O'Dowd and how subsequent actions and decisions of the president and board led to changes in educational missions? These issues during the early years of the O'Dowd

[6] FY – fiscal year; the university fiscal year runs from July 1 to June 30 of the following year with the following year used as the number (e.g., FY83 is July 1, 1982 to June 30, 1983)

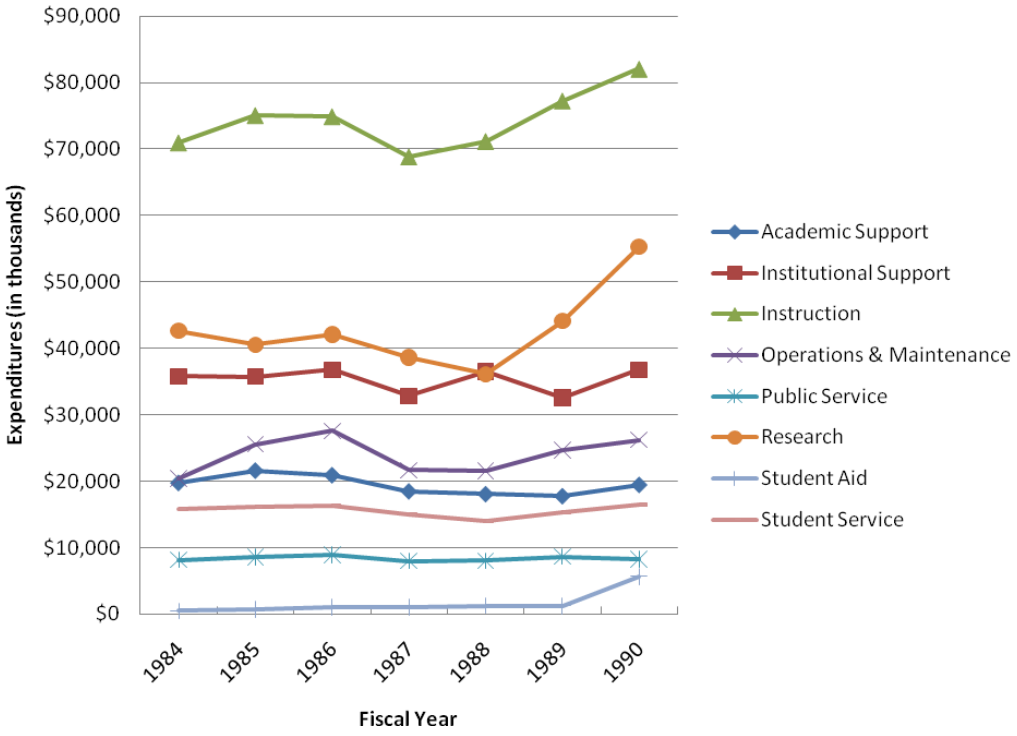

Figure 4–1. University of Alaska (statewide) current fund expenditures (in thousands) by NCHEMS category (FY84–FY90). Adapted from *Statistical Abstracts* by Office of Institutional Research (1986–1990). See Appendix Table A–1 for longitudinal dataset.

presidency were eerily similar to those confronting Alaska higher education in the 1970s: growth of higher education institutions in Anchorage, mission conflict, challenges with organizational structure, and fiscal concerns. During an Educational Policy and Program Committee meeting (a committee of the board) held in April 1984 and just before O'Dowd's arrival, discussion was held on a recent Alaska Postsecondary Education Commission (APEC) response to a governor's directive concerning higher education missions. This APEC response "recommended organizational changes among the deliverers of vocational and career education which included separation of the community colleges from the University structure"

(Educational Policy & Program Committee [EPPC], 1984, p. 7). Outgoing University of Alaska President Jay Barton's response was short and to the point, "the University should work to help solve the problems of vocational education, not enter into a shouting match with the Postsecondary Education Commission" (EPPC, 1984, p. 7). It was clear President O'Dowd would be entering a state higher education environment not unlike the environment of the 1970s—contentious and full of conflict, both internal and external to the university system.

The CCREE Committee (a committee of the board) used its December 13, 1984 meeting to discuss questions regarding relationships between community college councils, community college campus presidents, and the CCREE chancellor. President O'Dowd noted many community college councils felt a lack of authority and constrained by the reporting requirement to the University of Alaska Board of Regents (BOR). The councils also voiced concern with the community college campus presidents' dual reporting lines—to the community councils and the university. The Alfred Report—*Preparing for the Future: Strategic Organization for the Division of the Community Colleges, Rural Education, and Extension (CCREE)*—was also discussed during this meeting. This report, conducted by the community college campus presidents and CCREE administrators, studied CCREE's organizational history and formulated recommendations for change; a major restructuring of CCREE was ultimately recommended.

President O'Dowd was clearly supportive of the community college missions within the university system and also concerned with the quality of instructional

delivery. During an August 1985 BOR meeting in response to a UA,A student statement that the ACC chancellor was focused on quantity of education versus quality, O'Dowd stated it would concern him if the university saw as its obligation the narrowing of students that it serves at ACC or any of the other community colleges. Yet, comments from the BOR, notably Regent Edward B. Rasmuson, indicated there may not be full board support for the scattered system of community colleges throughout the state. Regent Rasmuson commented in a January 1985 CCREE Committee meeting and again in the November 1985 BOR meeting that many community colleges were set-up for political reasons, forcing the university to play catch-up and leading to difficulty in operational accountability.

Just over a year into his presidency, O'Dowd and the regents realized there would be budget difficulties in the near future. At the September 23–24, 1985 BOR meeting, the president and regents were told to expect state revenues to drop 10% from FY86 to FY87. During this same meeting, President O'Dowd discussed the *University of Alaska Six-Year Plan* process. The plan would focus on future commitments of the university and include four themes:

1. access to quality educational programs,
2. creation and communication of knowledge and its applications,
3. development of the state and its people, and
4. efficient and effective conduct of university business.

By early 1986, President O'Dowd had developed a clearer understanding of the dire fiscal condition in the state. He commented:

> that, due to the decline in state revenues, the university will need to make decisions regarding two critical processes: 1) the necessity to down-size the university, and 2) the need to adjust the six-year plan since the current and expected fiscal situations of the university are greatly different from when work on the plan was started. (University of Alaska Board of Regents [BOR], 1986a, p. 25)

During the June 1986 BOR meeting, O'Dowd also acknowledged that the university had experienced one of its roughest years since the 1960s with respect to budget reductions. Budget issues would consume nearly all of the president's and regents' time, and initial work was also started to develop a university restructuring plan for consideration and approval of the BOR later in 1986 (O'Dowd, 1986b). This plan would be designed to simplify the overall university administrative structure in an effort to reduce costs. Based on the size of the university and the constituents it served, the university's administrative structure was not only costly; it was complex and extensive as well. President O'Dowd spoke of this costly university structure in a speech to the University of Alaska Statewide Assembly on October 31, 1986:

> When I first came to the University of Alaska, two and one half years ago, I was surprised, not at the extent of the University, but at its complexity. The State of Alaska is very large and its educational needs are best served by an extensive outreach capability. The University of Alaska has established extensive educational opportunities for the citizens of Alaska, but the structure that has evolved for delivery has been unusually complicated.
>
> I was surprised that an elaborate system of separate and somewhat autonomous units had been devised to reach a relatively small number of people. In time, I learned the history of the institution. I came to perceive its economic and political origins and, therefore, accepted it as an expression of a rich state willing to tolerate an expensive and not very efficient system in order to provide an unusually large array of educational opportunities to all of its far-flung communities.

> The present structure has merit and it certainly delivers a lot of good educational services. However, it has one major limitation – it is a very expensive way to deliver education. (O'Dowd, 1986a, p. 1)

As the university fiscal crisis became common knowledge, BOR meeting agendas and public comment at these meetings focused in great detail on the topic. Not surprisingly, initial vocal concerned emanated from Anchorage, home to three of the five MAUs—University of Alaska, Anchorage (UA,A); Anchorage Community College (ACC), and the Division of the Community Colleges, Rural Education, and Extension (CCREE). Ronald Spatz, president of the UA,A Campus Assembly, commented that UA,A was being required to sustain inequitable and unfair budget cuts and recommended the university and board leadership use productivity as a major factor in dividing resources. During a special BOR meeting held on August 13, 1986, Spatz made the following recommendations with respect to university budget reductions:

> (1) a systemwide criteria and evaluative process for determining budget reductions and allocations; (2) compensation reductions be accomplished equitably, among all employee groups, by reducing hours worked rather than by reducing rates of pay; (3) if financial exigency is declared, it be declared for a specific, clearly-defined time period; (4) actively work with the Governor and the legislature to assure better colleges and universities for Alaska; and (5) the Board of Regents take a leadership role in assuring that the university attains an equitable share of the state operating budget. (University of Alaska BOR, 1986b, p. 2)

Financial exigency was also reintroduced to the strategic and fiscal planning of the university during this August 1986 special meeting of the BOR. Nine different people spoke about financial exigency during the meeting: President O'Dowd, three regents—Gordon Evans, Robert F. Williams, and Thomas J. Miklautsch, and five

representatives from various university organizations. There was no clear agreement on the need to use financial exigency at this point; however, O'Dowd commented on financial exigency, explaining:

> that it is basically an exclusive tool of higher education…the primary reason for dealing with the crisis in this manner is that faculty members have individual contracts with the university; and if changes need to be made during the course of a contract, the university needs a mechanism which will allow alterations to be made…it is because of the unique characteristics of the university that the administration is recommending regents consider this issue. (University of Alaska BOR, 1986b, p. 4)

The regents, during this meeting, unanimously passed a resolution concerning the "Ratification of President's Determination of Financial Exigency." This resolution formally requested "the Governor of the state to reconsider the budget limitations imposed on the university for the current fiscal year and take every step possible to release funds to the university to permit the avoidance of the declaration of financial exigency" (University of Alaska BOR, 1986b, p. 9). However, realizing the need to provide every possible tool to the president in order to solve the fiscal crisis, the regents also unanimously passed a motion concerning the "Ratification of President's Determination of Financial Exigency." The motion read:

> The Board of Regents ratifies the determination of the University of Alaska President Donald O'Dowd of the existence of financial exigency as described in Board of Regents Policy 04.09.01 and consistent with the authority contained in Policy 04.09.02 expressly authorizes the President of the University as its designee to proceed as appropriate with the declaration of financial exigency, it being the judgment of this Board that present circumstances require immediate action. Further, the president it authorized to take such steps as are contemplated by the proposed Personal Services Reduction Plan set forth in Attachment 2A to achieve a further Fiscal Year 1987 operating budget reduction of approximately $6.1 million, total reduction of

> approximately $16.5 million below Fiscal Year 1987 budget authorization as necessitated by available funding levels for the university's FY87 operating budget as announced by the governor. This action contemplates the further reduction in authorized positions and a reduction in services in all units of the university resulting in a reduction of approximately 6.25% of remaining fiscal year compensation from unrestricted fund sources for all permanent and probationary university employees and a 10% reduction of fiscal year compensation from unrestricted fund sources for all temporary university employees, with such reductions to be implemented in such a manner as the president may direct. Further, the president is authorized to take such other action in his judgment deemed necessary and prudent to assure that the services and programs of the university continue to be provided in a fiscally responsible manner to stay within the university's available funding. This motion is effective August 13, 1986. (University of Alaska BOR, 1986b, pp. 10–11)

This unanimous vote by the regents was the beginning of the struggle to restructure the only public higher education system in Alaska in an effort to contain costs without severely impacting the educational missions of the university and community colleges. Using these general directions from the BOR, President O'Dowd began a complete review of the university system in an effort to develop a restructuring proposal for board consideration and approval. This new planning initiative superseded the work begun earlier in the year. That initial planning effort stalled during the summer following an announcement from Governor William Sheffield that the university's FY87 budget would be cut an additional 15%. While the final cut was 5.5%, most of July and August was spent dealing with the additional issues associated with this drastic budget reduction.

The planning process for restructuring moved quickly following the direction of the BOR to do so. For approximately six weeks in September and early October 1986, campus visits were conducted throughout the state.

> The visits involved the president and five other members of the statewide staff who were constituted as a special advisory task force to deal with the restructuring problem. The members of the group were Donald D. O'Dowd, president; Sherman F. Carter, executive vice president; Donald Behrend, provost and vice president; Wendy Redman, director of government relations; Brian Rogers, director of budget development; and Gerry Bomotti, vice chancellor for administration for CCREE, serving as special assistant to the president. (O'Dowd, 1986b, p. 2)

These visits—lasting anywhere from one to two and a half days—provided the five MAUs and statewide administration an opportunity to describe, for the benefit of this task force, their missions, programs, and critical services. On each campus, to the extent possible, the task force examined programs, clientele served, organizational structure, cost of services, and programmatic strengths and weaknesses. Eleven and a half working days were devoted to these critical visits that would serve as the foundation for any restructuring plan developed and presented to the BOR.

Following these visits, the task force met for two days to discuss the findings and advise the president on developing the restructuring plan. The proposal developed by President O'Dowd was shared with the chancellors of the five MAUs in late October 1986 and subsequently presented to the University of Alaska Statewide Assembly on October 31, 1986.

In his speech to the assembly, President O'Dowd prefaced the description of the restructuring proposal with assumptions and guidelines used in developing the proposal (O'Dowd, 1986a). Two important assumptions were made:

1. University funding for the next three fiscal years would be flat with the possibility of a small percentage increase above the current level of $143.5 million.
2. Demand for educational services offered by the university would be flat—no growth in enrollment (based on the ability to sustain the current range of educational offerings).

The task force used four guidelines to direct the recommendations made in the restructuring proposal:

1. Politics should not be a principal consideration; educational considerations should be the basis of any restructuring recommendations.
2. Quality of educational programming is more important than the quantity of educational programming available; limiting educational programming to ensure high quality opportunities is more important than expanding or extending educational programming that may lead to lower quality opportunities.
3. Methods to reduce administrative costs must be found.
4. Commitment to rural and Native Alaskan educational services would continue.

Before discussing the restructuring proposal, President O'Dowd ended his preparatory comments by noting one critical premise. "The University can only be restructured one time in the next decade or the next generation. The design has to be

right the first time. There will not be another chance at remaking the University in the foreseeable future" (O'Dowd, 1986a, p. 4).

President's O'Dowd initial restructuring plan presented at the University of Alaska Statewide Assembly on October 31, 1986, was extremely bold. He believed the changes planned for the University of Alaska, Juneau (UA,J) were desirable. The new structure at UA,J included these characteristics:

- Restructured as an undergraduate college—a more focused college with a regional mission.
- Baccalaureate and associate degrees, along with developmental education coursework.
- No graduate programs (rather offered as extension from programs in Anchorage or Fairbanks).
- No vocational or technical programs (rather coordinated from elsewhere in the university).
- Establish a 15:1 student to faculty ratio in undergraduate programs (versus the current 10:1 ratio).
- Provide educational programming to campuses in Ketchikan and Sitka (locations of current community colleges).

At the University of Alaska, Fairbanks (UA,F), President O'Dowd proposed:

- UA,F and Tanana Valley Community College (TVCC) merging into a single institution with this new institution offering the associate degree and

developmental education courses along with the undergraduate and graduate programs already in place.

- Establishing a new college to serve rural Alaska, responsible for developmental education coursework, and associate and baccalaureate degree programming at the current community colleges and some rural education centers—those CCREE campuses not included in the consolidations in Anchorage, Fairbanks, and Juneau.

The proposed changes offered in Anchorage would affect three MAUs: ACC, UA,A, and CCREE. These recommendations were startling to those present at the assembly meeting in Anchorage:

- Create a new university in Anchorage through the merger of ACC and UA,A—"an amalgam of both of the existing institutions, not one in which one of the two units would absorb the other" (O'Dowd, 1986a, p. 6).
- Merge Matanuska-Susitna Community College and Kenai Peninsula Community College with this new Anchorage university.
- Offer, at this new Anchorage university, associate, bachelor, and master level degree programming.
- Create a new statewide vocational/technical unit at the new Anchorage university from current programming at ACC and other community colleges throughout the state; no resident vocational/technical programs at any other locations in the state.

- Combine the CCREE administration with that of the new university in Anchorage—creating a single administrative structure in Anchorage from the three separate administrations—UA,A, ACC, and CCREE—currently in Anchorage.

The new universities in Fairbanks, Juneau, and Anchorage would become the only three accredited institutions in the University of Alaska system. It was President O'Dowd's belief that once these three institutions were well-established, many of the administrative functions currently housed at the statewide offices could be decentralized to these institutions. However, until that time, many administrative functions would need to be centralized at the statewide offices.

President O'Dowd summarized this initial restructuring proposal in this way:

> The plan would contract the University from five major administrative units to three. It would substitute three accredited institutions for the 14 accredited institutions that the University system currently maintains. Major savings would be achieved in administrative overhead, probably in the order of $5 million a year when these complicated adjustments are completed. (O'Dowd, 1986a, p. 9)

As offered in his presentation to the assembly, President O'Dowd held eight public hearings—two in Juneau, two in Anchorage, one in Fairbanks, and three via audio conferencing. More than 300 people, from an array of organizations and with varying opinions, provided over 40 hours of testimony during these hearings (O'Dowd, 1986b). It was during this period between the October 31, 1986 presentation of the initial restructuring proposal and the December 4–5, 1986 BOR meeting (when the regents had planned to make a decision on the restructuring

proposal) that significant resistance to the restructuring began to build, particularly in the Anchorage area.

One prominent national critic of the restructuring plan was the American Association of Community and Junior Colleges (AACJC). Three different documents—two *AACJC Letters* edited by Dale Parnell, a nationally recognized community college leader; and an AACJC resolution—clearly showed the national community college position against the restructuring in Alaska. Parnell (1986a) referred to the Alaska community college crisis as the destruction of the comprehensive community college. His opening paragraph in the November 18, 1986 *AACJC Letter* easily caught the attention of the reader:

> Strap on your seatbelts for this one. Donald O'Dowd, president of the University of Alaska, has presented a plan to the U of A Board of Regents to eliminate the eleven community colleges in Alaska by incorporating them into the U. of A. Fairbanks, U. of A. Anchorage, and U. of A. Juneau, offering instruction only in the liberal arts and developmental education. Vocational and technical education programs would be pulled out of the community colleges and placed under a separate, centralized statewide vocational/technical unit of some kind. The State of Alaska has fallen upon tough economic times, and this is the answer of one university president to retrenchment. His answer is to destroy the comprehensive community college. It appears that during tough economic times, higher education tends to circle its wagons and shoot inward. (Parnell, 1986a, p. 1)

Parnell's alternative to this destructive restructuring proposal was to place the responsibility of lower division curriculum with the comprehensive community colleges in Alaska and allow the three universities to manage the upper division and graduate curricula. This alternative proposal—a universal 2+2 system—had, for some time, been a major ambition of the national community college movement. The

AACJC resolution, passed by the Small and/or Rural Community College Commission on November 13, 1986 resolved that both the Alaska Legislature and the University of Alaska BOR continue to require and support a formal system of comprehensive community colleges in the state, easily accessible by its citizens; and a careful review of the alternative solutions available in lieu of the proposed restructuring plan presented by the University of Alaska president.

The preponderance of resistance came from within the state as did the limited support of this initial restructuring proposal. The praise O'Dowd received for the plan was most often centered on the effort to address revenue shortfalls and came from the regents, and students, faculty, staff, and administrators at the universities. The proposed restructuring plan pitted the university and its missions against the community colleges and their missions.

The resistance was, at times, overwhelming. A 300-person "army of UAJ supporters" attended one of the public hearings in Juneau (Scandling, 1986, p. 1) with 65 people testifying against the restructuring plan for UA,J. More than 250 people joined the "hostile crowd" at one of the public hearings in Anchorage (Mireles, 1986, p. B1). Two common complaints brought forward in this Anchorage hearing were the lack of detail in the plan and the clear threat to the community colleges' ability to quickly respond to community needs. Many students, faculty, and administrators at ACC feared losing control, resulting in a defiant stance against the proposed merger. From a 200-person strong protest on the ACC campus, the administration reached a consensus position on the restructuring—according to Herbert Lyon, Chancellor of

ACC, “the answer is no” (Proposal: Plan splits educators, 1986, p. 2). In these public hearings, President O’Dowd’s message remained the same: remedial programs would continue to be a priority, access to post-secondary education would not be restricted, and vocational/technical programs were not being targeted for elimination. Yet, the criticism and resistance to his plan continued.

Two well-reasoned critiques were presented in writing to President O’Dowd by Thomas H. Wagoner, Dean, Kenai Peninsula Community College; and Patrick O’Rourke, Chancellor, University of Alaska, Fairbanks. Wagoner felt the real problems in the system we not being targeted with the current proposed restructuring plan if the intent was to save revenue through administrative reductions while enhancing the delivery of post-secondary education throughout the state. He offered a three MAU solution as well. First, the University of Alaska in Fairbanks would become the statewide university “responsible for all residential educational programs, statewide fisheries education, cooperative extension, and education through outreach centers in areas of rural Alaska” (Wagoner, 1986, p. 1). The second MAU would be an urban university in Anchorage—currently, the University of Alaska, Anchorage—“responsible for those curriculums that fit well into an urban university. By necessity, there would be some duplication of degree programs; but this could be held to a minimum through cooperative efforts between the two university structures” (Wagoner, 1986, p. 1). The third MAU would be a new statewide community college system. This new system would result in the elimination of the University of Alaska, Juneau and the re-establishment of the former Juneau-Douglas Community College.

Wagoner's greatest objection to the proposed restructuring plan centered on the centralized administration of vocational education at the community college level. Without a decentralized focus on vocational education at each community college campus, Dean Wagoner believed the state would be unable "to educate its residents and prepare them for entry into technical fields…[leaving] the State of Alaska…little hope of attaining a high percentage of local hire for skilled jobs" (Wagoner, 1986, p. 2). In addition, Wagoner noted Alaska, as a "working man's state," could not absorb the high number of liberal arts graduates into the state workforce that the proposed restructuring plan seemed to support.

Chancellor O'Rourke was often in the news as a critic of the restructuring as it was currently proposed (see Associated Press [AP], 1986a, 1986b). In these articles, the AP referred to a 17-page memo O'Rourke sent to President O'Dowd discussing agreements, disagreements, and recommendations concerning the restructuring of higher education in Alaska. While understanding the need to reduce both the university's organizational structure and its expenses, O'Rourke felt Alaska presented a unique case for higher education based on several issues of diversity. Since the University of Alaska was the only public higher education entity in the state that could meet the cultural, geographic, and socio-economic diversity of its citizens, the sole responsibility of responding to these issues rested with the university.

Chancellor O'Rourke (1986) listed seven beliefs that tempered his recommendations for improving the restructuring proposal:

1. The population of Alaska should be educated; “an educated population is a confident population who utilize fact as a basis for reasoned argument…take observations and appropriately analyze them…and find solutions by calling upon a broad array of knowledge” (p. 3).
2. Higher education should serve as a bridge to span the gap between educational attainment in rural Alaska and urban Alaska; “a bridging of the gap in educational attainment between one culture and another” (p. 3).
3. The population should be properly trained to fill the employment needs in Alaska, from technicians to scientists; a “trained and skilled workforce” of scientists, artists, engineers, accountants, craftsmen, technicians, and semi-skilled laborers (p. 3).
4. Higher education should be used to culturally enhance the state “through art, music, intellectual discussion and inquiry, literature” (p. 3).
5. Higher education should be used to find solutions to problems the state faces, contributing “to an ever growing world body of knowledge, which will interrelate solutions to broader world environmental issues” (p. 3).
6. Higher education should serve as the medium for multi-cultural and multi-international understanding, allowing the state to “become more ‘international minded’” (p. 4).
7. Access—financial, physical, educational—should be provided for all citizens of the state to these opportunities.

While using these beliefs to develop his restructuring recommendations, O'Rourke also understood the deficiencies within the current university structure. These problems were also enumerated in his letter and factored into his recommendations:

1. University administrative costs were too high and must be reduced.
2. The university's student base was small, leading to a small faculty base; a broader student base would lead to a broader faculty base, enhancing the quality of the university's educational programming.
3. There was unnecessary duplication of educational programming; however, some duplication is necessary.

O'Rourke truly believed the proposed structure did not "provide a significant enough variability to assure meeting [the] multiple and diverse service requirements" demanded of public higher education in the state (O'Rourke, 1986, p. 7). As such, he offered four recommendations for greater variability in meeting this diversity:

1. Retain the three MAU structure and a community college structure.
2. Limit the number of baccalaureate degree granting institutions to two, reducing the total by one—meet the baccalaureate degree needs in Juneau through collaboration with the universities in Anchorage or Fairbanks.
3. In areas where a community college and university center duplicate efforts, charge the community college with the developmental education mission.
4. Do not centralize the vocational/technical education programming through the institution in Anchorage; allow the community college campus leaders to work directly with local organizations and citizens to provide

> "community development, vocational–technical education or noncredit short course activity" (O'Rourke, 1986 pp. 11–12).

The subsequent higher education structure proposed by O'Rourke would look drastically different than either the current university structure or the one proposed by President O'Rourke. An Alaska State Community College would be created from community colleges currently in Anchorage, Ketchikan, Sitka, Juneau, Palmer, Kenai, Fairbanks, and Valdez with oversight from a statewide community college council and local advisory committees. In addition, any truly unnecessary academic course duplication in Anchorage and Fairbanks between the community colleges and universities would subsequently restrict the community colleges to vocational and developmental education offerings. The university in Anchorage would become the state's urban university, thus predominately an academic unit able to focus on baccalaureate and graduate educational programming. Finally, the university in Fairbanks would become the "land grant, sea grant and rural education" institution in the system (O'Rourke, 1986, p. 13). The rural education function would include the community campuses in Kotzebue, Nome, Kodiak, and Bethel.

At the December 4–5, 1986 BOR meeting in Fairbanks, President O'Dowd (1986b) provided an updated restructuring plan. He offered eight alternatives:

1. A statewide university with a centrally located administration.
2. A statewide university and a statewide two-year college with two centralized, but separate, administrations for each institution.

3. A statewide senior university and a statewide two-year college[7].
4. A statewide university[8], with a centralized administration, and Anchorage Community College.
5. A statewide university, Anchorage Community College, and a college of rural Alaska[9].
6. Three regional universities (the plan recommended to the BOR).
7. Three urban universities and one statewide two-year college[10].
8. Three universities, Anchorage Community College, and a college of rural Alaska[11].

O'Dowd's final recommendation for board adoption was "three new accredited institutions as part of the Statewide System of Higher Education: Anchorage, Fairbanks and Juneau" (O'Dowd, 1986b, p. 11).

The newly accredited university in Anchorage would blend academic programs by merging seven separate administrations: Anchorage Community College (ACC); University of Alaska, Anchorage (UA,A); Matanuska-Susitna Community College (MSCC); Kenai Peninsula Community College (KPCC); Kodiak Community College (KOCC); Prince William Sound Community College (PWSCC); and the Division of Community Colleges, Rural Education, and Extension (CCREE). This new

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[7] The senior college would be responsible for junior and senior undergraduate curriculum and graduate programs while the two-year college would focus on the associate degree.
[8] This statewide university would be responsible for all public higher education in the state except community college programming in Anchorage.
[9] The college of rural Alaska would administer four-year degree programming in smaller communities and rural areas outside of Anchorage.
[10] The two-year college would be centrally administered.
[11] According to O'Dowd, this would be a combination of the other 7 proposed structures and the most expensive administratively.

Anchorage institution would serve as the center for *hard*[12] technical education for the state with "operation of programs in other locations, such as Fairbanks, Juneau, Kenai, and Mat-Su, as appropriate" (O'Dowd, 1986b, p. 11). In addition, the university in Anchorage would serve the state as the Health and Medical Sciences Program Center, Public Policy Program Center, and International Trade Center.

The newly accredited institution in Fairbanks would merge Tanana Valley Community College (TVCC) in Fairbanks, Chukchi Community College (CCC), Kuskokwim Community College (KUCC), Northwest Community College (NWCC), Cooperative Extension Service, Fishery Industrial Technology Center (FITC), and Rural Education with the current University of Alaska, Fairbanks (UA,F) structure. This institution would house an extended college center with a mission focused on college preparatory and lower division courses, and core transfer courses and programs offered to areas in the state not under the responsibility of the new institutions in Anchorage and Juneau. In addition, the university in Fairbanks would serve state as the center for fisheries programming.

The newly accredited institution in Juneau would merge the administrations of three campuses: University of Alaska, Juneau (UA,J); Islands Community College (ICC); and Ketchikan Community College (KECC). This university would be a "small unit" with a focus on undergraduate programs, lower division coursework, and developmental education with the understanding there would be a need for delivery of master degree courses and programs.

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[12] Technical programs and courses with limited enrollments statewide and/or requiring investments in heavy equipment.

The proposal recommended for adoption by the board also included specifics about all eleven community college locations, noting that current programming would still be available. These campuses would continue to serve as priority locations for the delivery of developmental education and transfer education with baccalaureate level courses being available. In addition, *soft*[13] technical education delivery would be available at these campuses with delivery of any hard technical education offered in collaboration with the statewide system technical center at the new university in Anchorage. Finally, should significant local funding be provided to support a campus, a community college could be operated with "significant local control. PWSCC may serve as a model for developing such an agreement" (O'Dowd, 1986b, p. 13).

President O'Dowd was confident that this new structure would "preserve the bulk of the community college mission in comprehensive four-year institutions which are designed for that purpose" (O'Dowd, 1986b, p. 15). It was his belief that the administration of this comprehensive educational mission in a geographically large state with a relatively small, dispersed population would be most economical if delivered through a single institution.

While the restructuring topic generated little public comment at the December 1986 BOR meeting, several representatives from various assemblies within the system reiterated concerns and criticisms. John S. Whitehead, president of the Fairbanks Assembly, noted that the restructuring should maximize cost savings in lieu of cutting

[13] Technical programs not requiring investments in heavy equipment.

programs. It was the preference of the Fairbanks Assembly that a separate community college MAU be created as a priority over a third regional university in Juneau.

Ralph Gabrielli, president of the CCREE Assembly, spoke of the concerns the assembly held in regards to the proposed restructuring. Missions of community colleges and senior colleges were so different, they would be mutually eroding and, in time, administrative priority would serve the senior colleges at the expense of the community colleges. The community college missions in Alaska would suffer. In addition, any protection—no matter how well-intentioned or constructed—guarding the community college missions and identity would prove insufficient. Ultimately, the proposed restructuring plan would lead the university down an elitist path rather than an egalitarian one, working against technical education and the non-traditional student.

Dennis Clark, president of the ACC Assembly, noted that an overwhelming majority of ACC faculty and staff favored some form of separation of community colleges and universities. It was the belief of the assembly that to ensure the preservation of the community college mission, the organizational structure of the community college must be preserved. The proposed plan did just the opposite; it subordinated the community college mission to the university mission.

Ronald M. Spatz, president of the UA,A Assembly, noted the organization's support of the restructuring plan presented by President O'Dowd. "Of all the restructuring plans discussed, UAA faculty, students, staff, and alumni support in principle the conceptual framework outlined by President O'Dowd" (University of Alaska BOR, 1986c).

After the public comment and following a two-hour work session, the regents moved, seconded, and passed by a 10–1 vote (the student regent voted against the motion) the following motion, as amended (the amendments are underlined):

> The Board of Regents approves the general concept of restructuring of the University of Alaska as presented by the president, and instructs the president to prepare detailed implementing plans in accordance therewith. <u>The Board further instructs the president that the restructuring plan for implementation accomplish the following to the greatest degree possible</u>:
>
> 1) <u>Incorporation of specific details for assuring that multi-part mission statements, identity, vocational education, and local mechanisms for input are met.</u>
>
> 2) <u>That in the consolidation of functions currently performed in the universities, community colleges, distance delivery, and related program offerings within the system into the new three (3) regional administrative units, the president creates separate sub-units in each of the new three (3) MAUs to preserve the accountability of:</u>
>
> a. <u>individual and unique missions, and</u>
>
> b. <u>the budget identity of the existing organizational functions.</u>
>
> The Board further instructs the president to seek final Board approval of such plans prior to their implementation. This motion is effective December 5, 1986. (University of Alaska BOR, 1986c, pp. 12-13)

The AACJC response to this vote by the BOR was not unexpected based on previous disagreement voiced in November 1986.

> It seems almost incomprehensible that in the great State of Alaska, the University of Alaska Board of Regents has voted to scrap their comprehensive community college program in favor of leaving largely intact three university departments of music, two university drama departments, two university schools of engineering, two university schools of education, and three university schools of business. This is happening in a state where 79 percent of the adult population does not hold the baccalaureate degree; at a time when the Secretary of Labor is telling us that three out of four job classifications will require some

> form of postsecondary education and training, but not necessarily a baccalaureate degree; at a time when technical education requires better math, science, and literacy base than ever before. (Parnell, 1986b, p. 4)

Prior to the next BOR meeting, President O'Dowd officially received four different restructuring proposals from the Anchorage area: ACC, CCREE, UA,A, and UA,A Alumni Association. None of these proposals completely aligned with the current presidential proposal; however, the CCREE and UA,A proposals were aligned with one another and drastically different than the one presented by ACC. With Anchorage as the hurdle, it became apparent that ACC was the main source of disagreement and resistance. O'Dowd noted this Anchorage issue in a February 1987 restructuring report to the regents:

> This is the most complex unit to restructure of the three new organizations. It combines two large institutions, Anchorage Community College and the University of Alaska, Anchorage; the administrative headquarters of CCREE; and Kenai Peninsula Community College, Kodiak Community College, and Mat-Su Community College. In addition, it is the center of the largest vocational/technical instructional program in the University which must be effectively incorporated in the new institution. The number of faculty and students affected by this complex merger represents more than half of the total enrollment in the University of Alaska system. (O'Dowd, 1987b, p. 6)

The special BOR meeting on February 21, 1987 in Anchorage was the venue President O'Dowd used to seek final board approval before implementing the restructuring plan for the University of Alaska. The recommendations included in this most recent version of the proposal for the Anchorage–southcentral Alaska institution were slightly revised. O'Dowd (1987a) estimated this proposed restructuring in the

Anchorage/southcentral region would save approximately $5 million—$2 million at ACC/UA,A and $3 million at CCREE. Figure 4–2 shows this proposed institution.

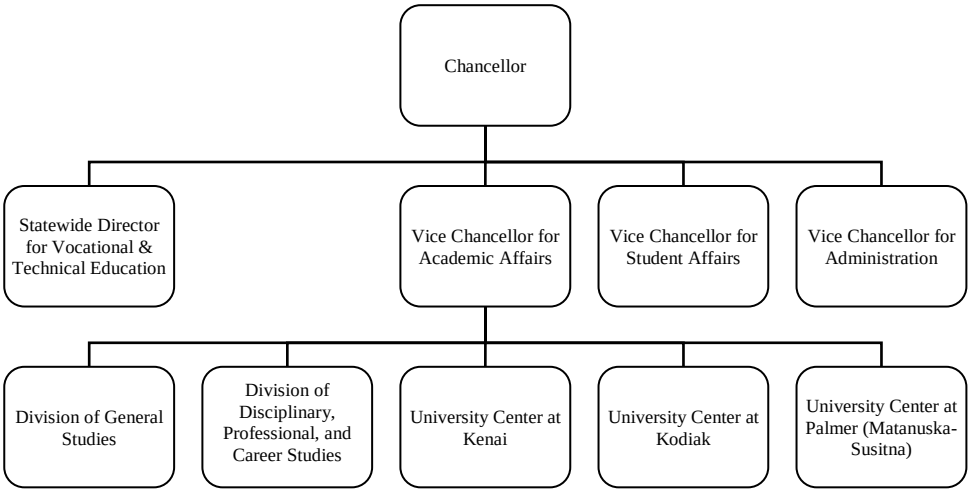

Figure 4–2. Proposed organizational structure for the Anchorage–Southcentral Alaska institution as of February 16, 1987. Adapted from *Recommendations to the Board of Regents on Implementation of Restructuring the University of Alaska* by Donald D. O'Dowd, February 16, 1987.

The Division of General Studies would be responsible for general and developmental education and offer the associate of arts degree. The Division of Disciplinary, Professional, and Career Studies would include: academic disciplinary departments, professional schools or units, and applied vocational and technical programs. This division would offer associate of applied science, baccalaureate, and master degrees. The university centers would offer courses to fill local service needs. The statewide vocational and technical education center would "deploy, coordinate and evaluate vocational and technical education throughout the University" (O'Dowd, 1987b, p. 7).

During the public comment portion of the agenda, 40 individuals spoke about the restructuring; 35 were from the Anchorage or the southcentral region of the state.

Of these, 21 (all but one held some affiliation with UA,A) spoke in favor of the revised restructuring proposal and 14 (all but one held some affiliation with ACC) spoke against it. It was clear, from those speaking publicly at the meeting, that there continued to be tremendous disagreement between UA,A and ACC.

The themes of support for the plan did not center on budget or fiscal issues; rather, there were common beliefs that the restructuring would create a higher quality faculty and educational programs would be improved. In addition, most urged a quick implementation. Those against the plan, held one common belief—the merger would eliminate the community college and its traditional missions in Alaska.

The regents ultimately adopted President O'Dowd's restructuring implementation plan, with one caveat, at the end of the BOR meeting on February 21, 1987. The main motion passed by a 9–1 vote (the amendment—underlined below—passed by a 6–4 vote before the vote on the main motion) that:

> The Board of Regents approves the implementation plans for restructuring the University of Alaska system, as presented by the president. <u>The Board of Regents also directs the administration to present, at the March 11–12, 1987 Board meeting, alternatives to the proposed reorganization structure of the southcentral region that include designating a specific position responsible for interest courses, skill enhancement courses, and nondegree programs in the Anchorage area</u>. This motion is effective February 21, 1987. (University of Alaska BOR, 1987a, p. 16)

The regents unanimously approved the restructuring of the university during the March 11–12, 1987 BOR meeting in Juneau: "The Board of Regents accepts the draft of organizational outlines for the Southcentral, Northern, and Southeastern institutions, presented by the university administration, as meeting the requirements

indicated in Board action at the February 21, 1987 meeting" (University of Alaska BOR, 1987b, p. 5). This approved restructuring plan included significant changes to the southcentral (Anchorage) structure after it was discovered through further examination that 80% of instructional credit hours at the Anchorage campuses were at the lower division—non-certificate and non-degree seeking—level. The new structure, as shown in Figure 4–3, included a number of colleges and schools instead of two divisions to address the multiple missions at these campuses (shaded boxes are changes from the previous organization chart shown in this study). The new College

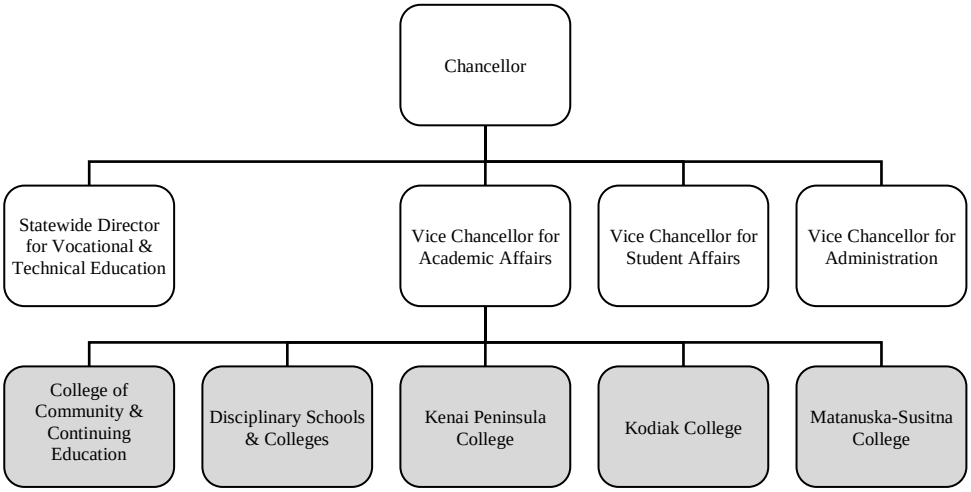

Figure 4–3. Organizational structure for the Anchorage–Southcentral Alaska institution as of March 12, 1987—approved by the Board of Regents. Adapted from *Board of Regents Meeting: Official Minutes* by University of Alaska Board of Regents, March 11–12, 1987.

of Community and Continuing Education (CCCE), supporting predominately non-matriculated students, would include developmental education; community education, such as personal enrichment and skill enhancement courses; community service and development; and continuing education. CCCE offered the following specific programs following its creation:

- Continuing Education Program—maintenance and improvement of professional competencies, and personal enhancement.
- Non-Credit Program—in AY88, over 250 courses offered in areas such as sports, fitness, finance, arts and crafts, and conversational languages.
- Alaska Wilderness Studies—credit and non-credit courses in various outdoor activities such as camping, hiking, skiing, gun safety, and wilderness first aid.
- Center for Women and Men—integration of professional, educational, and personal connections.
- Fridays Ten 'Til Two Series—adult personal enrichment programming; lifelong learning.
- Physical Education and Recreation—credit and non-credit physical education in a variety of areas such as aerobics, martial arts, group and individual sports, weight training and yoga.

The Disciplinary Schools and Colleges would include academic schools and colleges, such as the College of Career and Vocational Education and the College of Arts and Sciences. The names of the community campuses also changed from university centers to colleges. This same structure for the Anchorage institution was presented to Dr. James Bemis, Director, Commission on Colleges, Northwest Association of Schools & Colleges, in a letter from University of Alaska Provost and Vice President Donald F. Behrend (1987) notifying the association that the University of Alaska system was reorganizing.

This approved reorganization of the University of Alaska dramatically impacted higher education missions in the Anchorage area, particularly traditional community college missions. Prior to the merger, these traditional community college missions—transfer education, vocational/technical education, developmental education, continuing education, community education, and workforce development and training—were housed in autonomous academic organizations led by administrators familiar with the concepts embedded in these missions. Those organizations included Anchorage Community College, and Kenai Peninsula Community College, Kodiak Community College, and Matanuska-Susitna Community College as units within CCREE. The merger distributed these missions to new schools and colleges throughout the new university in Anchorage.

The College of Arts and Sciences (CAS) became responsible for the Associate of Arts (AA) transfer degree and the Associate of Applied Science (AAS) degree in Human Services as well developmental education courses in English, mathematics, and English as a Second Language (ESL). These traditional community college programs merged with 26 baccalaureate and five master degrees in CAS. The School of Business merged four certificates and four AAS degrees with seven Bachelor of Business Administration (BBA) degrees and one Master of Business Administration (MBA) degree. The College of Career and Vocational Education (CCVE) maintained the greatest focus on community college academic programming with 13 certificates, 25 AAS degrees, and a Master of Science (MS) degree in Vocational Education (the statewide Vocational Teacher Education Graduate Program). The CCVE certificates

and AAS degrees included three primary themes—technical programs, aviation-related programs, and allied health sciences-related programs.

Ultimately, individual communities and regions within the state remained split over the approved restructuring of the University of Alaska. Twenty-six letters to President O'Dowd in the University of Alaska Fairbanks archives referenced the restructuring, voicing either endorsement or opposition. Of the eight letters voicing support, three were community college councils—Chukchi, Kodiak, and Matanuska-Susitna. Three of the eight had some connection to the new Anchorage/southcentral Alaska university—UA,A Campus Assembly and the community college councils from Kodiak and Matanuska-Susitna. Of the 18 letters critical of the approved restructuring, four were from community college councils: Islands, Kenai Peninsula, Ketchikan, and Tanana Valley. Seven chambers of commerce, city councils, and borough assemblies were also critical of the restructuring: Assembly of the City and Borough of Sitka, Bethel Chamber of Commerce, Greater Fairbanks Chamber of Commerce, Kenai Chamber of Commerce, Kenai City Council, Kenai Peninsula Borough Assembly, and Ketchikan Gateway Borough Assembly. More notable were the statewide organizations opposed to the merger. These organizations included the Alaska Conference of Mayors, Association of Alaska School Boards, Association of Regional Health Directors of Alaska, Alaska State AFL–CIO, and Yukon Kuskokwim Health Corporation.

Interestingly, immediately following this unanimous vote at the March 11–12, 1987 BOR meeting to restructure the university in an effort to reduce administrative

expenses, the next agenda item was a discussion on establishing criteria for stand-alone community colleges in the system. This discussion centered on criteria for certain community colleges to not only receive somewhat independent status from the newly created university structure, but also separate accreditation. President O'Dowd outlined a proposal for the regents and indicated a formal proposal for consideration and action would be available by the next board meeting. The concept discussed at this meeting recommended that "communities fund a certain percentage of the total unrestricted operating cost of the institution, utilizing a combination of local funding sources, student tuition, and fees" (University of Alaska BOR, 1987b, p. 6). Prince William Sound Community College (PWSCC) was presented as a model of this concept where the community of Valdez provided approximately 40% of the funding for the college. Ultimately, PWSCC would retain semi-independent status with separate accreditation, but with a reporting line through the new institution in Anchorage. At the time, PWSCC was the only community college with significant local financial support—$576,500 in support from the Valdez community, equaling 54.8% of the general funds necessary for operation in FY87.

While the university restructuring remained an agenda item for BOR meetings or was included in discussion at BOR meetings for the next several months, the intensity of discussion and deliberation surrounding the issue lessened. By the September 1987 BOR meeting, the regents unanimously passed a motion approving the names for the three new institutions in the restructured university system—University of Alaska Anchorage, University of Alaska Fairbanks, and University of

Alaska Southeast. For the new institutions in Anchorage and Fairbanks, the difference in the name changes from the previous universities in these locations was the elimination of the comma between “Alaska” and the city name.

By the February 1988 BOR meeting, a critical change in technical educational programming had occurred. The Statewide Office of Vocational and Technical Education (SOVTE) was realigned from the responsibility of the UAA chancellor to the statewide executive vice president and provost in Fairbanks. This was an interesting structural change by President O’Dowd after he cautioned during a BOR meeting nearly two years earlier “that statewide administration is not an educational entity and does not constitute an appropriate home for an educational operation” (University of Alaska BOR, 1986a, p. 8). In order to benefit from the large cadre of vocational and technical faculty in Anchorage, it was planned to locate SOVTE in Anchorage. By the April 1989 BOR meeting, Regent Susan Stitham expressed concern about statewide vocational and technical education, rationalizing the need for additional SOVTE advisory council members from Fairbanks because there were two separate vocational programs within the university (Anchorage and Fairbanks) with different constituents.

While the restructuring topic gave way to other more pressing issues during BOR meetings, many in the state refused to let the issue go. During the 1988 election in Alaska, an initiative was placed on the ballot that, if approved, would formally separate community colleges from the university in the state. Following a legal dispute between the University of Alaska and the Lieutenant Governor Stephen

McAlpine (the official responsible for placing initiatives on the ballot), the final wording on the ballot read:

> There shall be established a separate independent Community College System in the State of Alaska. The University of Alaska shall transfer to the Community College System of Alaska such real and personal property as is necessary to the independent operation and maintenance of the Community College System. Properties created for the purpose of joint use by the University and Community College System shall continue to be jointly used. (McAlpine v. University of Alaska, 1988)

This initiative to establish a separate independent Community College System in the State of Alaska was defeated by a vote of 83,472 in favor and 104,719 against.

For the remainder of O'Dowd's presidency, few other changes were made to the restructured university system. The organizational structure of UAA at the end of the O'Dowd presidency in 1990 is shown in Figure 4–4.

Program assessment—Dr. Jerome B. Komisar presidency (1990–1998). According to the university website (www.alaska.edu/uajourney/presidents), Komisar assumed duties as the 11th president of the University of Alaska in August, 1990. He served 24 years in the State University of New York (SUNY) system in a variety of faculty and administrative positions including professor of economics, provost, and vice chancellor. President Komisar presided over a large period of university history referred to as the "decade in the desert"—1987–1998 (Johnsen, 2006; University of Alaska BOR, 2000). This period began with the state fiscal crisis in 1986 that led to the restructuring of the university system in 1987. After a brief period of recovery, this fiscal crisis began "more than a decade of decline in real revenue, with resulting rounds of restructuring, pay freezes, cuts in administrative support, hiring freezes,

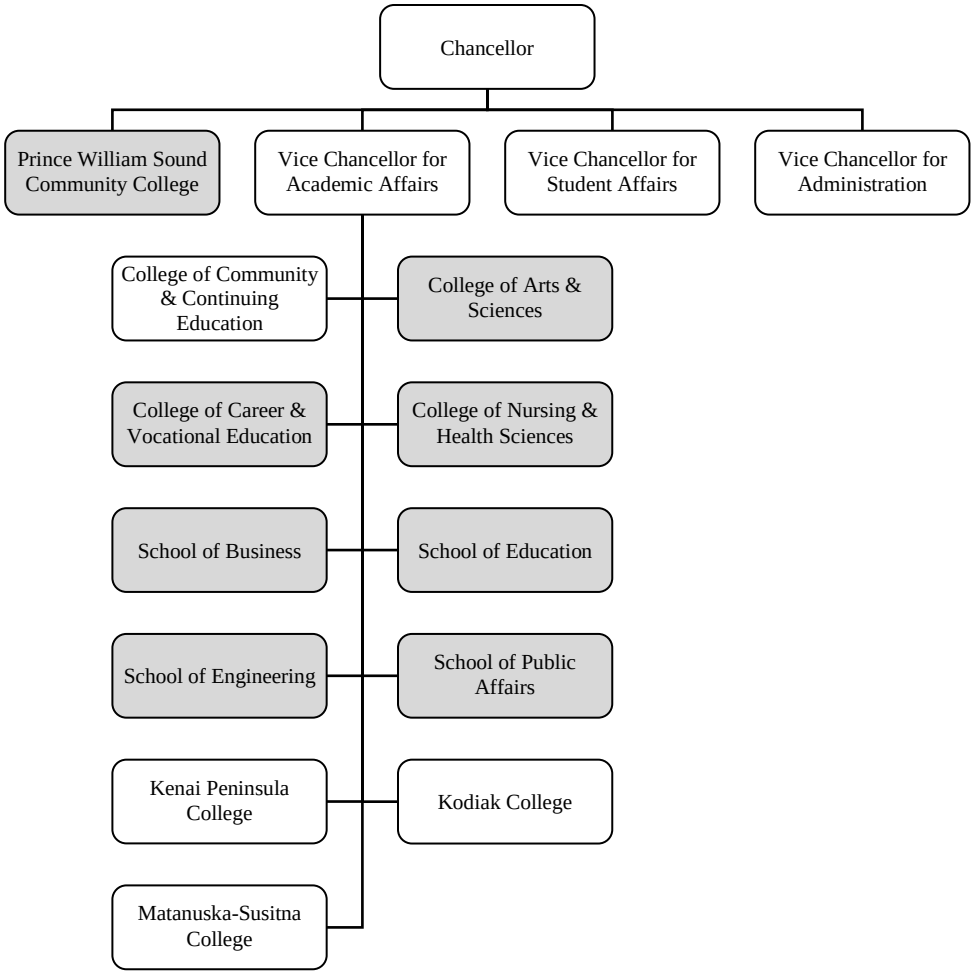

Figure 4–4. University of Alaska Anchorage organizational structure as of March 1990. Adapted from *Statistical Abstract 1990* by Office of Institutional Research, March 1990.

outsourcing, mounting deferred facility maintenance" (Johnsen, 2006, p. 47). While adept at using program assessment to bring accountability and efficiency to the university, he lacked a vision needed during this period (Johnsen, 2006, p. 53). Budget data for UAA during this period from 1987–1998 shows the limited growth in state general fund versus growth in total budget; state general fund grew only 31% while the total budget increased 110% (see Figure 4–5).

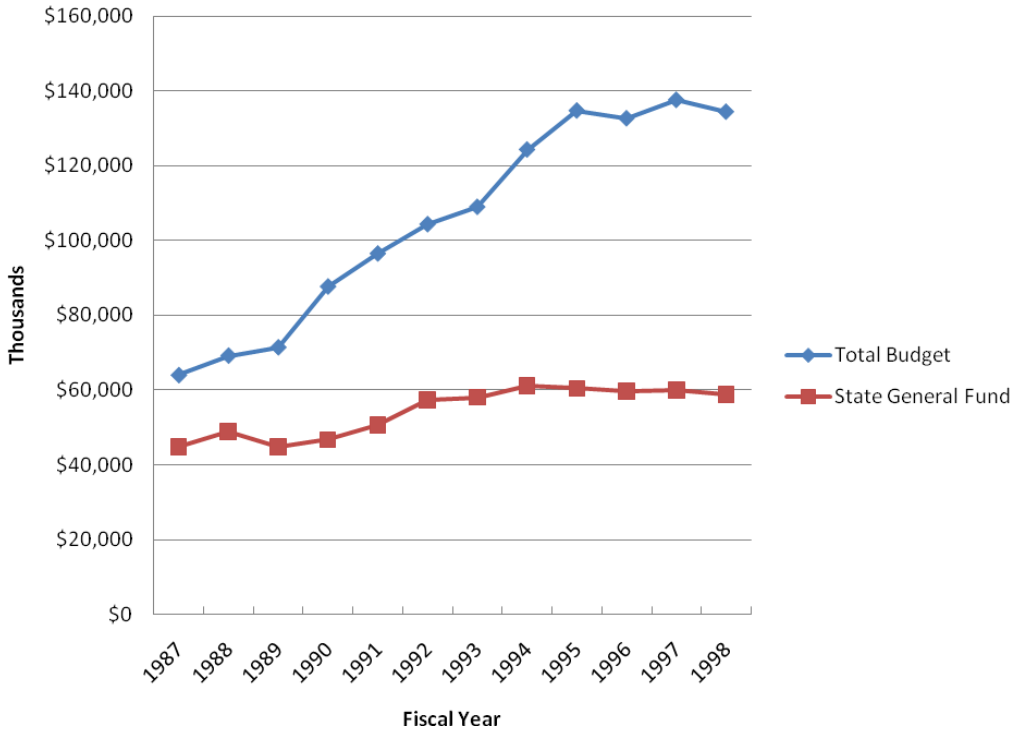

Figure 4–5. University of Alaska Anchorage (including community campuses) general fund versus total budget (in thousands) by FY (FY87–FY98). Adapted from *Statistical Abstract* reports by Office of Institutional Research (1988–1992) and *UA in Review* reports by Statewide Office of Institutional Research (1993–1998). See Appendix Tables A–2 and A–3 for longitudinal datasets.

At his second Board of Regents meeting, Komisar commented on the health of the university system and noted two pressing issues to engage—maintenance of quality university programs and access to post-secondary education. In relation to the maintenance of quality university programs and follow-on work generated from the 1987 restructuring, the regents approved several program deletions and name changes. These deletions and changes aligned academic program offerings with the intent of the new university structure and the requirement to limit duplication whenever possible. In addition, these deletions and changes, coupled with the continued fiscal problems

during this period, led to a retrenchment and overall reduction in academic degree offerings at UAA and its community campuses (see Figure 4–6).

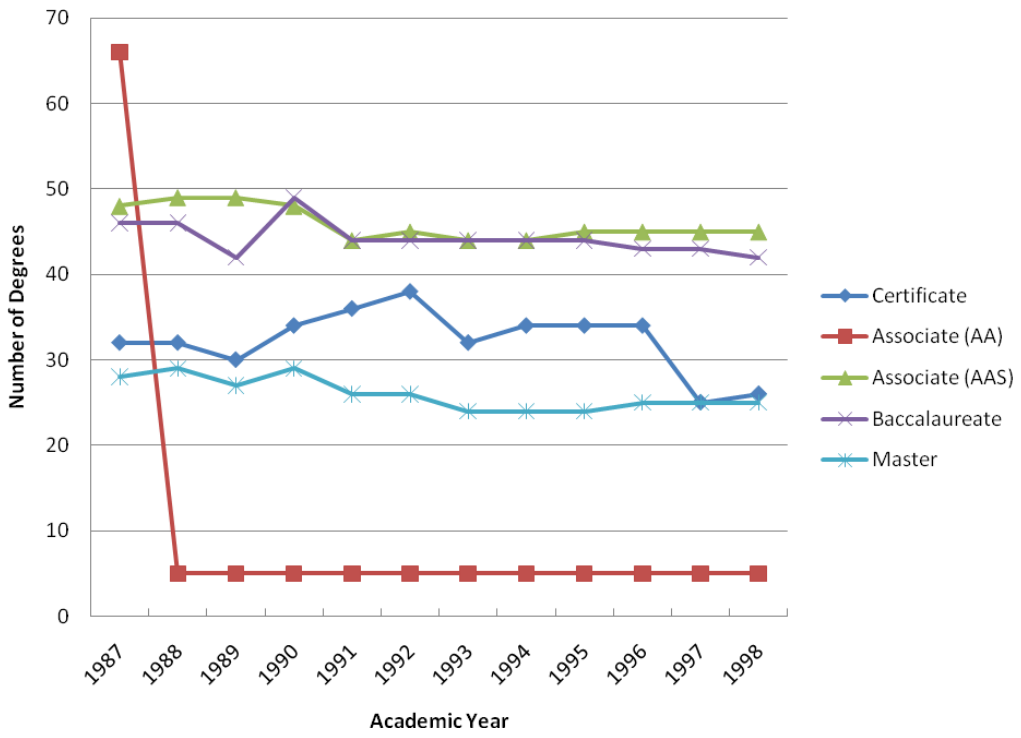

Figure 4–6. Degree offerings by level at the University of Alaska Anchorage (including community campuses) for AY87[14]–AY98. Adapted from *Statistical Abstract* reports (1987–1992) and *UAA Catalogs* (AY92–AY98). See Appendix Table A–4 for longitudinal dataset.

The drop in available associate of arts (AA) degrees from 66 to 5 (over 92%) between AY87 and AY88 was a result of a BOR decision made on December 11, 1981, approving a single AA degree in general studies; the eliminated degrees were discipline-focused AA degrees (e.g., AA in Sociology, etc.). The lag in the data was a result of the reporting of the degrees during the phase-out period. The five remaining

[14] AY – academic year; the 3-term, 12-month period beginning with Summer term and ending with Spring term (e.g., AY87 is Summer 1986, Fall 1986, and Spring 1987)

AA degrees in 1988 are a summation of the single AA in general studies degree being offered at the five UAA campuses. Degree offerings at every other level also dropped: certificate (-18.7%), associate of applied science (-6.3%), baccalaureate (-8.7%), and master (-10.7%). Overall, there was a 35% reduction in total degrees offered during this period with the greater numerical and percentage reductions in traditional community college programming—two-year degree and below.

The minutes of BOR meetings during this period indicate a lack of vision and focus on the part of the president and the board. While the board managed its assigned responsibilities—reviewing and approving educational policies, degree programs, campus development and expansion, and budget requests—very little outside of this realm and with connection to development and changes to university and community college missions were addressed. Yet, board conversation concerning the university's mission persisted. During the December 1991 BOR meeting, Regent Sharon Gagnon commented that outside constituent groups expressed concern that the university cannot be everything to everyone and it was the responsibility of the university to decide what its missions would be.

In early 1992, the university did decide to externally evaluate its management, employing George Kaludis Associates to complete such a study. The intent of the study was to broadly review the institution and determine areas requiring improvement in effectiveness and efficiency. These areas could then be further studied in greater detail during a second study, including more detailed planning and implementation work. The researchers were asked to address the following question—"Are we one or

are we three?" This question referred to the university's new structure that now included three MAUs—University of Alaska Anchorage, University of Alaska Fairbanks, and University of Alaska Southeast—under one University of Alaska Statewide System of Higher Education. The study concluded that the university system was actually both—"one *and* three." This report, along with other external reports, is discussed further in a section later in this chapter. Although this important first step was taken in completing a preliminary management study, no further action was taken on the recommendations made in the report (Johnsen, 2006).

With fiscal concerns persisting within the university in 1994, President Komisar chose a different method than O'Dowd to address the challenge. As an economist and former chief academic officer at SUNY, instead of restructuring, he chose program assessment as the method to address the consistent fiscal pressures facing the university. The proposed program assessment policy presented to the regents for approval at the June 3, 1994 BOR meeting included procedures and criteria to consider in reducing instructional and other educational programs, and changes in administrative structures within the university.

Earlier, President Komisar had set-up a Resource Alternatives Task Force to research and recommend alternatives to the current resources available to the university. The proposed program assessment policy was one alternative recommended by the task force and was designed to identify ways for the university to internally save money during periods of fiscal stress. As presented, the policy would provide for thorough reviews of university programs and functions, and administrative

functions statewide, enabling the development of recommendations for balancing commitments with resources. The program assessment process would first identify those programs and functions requiring review and then the reviews would be completed. These completed reviews would be analyzed by the academic vice chancellors, chancellors, and finally the president before final recommendations were presented to the regents at the December 1994 meeting. By a vote of 8–2, the regents approved this new board policy concerning program assessment. President Komisar was completely confident that program assessment would refine and shape the future of the University of Alaska.

During the September 1994 BOR meeting, Komisar discussed the major elements and goals of the program assessment process, and the use of program assessment as an accountability tool for university operations. His expectation was that the results of this program assessment would produce a vision for the university to use over the next decade while clearly defining its purposes and priorities. There would be a series of immediate and long term goals established as part of the process, and the compilation of these goals would translate into a refinement of the university structure to more equally balance the commitments the institution makes with the resources available to provide these commitments.

The immediate goals involved the identification of programs for discontinuation, reduction, enhancement, or expansion by December 1994. These program decisions would result in a variety of personnel and administrative actions including vacating positions through attrition and restricting student admissions and

enrollments in academic programs slated for discontinuation or reduction. The long term goals and considerations addressed more mission- or vision-related questions for the institution:

- "Who do we serve as a university?"
- "How do we serve them?"
- "Where in the state do we provide the service and through what mechanism?"
- "What will we continue to offer?" (University of Alaska BOR, 1994a, p. 17)

During the December 1994 BOR meeting and before presenting the outcomes and conclusions of the program assessment process, President Komisar reviewed the reasons for completing the assessment process. Any resource savings realized could be invested in communications and technology, where there was a need. Balancing commitments with available resources would also allow the university to meets its instructional responsibilities to the state at the undergraduate and graduate levels. Finally, using the process to establish priorities for the university would assure the capability of completing world class scientific research as well as applied research supporting industries in Alaska.

According to President Komisar, the program assessment process met its objectives

> by the reduction or elimination of low efficiency programs, through realignment and enhancement of vocational and technical education programs, enhancement of the community college mission and services that the University would be delivering, through the enhancement of

> information systems, consolidation and reorganization of instruction, research and service programs, and through increased collaboration with community and public agencies in Alaskan industry. Another consequence…will be increases in administrative productivity. Steps will be taken to reduce the cost of administration through reorganization of administration, consolidation of colleges and schools, and restructuring of student services and University relations. Additionally, savings will be derived from investment in computing and information technology. Finally, the third area of major gains will be in the area of instructional productivity brought about by changes in faculty workload and class size. This gain will be enhanced through investment in distance education and greater opportunity to share programs between campuses and the strengthening of core undergraduate education. (University of Alaska BOR, 1994b, p. 6)

Three regents commented following President Komisar's presentation on program assessment. Regent Mark Helmericks noted that the process used by the president and board to develop recommendations through program assessment was completely different than the process used by President O'Dowd and the Board of Regents during the fiscal crisis and restructuring in the late 1980s. During restructuring, the president developed the concept, the board endorsed it, and it was forced on the university. During program assessment, the board developed the process through establishment of policy and then it was disseminated throughout the university system for use with solutions being presented from within the university. Helmericks commented that the difference was "very dramatic" (University of Alaska BOR, 1994b, p. 27).

Two other regents offered more reserved and cautious input. Regent Joseph Henri recommended to President Komisar that the university locate a higher education professional knowledgeable of community college missions and priorities and have this person visit Alaska, study the university system and the students served, and provide recommendations for increasing enrollments of this segment of the Alaska

population that would be best served by a community college. Regent Susan Stitham voiced concern for the community college mission in the state and the need to protect and preserve it. This concern extended to the need to accommodate part-time students, not just degree-seeking students.

While the low efficiency programs targeted for elimination or reduction were not enumerated in minutes from BOR meetings, there was only a significant reduction in the number of certificates offered from 1994–1998 (see Figure 4–6 earlier in this section). There was a slight reduction in the number of baccalaureate degrees offered, associate of applied science degrees remained stable, and the number of master degrees offered actually increased.

Another objective of the program assessment process was to reduce costs by consolidating schools and colleges. At UAA, Chancellor Lee Gorsuch worked with the leadership of the schools and colleges to meet this objective. At the June 1996 BOR meeting, the reorganization of schools and colleges at UAA was presented for board consideration and approval. The following motion reorganizing the UAA schools and colleges passed unanimously:

> The Board of Regents approves for the University of Alaska Anchorage:
>
> 1. The creation of a college of business and public policy; a college of health, education, and social welfare; a college of technical and community education; and a school of nursing;
>
> 2. The elimination of the School of Business , the School of Public Affairs, the School of Nursing and Health Sciences, the College of Career and Vocational Education, and the College of Community and Continuing Education; and

> 3. The reorganization of programs as presented in Reference 1, 'Reorganization of Schools and Colleges' (dated May 7, 1996) under the three new colleges in item 1 of this motion, the Colleges of Arts and Sciences, the School of Engineering, and the Office of the Provost. (University of Alaska BOR, 1996a, p. 15)

At the November 1996 BOR meeting, the regents approved the name "Community and Technical College" for the new college established as a result of the merger of the College of Career and Vocational Education (CCVE) and the College of Community and Continuing Education (CCCE). This organizational change at UAA reconnected several traditional community college missions under the purview of a single administrator and college as several additional traditional community college programs were added to CCCE by AY96 and just before the merger with CCVE. These included Adult Learning Center (including Adult Basic Education classes, GED certificates, and ESL), Corrections Education Services, Developmental Education, and the Learning Resources Center.

Near the end of Komisar's presidency in 1997, the board appeared dysfunctional and confrontational at meetings, unable to agree on matters as simple as a mission statement and goals for the university. This tension even reached the Alaska Legislature, with some legislators questioning whether an administrative savings proposal had been reviewed and approved by the Board of Regents. The board was divided along the lines of which governor appointed them and, with the majority appointed by a democratic governor, working with a republican leaning legislature also became problematic (Johnsen, 2006). By early 1998, the board held emergency

meetings to discuss presidential search requirements and President Komisar retired in the summer. The UAA structure at the time of his departure is shown in Figure 4–7.

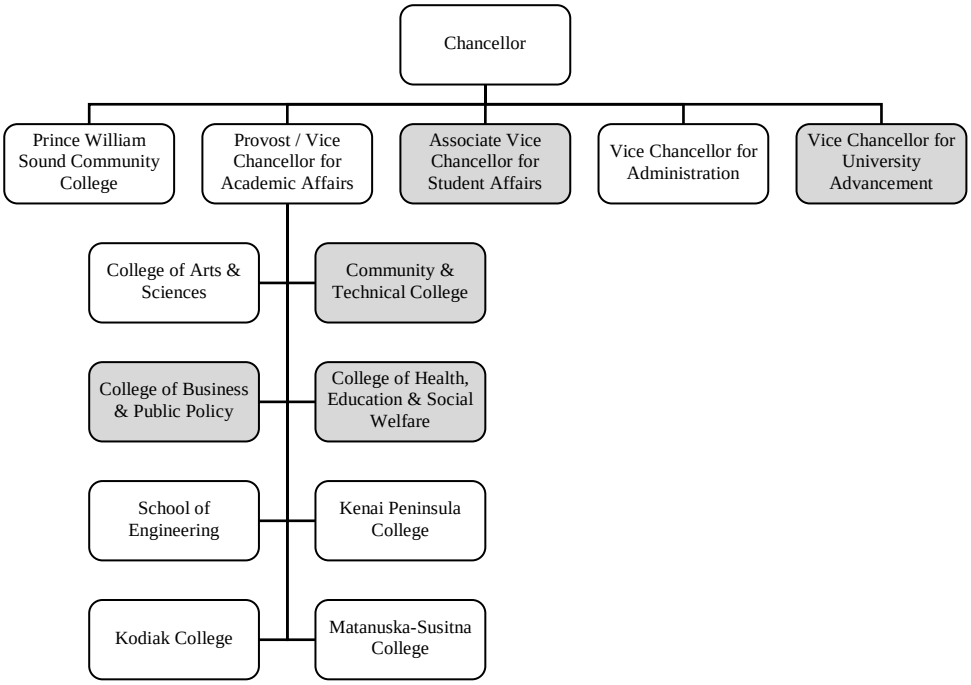

Figure 4–7. University of Alaska Anchorage organizational structure as of March 1998. Adapted from *UA in Review 1998* by Statewide Office of Institutional Research, March 1998.

Growth and expansion—Mark R. Hamilton presidency (1998–2010).

According to the university website (www.alaska.edu/uajourney/presidents), Hamilton assumed duties as the 12th president of the University of Alaska in August, 1998. Prior to his appointment, he completed 31 years of service in the U.S. Army, retiring as a major general. Although possessing a limited background in higher education, the board, in appointing him president, valued his tremendous wealth of leadership experience, a presidential trait desperately needed in the current university

environment. He also imparted a clear vision for the university system and the state of Alaska.

> Hamilton's goal was to reverse the university's downward spiral, to build up the university so it had the capacity to respond to the state's multiple needs. His initial strategy was twofold: clarifying the institution's values and purpose and aggressively seeking additional state revenues. (Johnsen, 2006, p. 7)

In fact, at his very first BOR meeting in August 1998, President Hamilton outlined a plan for developing a three-year budget strategy specifically for this purpose—to rebalance the university's budget after several years of large reductions and reallocations. Already engaging the university's budget staff, a capital budget program was in development to eliminate deferred maintenance, invest in high tech equipment, and build facilities to capitalize on important partnerships and the university's existing infrastructure.

President Hamilton also valued external input and feedback for both problem identification and solution development as part of an intricate strategic planning process. During the October 1998 BOR meeting, he received such input and feedback from assembled former board presidents (or chairs) and current regents. This valuable information included topics with long histories in the relatively short lifespan of the University of Alaska:

- Mission definition of the university system and the MAUs.
- Need for a strong community college system.
- Clear definition of both vocational/technical and traditional university opportunities.

- Full examination of the university structure for compatibility with strategic vision.
- Engagement with the perceived bias towards UAF by university system administrators based in Fairbanks.

For the remainder of his first year in office, President Hamilton worked hard to make his vision a reality for the university and state. He did receive one additional input from former Regent Eric Forrer in an eloquent and direct statement for the record at the April 23, 1999 BOR meeting. This statement accurately reflected the environment in which the university had and would likely continue to operate:

> Mr. President, Members of the Board: Consider the recent history of the University.
>
> President Donald O'Dowd, an individual deeply immersed in mainstream American academic culture and administration, came to Alaska from New York, looked at the evidence, and asked the legislature for more general funds. During his five year tenure, he and his board could not get what they asked for.
>
> President Jerome Komisar came to Alaska, also coincidentally from the SUNY system in New York. In my opinion Komisar, an economist by training, had a deep understanding of universities and the importance of the academy to the American path. He came to the state, looked at the evidence, and he and his board asked the legislature for more general funds. In eight years they were unable to get what they asked for.
>
> Now for two years the university has been graced with a new president cut from entirely different cloth. President Hamilton comes to the state from the highest echelons of the United States Military. It can be safely assumed that his view of the university is not tainted by years of academic administration. He came to the state, looked at the evidence, and he and his board have asked the legislature for more general funds. The university stands on the brink of not getting their request.
>
> These three presidents and a continuously changing governing board account for a span of fifteen years. The presidents and their boards have

> not always agreed on all subjects, but they have all looked at the evidence, and from their position of authority established by the same constitution that authorizes the legislature, they have all asked for more general funds. They have all been unable to get what they asked for. . One may well ask, exactly who is the Alaska legislature prepared to believe?
>
> Mr. President, the tragedy of the state of Alaska is that this state, in which everything and every resource, including financial resources, are on a world class scale, is in the thrall of a legislative authority whose vision is of such a low and muddied constraint that it does not enable them to have the foresight to come to the university in order to get in out of the rain.
>
> Virtually every Alaskan, at one time or another, has had that foresight. At a recent Juneau graduation ceremony the university awarded everything from typing certificates to PhDs. The university has broad populist scope. The real problem here is about hearts and minds, about understanding our civilization, our children, and the face of the future.
>
> The legislature's university budgets are a measure of their authors and not a measure of available funds. With their treatment of the university's budget requests, the legislature has created in me a bitter alienation. This legislature does not represent this citizen. This is a majority that always knows the answers before anybody else knows the questions, so I don't think they are listening.
>
> President Hamilton, I welcome you to the state of Alaska, even though history may be against you here. I pray you and your board may be able to turn this one around. One time, in a budget fight, in an attempt to understand the nature of the Board of Regents, the members were described as war shamans. I see that this must still be the case. I wish you well. (University of Alaska BOR, 1999, p. 10)

Within a year of assuming the presidency, Hamilton decided on one of several missions—a traditional community college mission—that would remain a part of his strategic vision for the university until his retirement in 2010. He connected vocational/technical education to academic program initiatives while also formulating a “corporate college” that would quickly respond to workforce training and education

needs of Alaska industries. Four of the seven program initiatives presented for action centered on the traditional community college student—teacher education; health care; vocational/technical education; and student outreach, recruitment, and retention.

This recruiting and retention strategy included a new scholarship program—the UA Scholars Program. The program—designed to keep Alaska's brightest high school students in the state for college—provided the top 10% of every qualifying high school graduating class an $11,000 scholarship to attend the University of Alaska. Student enrollment and retention data from this period at UAA show an increase in first-time full-time freshmen and returning freshmen (see Figure 4–8) as well as an increase in traditional age university students—18–24 year olds (see Figure 4–9). By the Fall 1998 semester, junior and senior classes of students began showing an upward trend in headcount through 2009. These classes were followed one to two years later by the freshman and sophomore classes. In addition, beginning in the Fall 2001 semester, the two largest age groups of students were 20–24 and under 20, ages associated with traditional university students attending immediately following high school. During the previous 12 years (1989–2000), the 30–39 age group of students—an age range associated with traditional community college students—was one of the two largest attending UAA; during ten of those years, that age group was the largest.

By 2002, at the urging of his chief of staff, President Hamilton undertook a series of nine external reviews focused on major areas of the university administration: research administration; facility planning, design, construction, and cost; information

technology; technology planning; university structure; academic leadership; student services; enrollment management; and human resources. One of these reports—

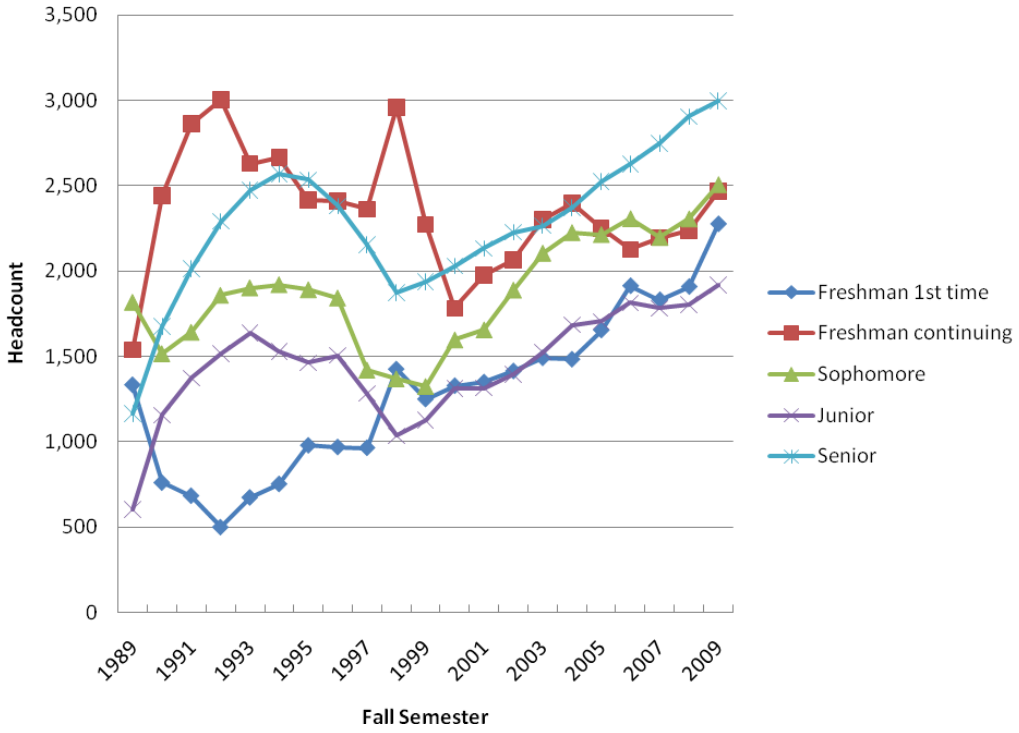

Figure 4–8. Student headcount by class standing at University of Alaska Anchorage (including community campuses) by fall semester (1989–2009). Adapted from *Statistical Abstract* reports (1990–1992) and *UA in Review* reports (1993–2010). See Appendix Table A–5 for longitudinal dataset.

Report on Academic Decision Making in the University of Alaska System (MacTaggart et al., 2002)—is discussed in greater detail in a later section in this chapter. Overall, these reviews provided a plan to guide the MAUs toward distinct missions within teaching, research, and public service. For UAA, the teaching areas focused on technical and workforce related disciplines such as healthcare, education, and engineering, and technical trades such as aviation and process technology. The research plan for UAA centered on social and economic policy, health systems, and

community engagement. The public service plan supported business development and service learning and engagement.

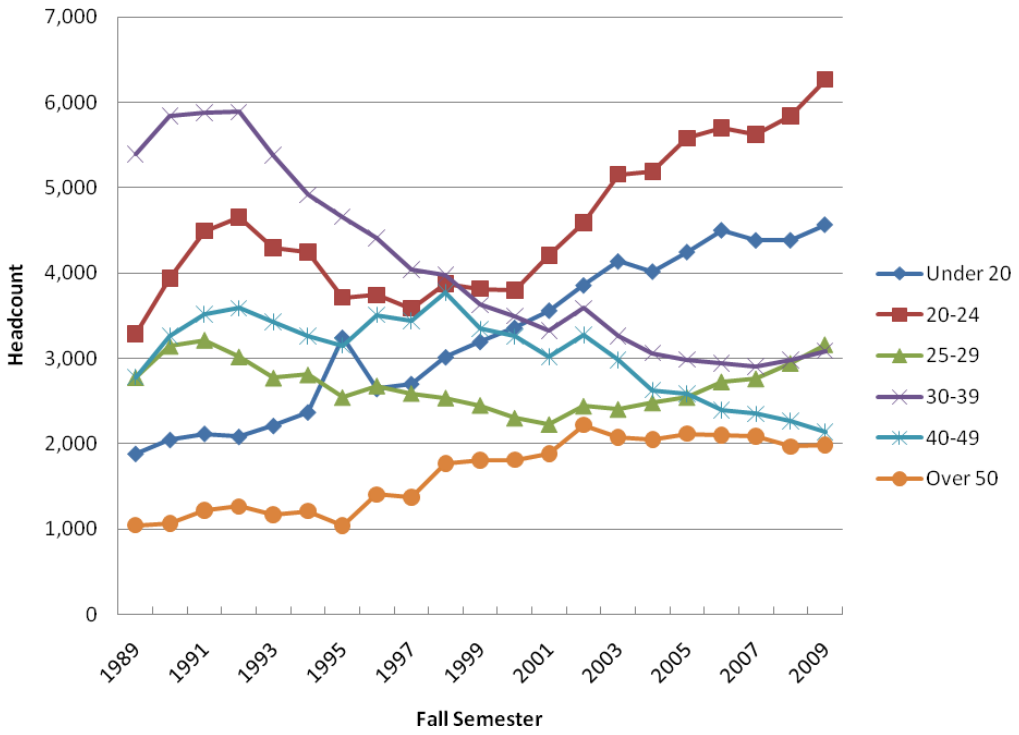

Figure 4–9. Student headcount by age range at University of Alaska Anchorage (including community campuses) by fall semester (1989–2009). Adapted from *Statistical Abstract* reports (1990–1992) and *UA in Review* reports (1993–2010). See Appendix Table A–6 for longitudinal dataset.

By 2006, Hamilton's strategic vision for investing operational funding had not wavered. The university's operating budget request remained focused on very distinct themes: "high demand programs to prepare Alaskans for jobs, continued investment in University Research, investments for accountability supporting student success, college readiness, and academic programs" (University of Alaska BOR, 2006, p. 5). This investment of operational funding in high demand job programs and workforce programs remained an area of focus and growth throughout Hamilton's presidency.

As such, UAA and other MAUs presented new academic programs targeting these disciplines for board consideration and approval throughout this period. Figure 4 –10 shows this growth in academic degrees offered at UAA. Certificates, many dedicated to specific workforce disciplines, increased 154%—from 26 in 1984 to 66 in 2009.

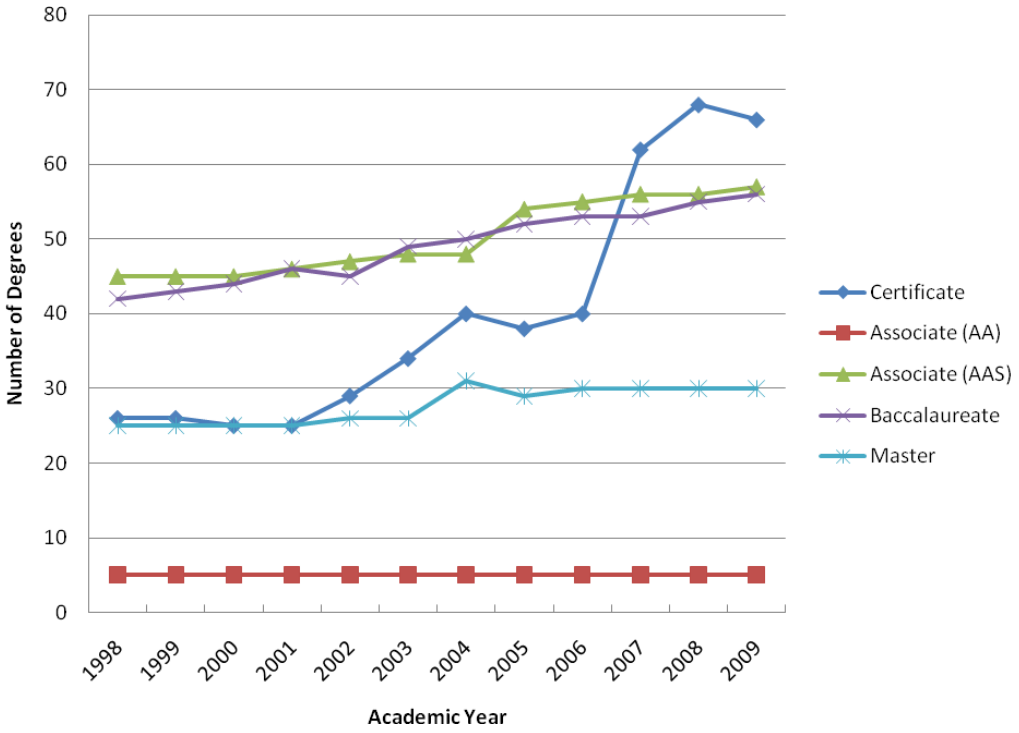

Figure 4–10. Degree offerings by level at the University of Alaska Anchorage (including community campuses) for AY98–AY09. Adapted from *UAA Catalogs* (AY98–AY09). See Appendix Table A–4 for longitudinal dataset.

Associate of applied science (AAS) degrees increased nearly 27%, from 45 to 57, and baccalaureate degree opportunities increased more than 33%, from 42 to 56. A majority of the increase in baccalaureate degree offerings were in high demand job areas such as aviation technology, medical laboratory technology, and construction management. In fact, of the 87 new academic degree programs added at UAA

between AY01–AY10, 42—nearly 50%—were in the Community and Technical College (CTC), and included 29 certificates, six AAS degrees, six baccalaureate degrees, and one graduate certificate. In addition, nearly 70% (59) of these 87 new academic degree programs were one year or less in length; a testament to the university's dedication to workforce development and meeting the business and industry needs of the state.

While academic opportunities in high demand job and workforce disciplines expanded, awards in these areas were also increasing at UAA. Figure 4–11 shows this trend from 1998 to 2009.

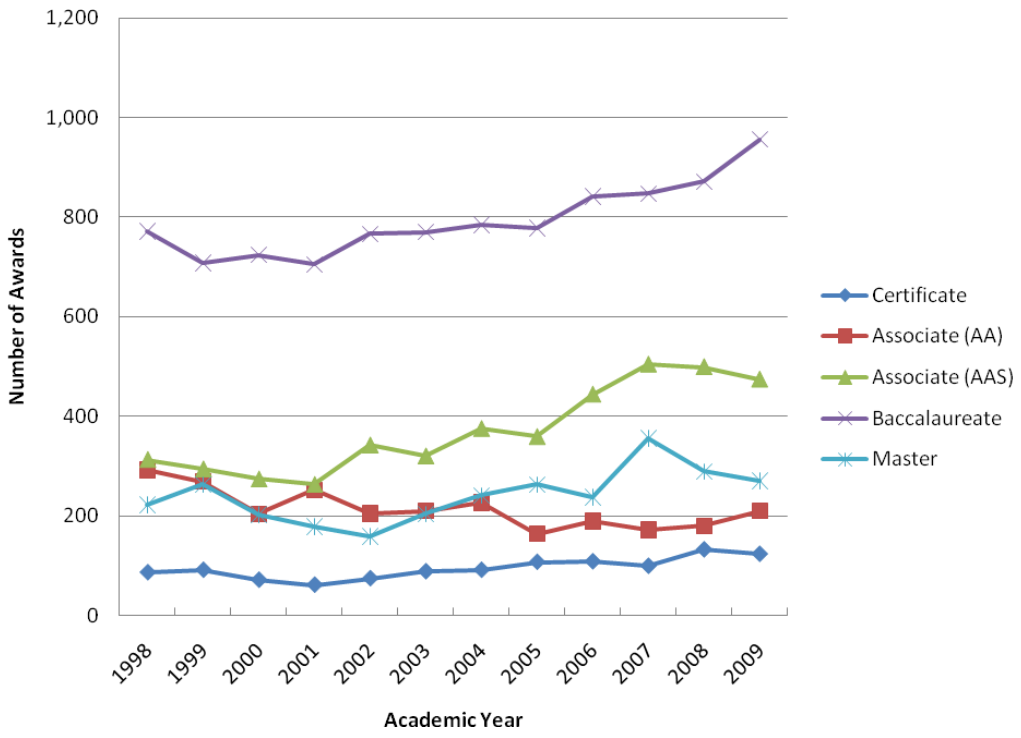

Figure 4–11. Degree awarded at the University of Alaska Anchorage (including community campuses) for AY98–AY09. Adapted from *UA in Review* reports (1999–2010). See Appendix Table A–7 for longitudinal dataset.

The growth in associate of applied science (AAS) degree awards was the most pronounced statistically, increasing more than 51% from 313 in 1998 to 474 in 2009. The high mark in AAS degree awards was 504 in 2007. Certificate awards while much smaller in numbers also showed a large percentage increase between 1998 and 2009. These awards increased 43% from 86 to 123. The growth in baccalaureate degree awards, buoyed in part from new degrees in high demand and workforce-related disciplines, increased nearly 24% from 771 awards in 1998 to 956 in 2009.

Hamilton's comprehensive mission focus for the university system also benefited research and graduate studies (see Figure 4–12). As one of his strategic

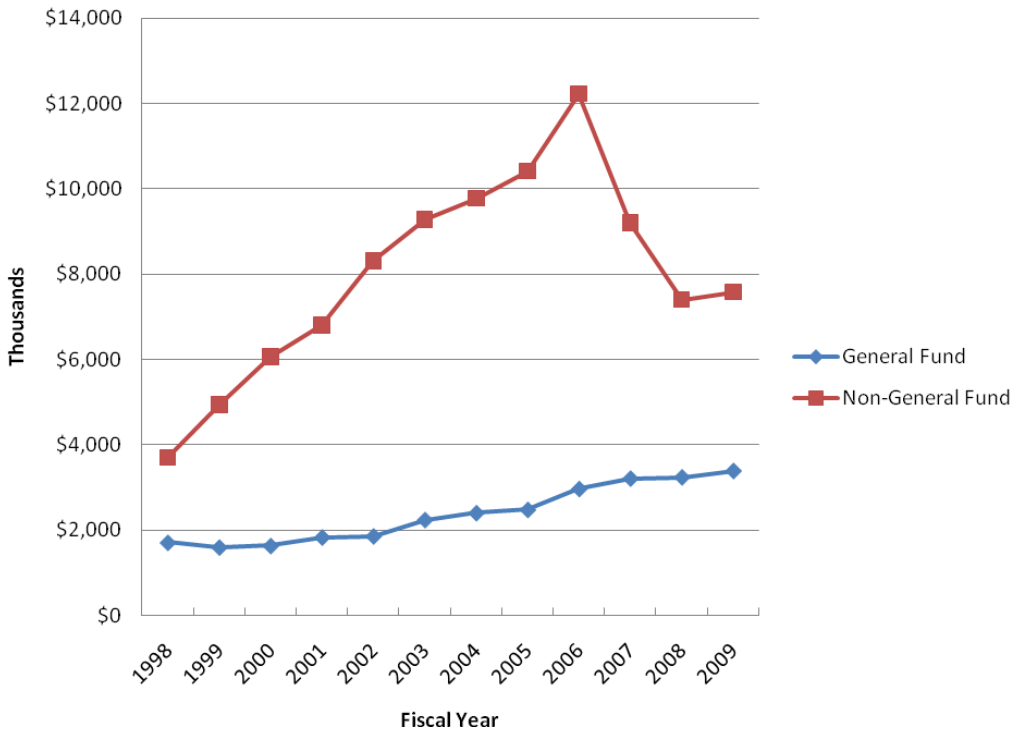

Figure 4–12. UAA research revenue for FY98–FY09. Adapted from *UA in Review* reports (1999–2010). See Appendix Table A–8 for longitudinal dataset.

themes in growing the university and increasing state general fund to support this growth, research benefited greatly during his presidency. This research also supported areas and industries important to the state.

Throughout his 12-year tenure as president, Hamilton was known for communicating a clear message of the university's link to a bright economic future for the state, leading to increased resources for higher education in Alaska. This is one of the central purposes of a comprehensive public university system such as the University of Alaska (MacTaggart et al., 2002). As Hamilton reached the end of his presidency, the structure was similar to when he arrived in 1998 (see Figure 4–13).

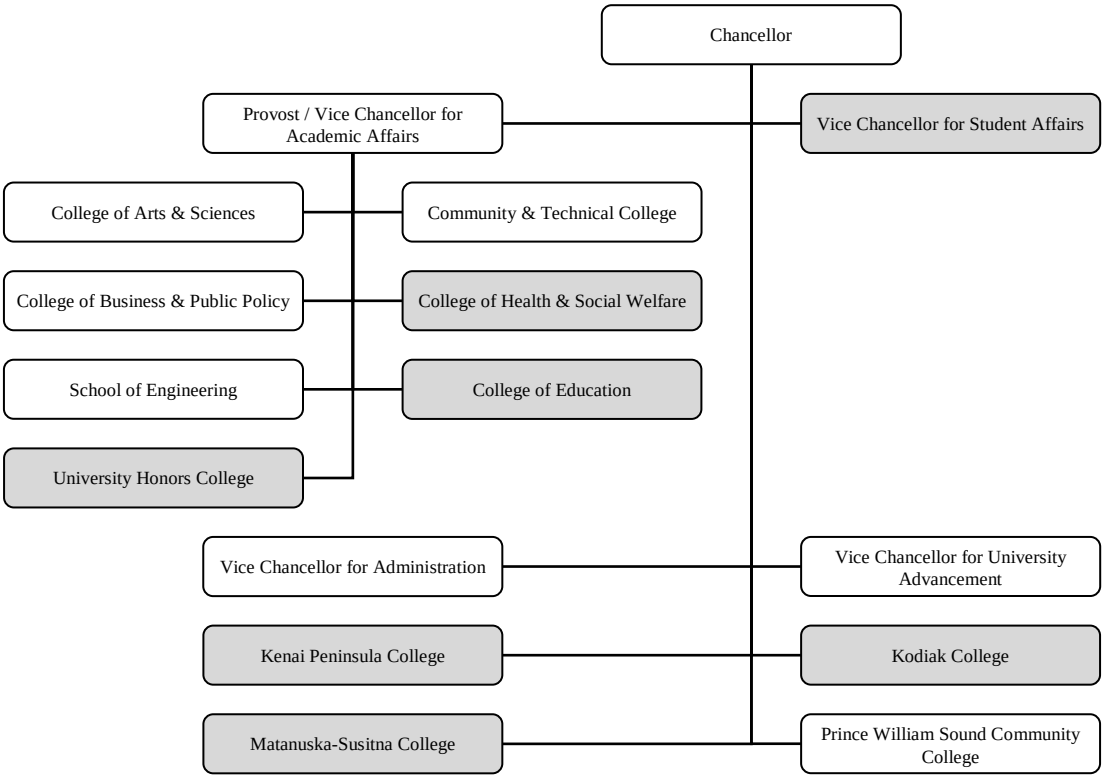

Figure 4–13. University of Alaska Anchorage organizational structure as of Fall 2009. Adapted from *UAA 2009–2010 Catalog*.

University of Alaska External Reviews

The University of Alaska, on occasion, used external reviews to provide input on issues and decisions needed to be made in the system. Of the four noted below, and reviewed in this section for comments and recommendations on university and community college missions, three were commissioned during Hamilton's presidency.

- *University of Alaska: Phase I Report* (GKA, 1992).
- *Report on Academic Decision Making in the University of Alaska System* (MacTaggart, Clark, Romero, & Zingg, 2002).
- *Planning the Future: Streamlining Statewide Services in the University of Alaska System* (MacTaggart & Rogers, 2008).
- *University of Alaska Review* (Fisher, 2011).

These reports presented an important view from higher education professionals of the University of Alaska as a comprehensive public university system and its leadership and management of the higher education missions provided to the state. Many of the comments and recommendations acknowledged and related to issues and challenges presented in the earlier analysis of the board and presidents.

Kaludis Report (1992). This study, commissioned by the University of Alaska Board of Regents and the president, was designed to review system-wide administrative functions and identify opportunities to increase organizational efficiency and effectiveness. One important question the reviewers were asked to address was "Are we one or are we three?" This referred to the new organizational structure put into place following the merger in 1987—was the University of Alaska a

single university or a group of three separate universities? Seven specific areas were reviewed: finance, risk management, facilities, administrative computing, auxiliary enterprises, academic and student affairs, and human resources.

The report provided 87 recommendations in the following 18 areas: statewide administration, changing the culture of administrative services, statewide academic affairs, research development and administration, student affairs, facilities planning and construction/plant management, resource allocation, treasury, financial services and related systems, internal audit, risk management, procurement, auxiliaries, human resources, administrative computing/information technology, governance, general counsel, and board of regents. Five years after the 1987 restructuring, the report noted lingering effects of the merger.

> The division of responsibility and authority between and among the Statewide Administration and the campuses for some academic and administrative activities is not fully settled. Consequently, the shape of the ultimate Statewide Administrative unit is still developing. Campus administrative organizations are still in flux from the 1987 residue, from increased demand, and from campus-based reviews. (GKA, 1992, p. 2)

With this environment in mind, several recommendations were pertinent to these lingering issues from the merger.

Within the area of statewide administration, continuing the momentum of the 1987 restructuring was seen as necessary to turn the campuses into autonomous management and financial centers within the university system. In addition, the report recommended academic and administrative programs at extended sites and community campuses be reviewed with the intent of standardizing practices at these locations.

The organizational structure at UAA following the merger was distinctly different than the structure put in place at UAF. Community college programming—associate degrees and non-degree programs—were spread throughout the academic organization and the UAA community campuses did not have a separate academic reporting structure. These varying academic affairs structures led to the recommendation of a vice president (and provost) for academic affairs in the University of Alaska system office with responsibility for this complex academic planning statewide. In conducting a recommended review of vocational/technical programming within the university system, further study of assigning this programming to the UAA chancellor was also proposed.

The Kaludis Report provided a thorough review of system and campus processes and useful recommendations for the board and president to consider in creating greater efficiency and effectiveness in university operations. Unfortunately, following a presentation by Dr. Kaludis to the BOR and president on the results and recommendations of the review, no further formal action was taken on the report (Johnsen, 2006).

MacTaggart, Clark, Romero, and Zingg Report (2002). The *Report on Academic Decision Making in the University of Alaska System* was one of nine such reports in a series conducted in 2001–2002. This team of professional educators and administrators was charged with reviewing the quality of academic decision-making in the university system, at the MAUs, and between the two. The review focused on six specific areas: work of system academic affairs, clarifying missions, serving the needs

of community college students, system-wide planning, program development and review, and performance and accountability.

Similar to the Kaludis report ten years earlier, this review also noted the lack of strong academic leadership as an integral part of the executive structure of the university and recommended a vice president for academic affairs. The belief was strong academic leadership at the system level would provide the necessary direction on "important tasks such as clarifying the missions of major institutions, supporting the community college function, engaging in System wide planning, developing and reviewing academic programs, and ensuring educational accountability" (MacTaggart et al., 2002, p. 3).

With increasing fiscal constraints on the university and a growing demand for university services, the report suggested it was now an appropriate time for a major review to clarify the missions of units within the university system, particularly the MAUs. The significant population growth in Anchorage and the subsequent demand on higher education services in the region compared to Fairbanks further justified this major review.

A substantial portion of the report was dedicated to the needs of community college students and the benefits and problems of the 1987 merger on this particular student population. The 15 years since the merger allowed time to better evaluate the effect on the state and students. The benefits of the merger included:

- reducing articulation problems from two-year to four-year programs;

- increasing use of advisory groups in vocational and academic programs, most notably at UAA;
- merging of university and community college faculty effectively into the new governance structures at the MAUs;
- increasing use of faculty to instruct at the lower and upper division levels;
- greater opportunity for students at community campuses to progress towards four-year degrees; and
- increasing economies of scale by reducing administrative positions.

The positive results of the merger suggested no need to evaluate the need to reverse the merger and separate the community colleges from the MAUs. Yet, problems caused by the merger still needed addressing. These challenges included:

- underrepresentation of community college operational needs in academic policy within the university system;
- open enrollment—a critical trait of community colleges and the access provided to higher education—may compromise the quality of academic programming at the university level;
- university effectiveness measures, including student retention and completion, do not necessarily provide a true evaluation of effectiveness on community college programs;
- university course and program approval processes restrict and hinder the ability of community campuses and non-credit units to quickly respond to business and industry needs in the state; and

- enrollment declines in vocational programs attributed to the reduced role of community colleges in the university system.

The report provided several recommendations to address these problems and provide greater prominence to the community college missions within the comprehensive University of Alaska system.

- Support values of community college services within the university system.
- Provide the necessary college preparatory coursework for those students entering college minimally prepared.
- Develop methods for quicker course and program approvals, allowing the university to respond in a timelier manner to the needs of business and industry in the state.
- Develop evaluation tools that accurately measure the performance of traditional community college missions provided through the University of Alaska, including career and transfer programs.
- Determine the need for a senior leader in the university system to plan, coordinate, and support the community college missions (a position reporting to the chief academic officer at the system level).

This final recommendation paralleled somewhat the structure of the system prior to the merger when there were five MAUs. The chancellor of CCREE held these responsibilities, except for ACC, and reported directly to the university president. This recommendation had the position reporting to the vice president for academic affairs.

MacTaggart Report (2008). This external review was commissioned by the University of Alaska to objectively review the system-wide services for efficiencies and cost-effectiveness. Three main rationales supported the completion of this review and the final report. First, there was a growing expectation that, following nearly ten years of substantial public investment in Alaska higher education, future funding support would be less. In addition, there were mounting questions from state policymakers and others concerning the costs associated with the central administration functions at the state-wide university offices. Finally, by conducting this review, the university showed commitment to prudent management of its public resources.

The reviewers noted several reasons for the complexity of the University of Alaska system's unique ways in which each MAU embedded community college missions within its organizational structure. These unique embeddings coupled with distinctive university missions at each institution further complicated matters. In reviewing, discussing, and reporting on these unique combinations of university and community college missions at each MAU, and the working relationships with the university system offices, a familiar question was often raised—"Are we one university or are we three universities?"

There was now—following recommendations from the 1992 and 2002 external reviews—a robust academic affairs function at the state-wide level. There was support from those interviewed for the study to use the statewide planning function

within the academic affairs unit to clarify several system issues including university missions and support for community college missions within the universities.

The report also recommended that the statewide offices divest itself of administration and delivery of academic and research programs, returning the responsibility and accountability of these programs to the MAUs. Included in the list was Corporate Programs—the successor to the Statewide Vocational Technical Office that began at UAA following the merger and within a few years was moved to the statewide offices within the academic affairs unit.

Fisher Report (2011). Following quickly on the heels of the 2008 MacTaggart Report, was another external review—the Fisher Report—designed to lay the foundation for updating the university strategic plan. Five purposes framed the review:

> 1) To assist the Board of Regents in assessing the condition of the University System; 2) To advise on the attitudes of University and System constituencies; 3) To candidly identify and address issues and opportunities affecting the University System; 4) To recommend a tentative agenda for the future which could be used in strategic planning; and 5) To recommend more efficient and effective governance premises. (Fisher, 2011, p. 1)

As part of the review, team members completed individual and group interviews with more than 250 people both internal and external to the university. Of five significant future challenges and questions developed as part of this review, two are well-connected to this research study.

- How much should the UAA campus be developed in size and programs and to what extent might (should) this occur at the expense of UAF?

- How can the University of Alaska be organized in order to reduce its costs and increase its performance? (Fisher, 2011, p. 7)

The question of campus size and program development in Anchorage (at UAA) is woven through the history of higher education in Alaska. While the review team recognized that university system reorganization may not be a solution to many of its problems, the "attempt over the past few decades to seamlessly integrate all post-secondary education into the same administrative structure always has sounded better than it actually has worked" (Fisher, 2011, p. 55). Accordingly, it was further recommended that community college missions, including vocational and technical programs, be afforded greater standing within the University of Alaska and not be viewed as secondary missions.

This recommendation was made for two reasons. The needs in the state for community college missions—technical education and workforce development—were not being fully met. In addition, the MAUs also functioned as community colleges and technical training centers and, through an open access concept, enrolled a variety of students including those with no intent of earning a degree, established plans to transfer, and college preparatory and developmental education needs. Therefore, the inclusion of performance measures of these missions may seriously disadvantage the University of Alaska system in national higher education statistics and ranking systems. The proposal to address these concerns was not the recreation of a community college system in the state, but rather the development of a structure within each MAU to effectively address and administer these community college missions. Other recommended actions to remedy these issues included:

- lower tuition and fees for community college programs than those prescribed for traditional university programs,
- separate statistical reporting of results associated with community college programs—independent of the university programs, and
- creation of formally named community colleges (or units) in the state's two largest metropolitan areas—Anchorage and Fairbanks.

These recommendations become more important when connected to a particular success story noted in the report—much improved performance in the delivery of career and technical education programming within the university system. With over 4,600 students enrolled in 90 certificate and 75 associate degree programs, various industries are rewarded with better trained workers and graduates are able to find employment during difficult economic conditions.

Summary. These four external reviews conducted over a nearly 20-year period and under four different university presidents (including the current president) shows a willingness by the institutional leaders to seek critical appraisal and subsequent change. These reviews also serve as historical evidence that the public environment in which the university operates has maintained four common struggles since the early 1970s—(a) size and growth of higher education institutions in Anchorage, (b) fiscal constraints, (c) mission conflict and institution identity, and (d) organizational structure. The fiscal issues remained prevalent until the late 1990s.

The reviews also provided common recommendations to address these issues, with most centered on institutional missions and organizational structures. The

commonalities among the four reviews (see Table 4–1) show a need to better differentiate the missions of the university from the missions of the community college and increase support to community college missions within the system.

Table 4–1

Common Recommendations in University of Alaska External Reviews

Recommendation	Kaludis (1992)	MacTaggart (2002)	MacTaggart (2008)	Fisher (2011)
Organizational efficiency/effectiveness and cost reductions	✓	✓	✓	✓
"Are we one or are we three"	✓	✓	✓	
Mission clarity for statewide administration, MAUs, and community campuses	✓		✓	✓
Statewide educational programming responsibilities assigned to MAUs and community campuses	✓		✓	✓
Increased support for community college missions	✓	✓	✓	✓
University leadership position or unit focused directly on community college missions		✓		✓

University of Alaska Anchorage (1984–2009)

The 1987 higher education merger in Alaska led to the creation of the University of Alaska Anchorage (UAA) from three MAUs—Anchorage Community College (ACC); Division of Community Colleges, Rural Education, and Extension (CCREE); and University of Alaska, Anchorage (UA,A)—within a five MAU

statewide university system. All three of these MAUs had administrative offices in Anchorage. ACC and UA,A also offered the majority of academic programming within the Anchorage area. CCREE was the statewide unit responsible for all other community college programming and campuses in the state, including Kenai Peninsula Community College (KPCC), Kodiak Community College (KOCC), Matanuska-Susitna Community College (MSCC), and Prince William Sound Community College (PWSCC). The basic organizational structure put into place at UAA following the merger remained consistent over the following decades with relatively minor changes to schools and colleges within the institution. This organizational structure provided the environment and boundaries within which the educational missions of UAA developed and changed. This section of the chapter provides a series of data trends related to various educational missions and corresponding student demographics at UAA during this period of development and change, from 1984–2009.

University and community college mission-related trends. Trends of several university and community college missions and student demographics were developed from annual university system statistical reports—*Statistical Abstract* and *UA in Review*—in an effort to describe the development and growth in programming specific to UAA. Appendix tables provide the longitudinal data used in the development and analysis of these trends. Student credit hours, degrees offered, degree awards, developmental education headcount, non-credit activity contact hours and headcount, and research revenue were analyzed for development and growth in

particular educational missions. In reviewing and analyzing student demographic trends, data on class standing, attendance status (part-time/full-time), age, ethnicity, and gender were used.

Student credit hours (SCHRS). There was tremendous growth in student credit hours (SCHRS) at UAA and its community campuses during fall semesters from 1984 to 2009 (see Figure 4–14). Lower division SCHRS grew from 90,210 in 1984 to 120,030 in 2009—an increase of 33.1%. Upper division SCHRS associated with baccalaureate degree programming increased 113.2%, from 13,361 SCHRS in 1984 to 28,482 SCHRS in 2009. At the same time, graduate level SCHRS grew from 3,158 SCHRS to 7,543 SCHRS, a rate of 138.9%. The growth rate in developmental education SCHRS during this period was distinctly different from the rates in upper division and graduate levels. Despite UAA retaining the open access mission of the community college following the 1987 merger, developmental education SCHRS grew only 36.7%, from 5,323 in 1984 to 7,279 in 2009.

The greatest percentage of total SCHRS was consistently at the lower division level (100- or 200-level courses); however, this percentage dropped from 80.5% in Fall 1984 to 72.2% in Fall 2009. Developmental education as a percentage of total SCHRS decreased from 4.8% in 1984 to 4.4% in 2009. Upper division SCHRS grew as a percentage of the total from 11.9% in 1984 to 17.2% in 2009. Graduate level SCHRS experienced a similar growth as a percentage of the total from 2.8% in 1984 to 4.5% in 2009.

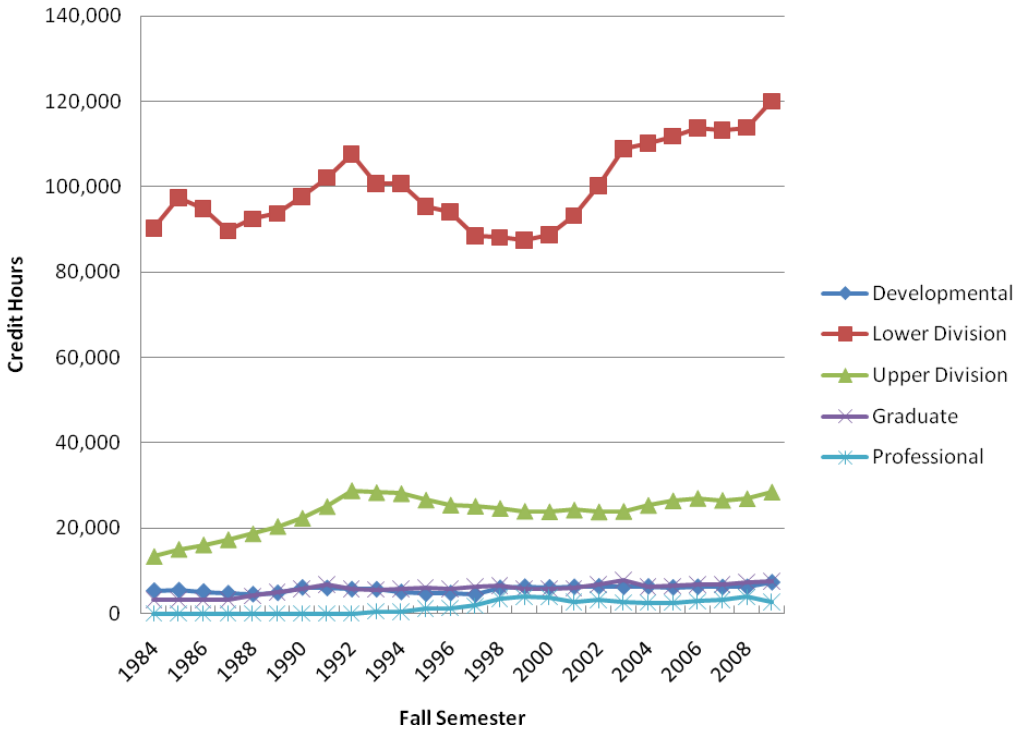

Figure 4–14. University of Alaska Anchorage (including community campuses) student credit hours by fall semester. Adapted from *Statistical Abstract* reports (1986–1992) and *UA in Review* reports (1993–2010). See Appendix Table A–9 for longitudinal dataset.

Degrees offered. With the exception of the associate of arts (AA) degree, there was substantial growth at UAA and its community campuses in degree offerings (see Figure 4–15). The precipitate drop in the AA offering was from an early 1980s decision by the BOR to eliminate discipline-specific AA degrees and instead offer a single AA general studies transfer degree at each community college. The time lag in the reduction of AA degree offerings was the phase-out period allowing students time to complete degrees before programs were eliminated.

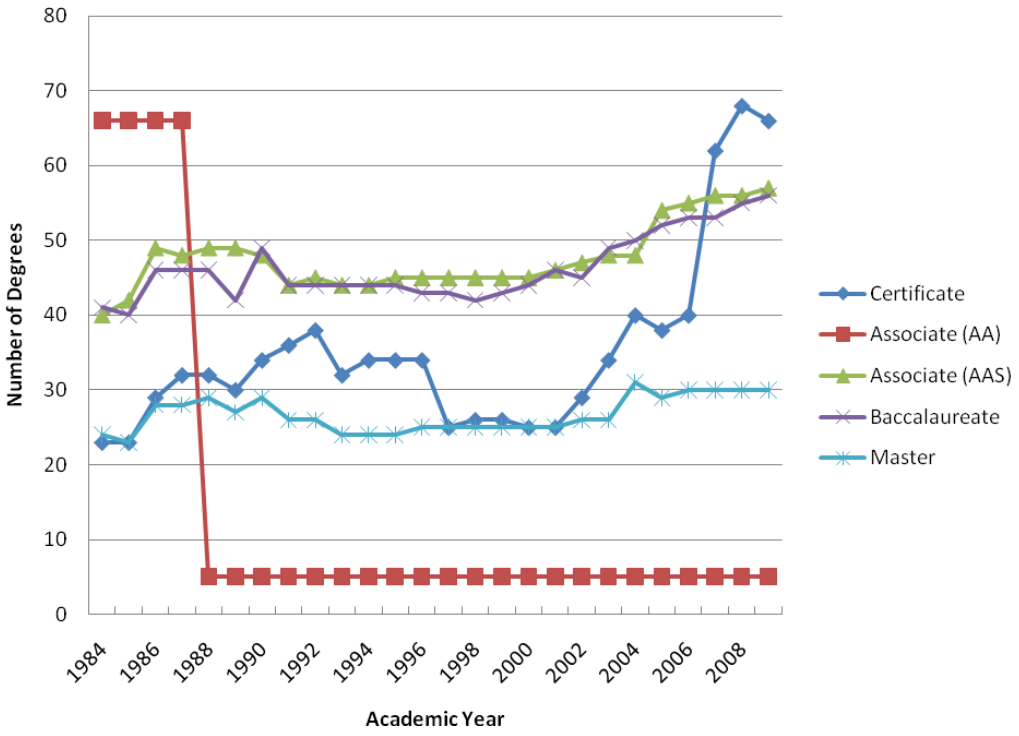

Figure 4–15. University of Alaska Anchorage (including community campuses) degrees offered (duplicated) by academic year. Adapted from *Statistical Abstract* reports (1986–1992) and *UAA Catalogs* (1993–2010). See Appendix Table A–4 for longitudinal dataset.

The greatest percentage growth occurred in certificates—programs less than two years in length. Certificate offerings grew from only 23 in 1984 to 66 in 2009, a rate of 187%. Associate of applied science (AAS) offerings, another type of degree connected to workforce development and high demand career fields, increased 42.5% from 40 to 57. Baccalaureate degree offerings increased at a similar rate from 41 degrees in 1984 to 56 in 2009, a rate of 36.6%. The growth in four-year degree offerings at UAA was triggered by a focus on workforce development and high demand careers, leading to baccalaureate degrees connected to AAS programs such as aviation technology, construction management, and medical laboratory technology.

Master degree offerings grew at the slowest rate (excluding the AA)—25%, from 24 to 30. Overall, community college academic degrees (certificates and associate degrees) grew from 86 in 1988 (the first year after the BOR change to the AA was instituted) to 128 in 2009. University academic degrees (baccalaureate and master degrees) also grew from 75 in 1988 to 86 in 2009. Community college degrees offered increased as a percentage of the total degrees offered at UAA during this period from 53.4% to 59.8%.

Corresponding to this overall growth in community college degree programming was the consistency of the top two academic degree programs based on enrolled majors each fall semester. The AA degree was the top subscribed degree each year from 1999–2009 while the Bachelor of Arts (BA), Undeclared was the second most subscribed. Table 4–2 shows the number of enrolled majors each fall semester in these two programs as well as the growth over the decade.

Table 4–2

Top Two Academic Programs Based on Enrolled Student Headcount (Fall Semester)

Program	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
AA General Programs	1,250	1,298	1,171	1,132	1,122	1,070	973	949	1,018	1,057	1,245
BA Undeclared	479	603	741	767	858	948	880	881	806	812	900

While growth in enrolled AA majors remained flat over this period, the number of enrolled students categorized as BA Undeclared majors increased 87.9% from 479 students in 1999 to 900 in 2009.

Degree awards. As the student population size increased at UAA, so did the number of awards granted (see Figure 4–16). Most notably was the extreme separation in the growth of baccalaureate degree awards versus all others.

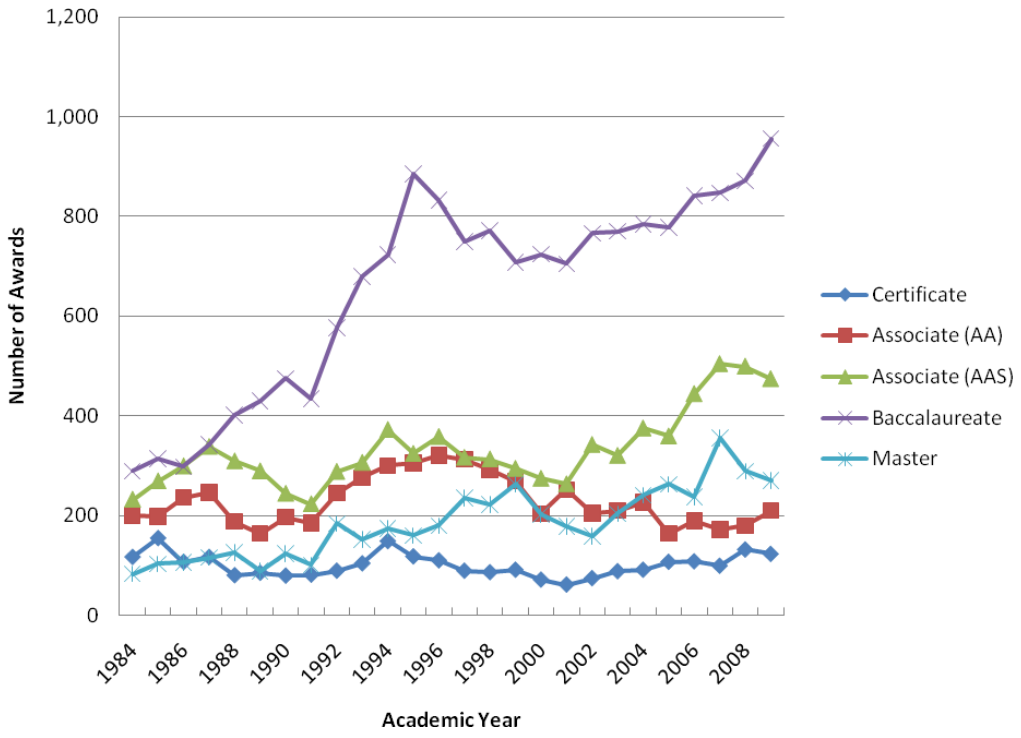

Figure 4–16. University of Alaska Anchorage (including community campuses) degree awards by academic year. Adapted from *Statistical Abstract* reports (1986–1992) and *UA in Review* reports (1993–2010). See Appendix Table A–7 for longitudinal dataset.

Baccalaureate awards increased 231% between 1984 and 2009. Master degree awards similarly increased—225%—from only 83 awards in 1984 to 270 in 2009. For community college level awards (certificates and associate degrees), only awards of the AAS increased more than 100%, growing from 232 awards in 1984 to 474 in 2009 (104%). Awards of the AA and certificates each grew only 5% during this period, despite the tremendous increase in the number of certificates offered.

Total awards increased from 921 in 1984 to 2,033 in 2009. Baccaulaureate degrees as a percentage of the total awards conferred increased from 21.4% to 47% while master degrees awards as a portion of the totaled increased from 9% to 13.3%. Conversely, community college level awards all decreased as a percentage of total awards: certificate—12.7% to 6.1%, AA—21.7% to 10.3%, and AAS—25.2% to 23.3%. Overall, these community college degree awards as a percentage of the total decreased dramatically from 59.6% in 1984 to 39.7% in 2009.

Developmental education headcount. The number of students taking developmental education courses during fall semesters, particularly at the Anchorage campus of UAA, waivered during the period 1988–2009 (see Figure 4–17). A peak of 2,304 developmental education students at UAA and its community campuses was reached in 1993. This level was exceeded in only two of the following 16 years; 2,323 students in 2002 and 2,617 in 2009.

While the total student headcount at UAA increased from 17,565 in 1988 to 20,368 in 2009 (16%), the number of developmental education students increased from 1,673 students to 2,617 (54.6%). As a percentage of the total UAA student population, students taking developmental education courses increased from 9.5% in 1988 to 12.8% in 2009.

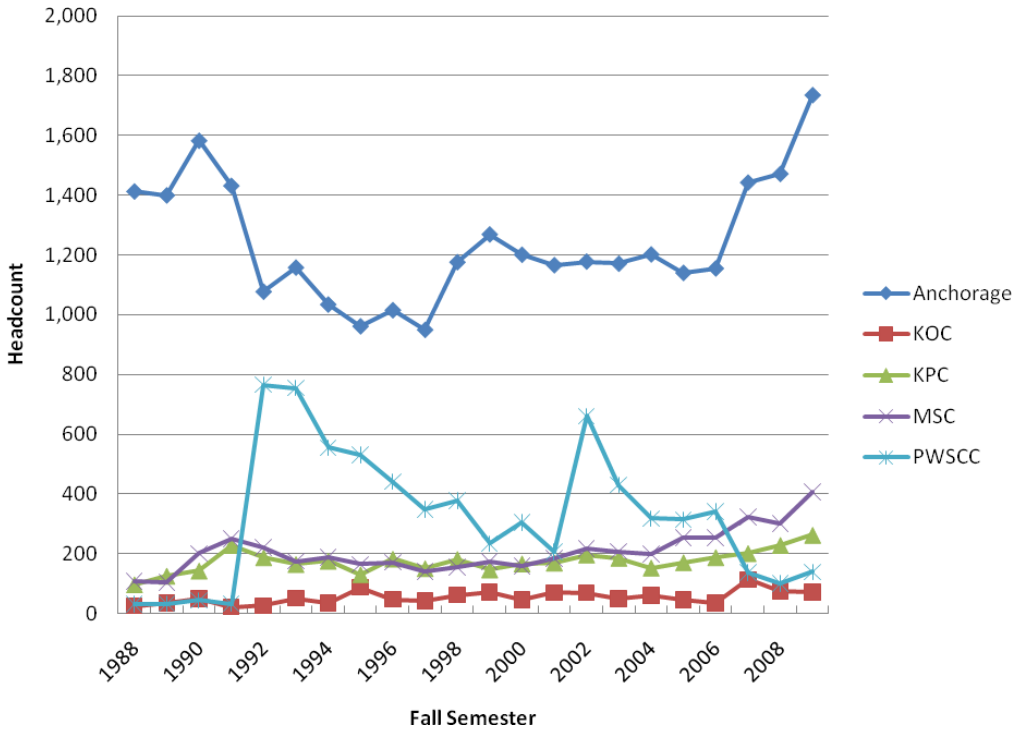

Figure 4–17. University of Alaska Anchorage developmental education headcount by campus and fall semester. Adapted from *Statistical Abstract* reports (1990–1992) and *UA in Review* reports (1993–2010). See Appendix Table A–10 for longitudinal dataset.

Non-credit activity contact hours and headcount. Non-credit activity, such as continuing education, community education, and workforce development, was tracked using different metrics from 1983–2009. Total non-credit contact hours in adult basic education (ABE), continuing education (CE), and other instruction were used from Fall 1983 to Fall 1986 (see Figure 4–18). These data showed robust instructional programs in all three areas. By 1989, the university system began using unduplicated non-credit student headcount to measure performance in non-credit programming (see Figure 4–19).

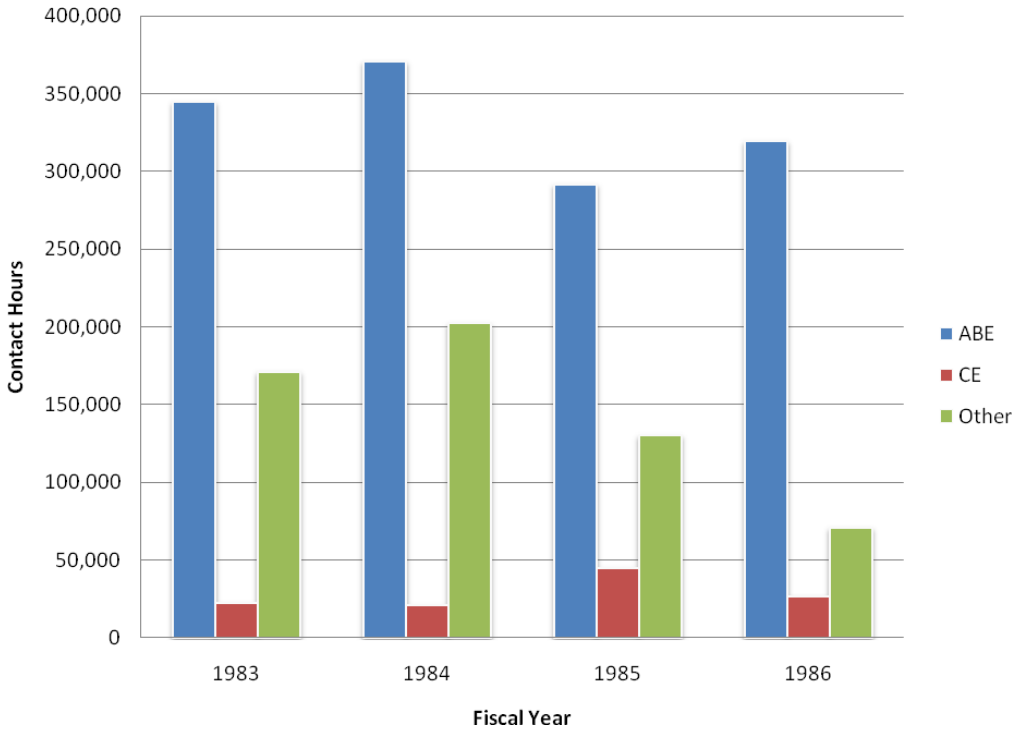

Figure 4–18. University of Alaska Anchorage (including community colleges) non-credit activity contact hours by fall semester. Adapted from *Statistical Abstract* report (1986). See Appendix Table A–11 for longitudinal dataset.

Non-credit programming decreased as evidenced by the trend in headcount. ABE was eliminated from the Anchorage campus in the early 2000s accounting for a portion of this reduction. In addition, no independent workforce and professional education unit or function existed at the Anchorage campus by 2009. Any instruction offered in these areas was a result of work in individual educational units. At the Anchorage campus where the majority of non-credit instruction occurred, headcount dropped 97.7% from 2,249 students in 1989 to just 164 students in 2009. Overall, non-credit activity student headcount at all UAA campuses decreased 39.3% with KPC (22.1%) and PWSCC (359%) showing the only increases.

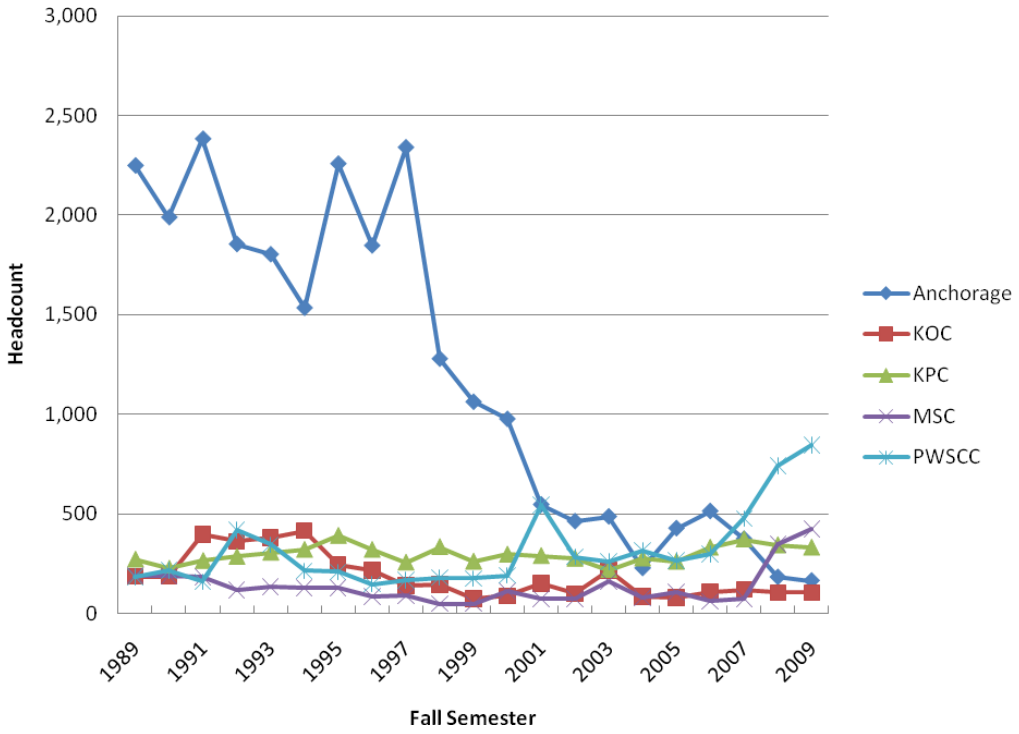

Figure 4–19. University of Alaska Anchorage non-credit activity headcount by campus and fall semester. Adapted from *Statistical Abstract* reports (1990–1992) and *UA in Review* reports (1993–2010). See Appendix Table A–12 for longitudinal dataset.

Research revenue. From 1993–2009, non-general fund (NGF) research revenue increased at a much greater rate than state general fund (GF) revenue supporting research (see Figure 4–20). NGF research revenue grew from $2,573,000 in 1993 to $7,580,000 in 2009, an increase of 195% while GF research revenue increased only 143% from $1,397,000 to $3,390,000. The ratio of NGF-to-GF increased from 1.84:1 to 2.24:1. At the 2006 peak of $12,229,000 for NGF research revenue, this ratio reached 4.12:1.

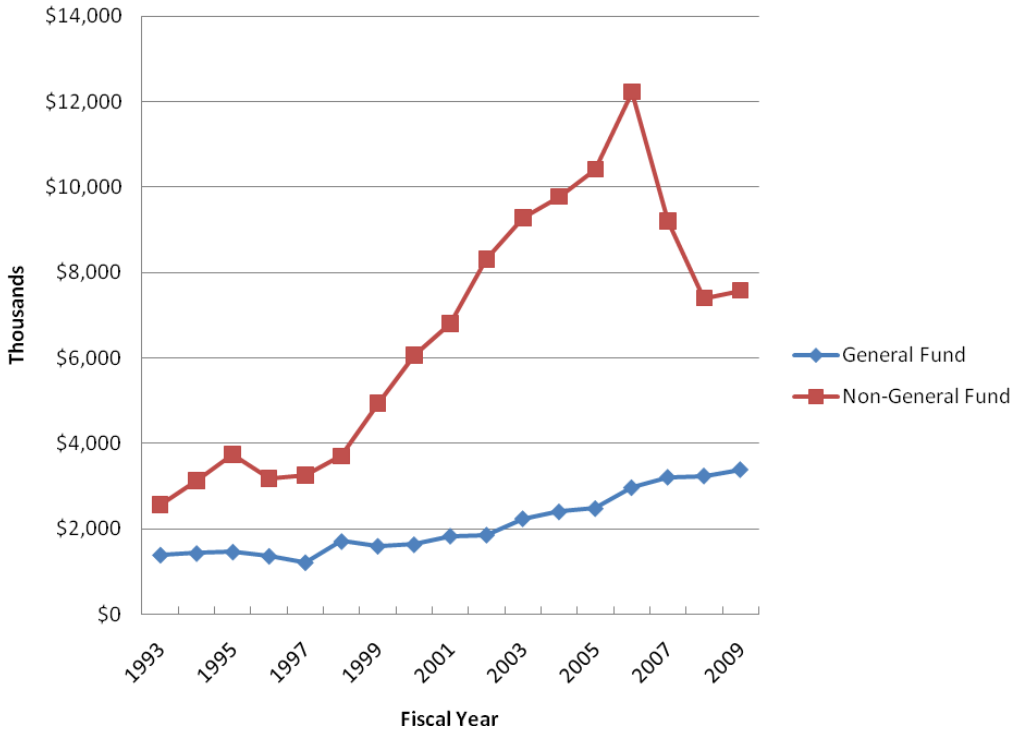

Figure 4–20. University of Alaska Anchorage research revenue (in thousands) by FY. Adapted from *UA in Review* reports (1993–2010). See Appendix Table A–8 for longitudinal dataset.

Student demographics trends. The demographics of students served by universities vary distinctly from those of students served by community colleges. Therefore, reviewing the trends in demographics of students served by UAA from 1984–2009 allowed for an analysis to determine any changes in the types of students served as the university system moved from separate two-year and four-year institutions into a single comprehensive higher education system.

Full-time versus part-time student attendance. UAA and its community campuses grew from 16,762 full- and part-time students in Fall 1984 to 21,226 in Fall 2009, an increase of 26.6%. Growth in full-time students dramatically outpaced the

negligible growth in part-time students during this period. The number of full-time students grew from just 4,264 in Fall 1984 to 8,536 in Fall 2009, an increase of 100%. Conversely, the number of part-time students grew just 1.5% from 12,498 in Fall 1984 to 12,690 in Fall 2009. Figure 4–21 shows these trends.

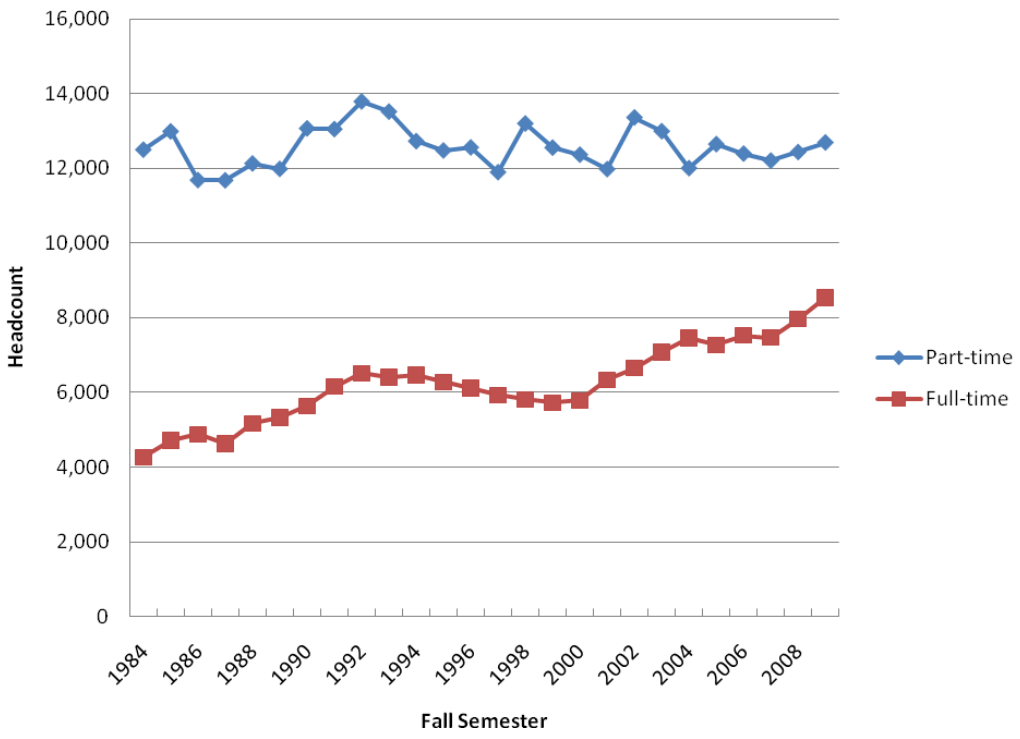

Figure 4–21. University of Alaska Anchorage (including community campuses) attendance headcount (part-time vs. full-time) by fall semester. Adapted from *Statistical Abstract* reports (1986–1992) and *UA in Review* reports (1993–2010). See Appendix Table A–13 for longitudinal dataset.

Student class standing. The trends in UAA student class standing also showed similar growth patterns as the full- and part-time attendance rates (see Figure 4–22). The headcount for non-degree seeking students dropped dramatically from 9,891 in Fall 1984 to 6,926 in Fall 2009, a decrease of 30%. Non-degree seeking students went from 58% of the total student population in Fall 1984 to 34.5% in Fall

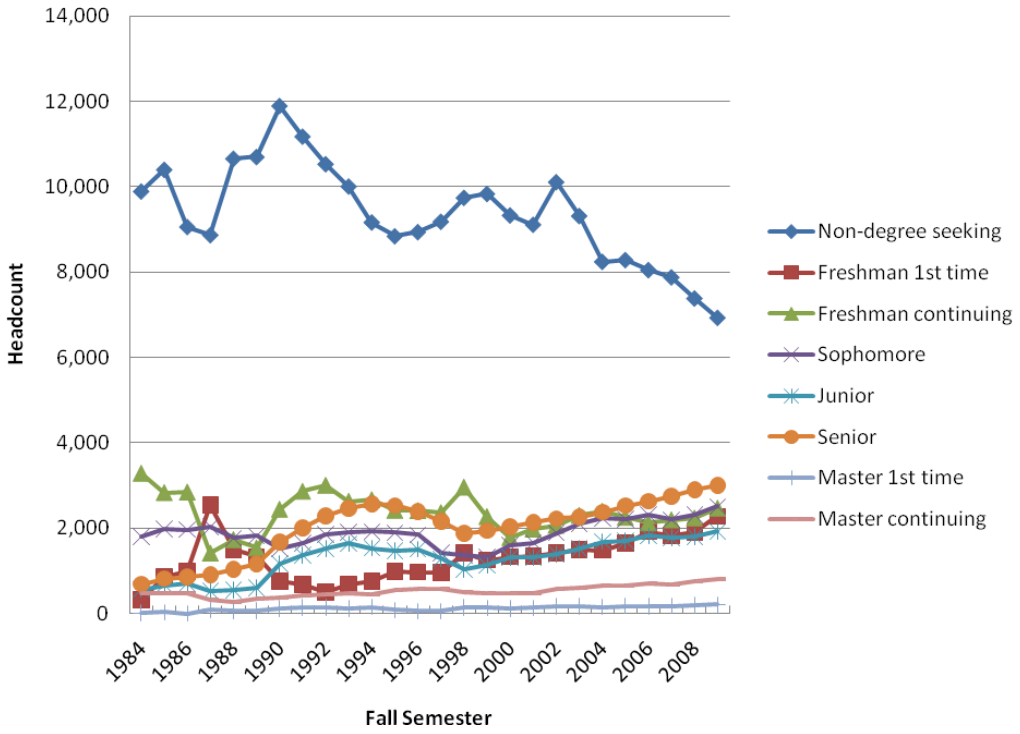

Figure 4–22. University of Alaska Anchorage (including community campuses) student class standing headcount by fall semester. Adapted from *Statistical Abstract* reports (1986–1992) and *UA in Review* reports (1993–2010). See Appendix Table A–5 for longitudinal dataset.

2009. Continuing freshmen were the only other group to show a decline over this same period, dropping 24.8% from 3,282 in Fall 1984 to 2,467 in Fall 2009. Despite this drop in continuing freshmen, the total number of freshmen—whether first-time or continuing—increased 31.5% from 3,605 in Fall 1984 to 4,741 in Fall 2009. In fact, first-time freshmen increased the most of any undergraduate class from just 323 in Fall 1984 to 2,274 in Fall 2009, an increase of more than 600%. All freshmen as a percentage of the total student population increased modestly from 21.2% in Fall 1984 to 23.6% in Fall 2009. The number of juniors and seniors also grew at rates of more than 200% during this time period. The junior class increased from just 558 students

in Fall 1984 to 1,919 in Fall 2009, a rate of 244%. The growth in the senior class was even greater—336%—from 688 students in Fall 1984 to 2,998 in Fall 2009.

These tremendous increases were not limited to just undergraduate classes. First-time graduate students in master degree programs increased more than 1,400% from just 14 in Fall 1984 to 211 in Fall 2009. Returning master degree students increased more than 65% from 483 to 798. Overall, graduate students as a percentage of the total student population increased from 2.9% to 4%.

Student age distribution. The trends in the age distribution of students are another indicator of the types of students served by the institution. Noticeable increases and decreases were found across the age ranges measured (see Figure 4–23). In Fall 1992 (the first year age distribution data was tracked by the university system), the 30–39 year old age group was the largest with 5,887 (28.7% of the total student population). This age group remained the largest at UAA and its community campuses until Fall 1999 when the 20–24 year old age group surpassed it.
In Fall 1992, the top three age groups, based on headcount, were: 30–39 (5,887 students), 20–24 (4,650 students), and 40–49 (3,589 students). By Fall 2009, there was a dramatic change in the largest age groups with the top three all under 30: 20–24 (6,266 students), under 20 (4,567 students), and 25–29 (3,164 students). The percentage of total students under 30 in Fall 1992 was 47.6%, and increased to 66% by Fall 2009.

Four age groups increased during this 17-year period from 1992–2009—under 20, 20–24, 25–29, and over 50—while two decreased: 30–39 and 40–49. Double-digit

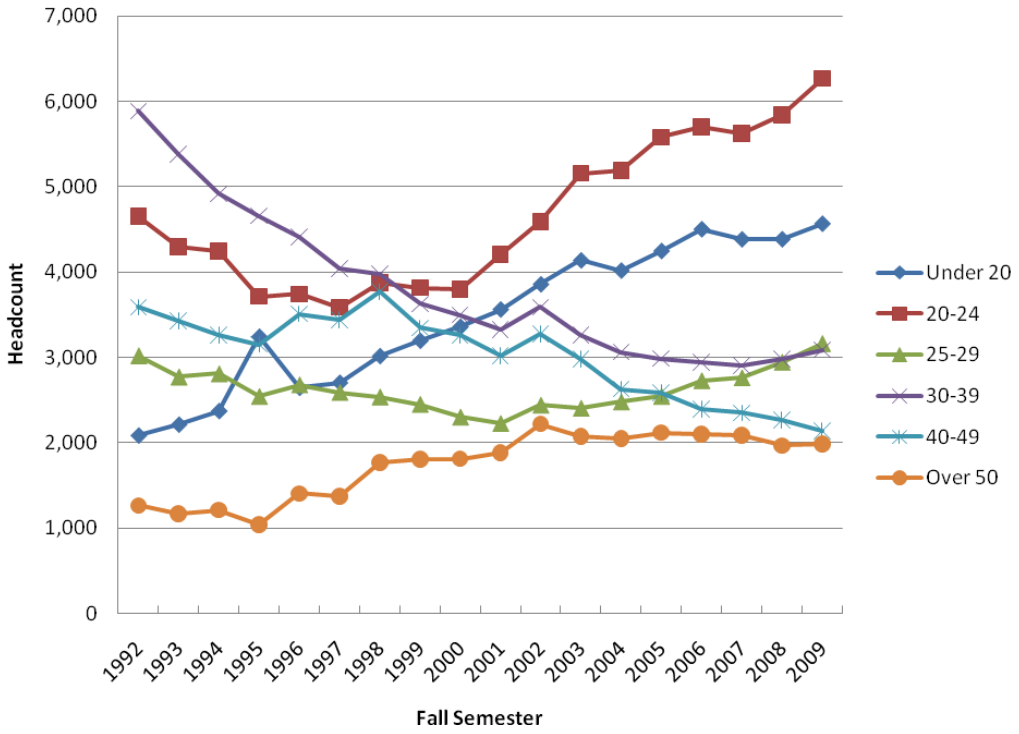

Figure 4–23. University of Alaska Anchorage (including community campuses) student age distribution headcount by fall semester. Adapted from *UA in Review* reports (1993–2010). See Appendix Table A–6 for longitudinal dataset.

or higher increases were seen in under 20 (119%), over 50 (56.8%), and 20–24 (34.8%). There were also double digit decreases in the 30–39 age group (–47.5%) and the 40–49 age group (–40.3%). Corresponding age trends were noted in the general population in the municipality of Anchorage, where the vast majority of UAA market resides. According to the United States Census Bureau website (www.census.gov), five of these six age groups increased in size between 1990 and 2010: under 20 (15–19), 20–24, 25–29, 40–49, and over 50 (50–69); only the 30–39 age group declined in real numbers (see Table 4–3). While the growth and decline in some student age groups correspond to similar growth and decline in age groups of the Anchorage

Table 4–3

Anchorage Municipality Age Group Comparison

Age Group	1990 Population	2010 Population	% Change
Under 20 (15–19)	15,220	21,187	39.2%
20–24	17,732	24,379	37.5%
25–29	23,397	24,820	6.1%
30–39	49,412	40,189	-18.7%
40–49	33,109	41,887	26.5%
Over 50 (50–69)	25,333	63,550	150.9%

population during these periods (e.g., under 20, 20–24, 30–39, and over 50), the same comparison cannot be made in other groups (e.g., 30–39).

Student ethnicity. Student ethnicity is another demographic that helps to explain the overall student population served by an institution. The white student population increased from Fall 1985 to Fall 1992 (during this period, ethnicity data was not measured on a consistent basis), from 13,184 to 16,508. From 1992–2009, the white student population remained relatively constant, ending at 14,496 in Fall 2009. Figure 4–24 shows ethnicity trends including white students while Figure 4–25 compares only minority students.

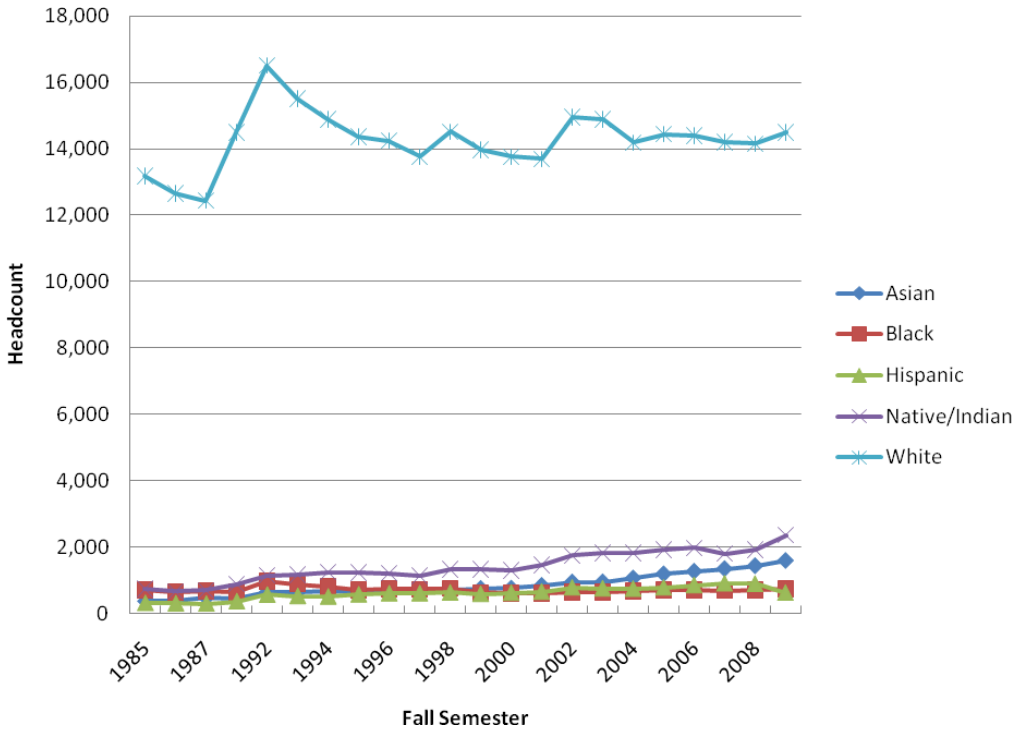

Figure 4–24. University of Alaska Anchorage (including community campuses) student ethnicity by fall semester. Adapted from *Statistical Abstract* reports (1986–1992) and *UA in Review* reports (1993–2010). See Appendix Table A–14 for longitudinal dataset.

Tremendous growth, primarily among Native Alaskan/American Indian (221%) and Asian (321%) groups, occurred during this period along with substantial growth in the number of Hispanic students (88.2%). Growth in the number of black students attending UAA and its community campuses was less pronounced, increasing only 4.7%. Overall, the number of minority students increased from 2,150 in Fall 1985 to 5,310 in Fall 2009, an increase of 147%. The percentage of minority students as a part of the total student population also grew significantly from 14% to 26.8%.

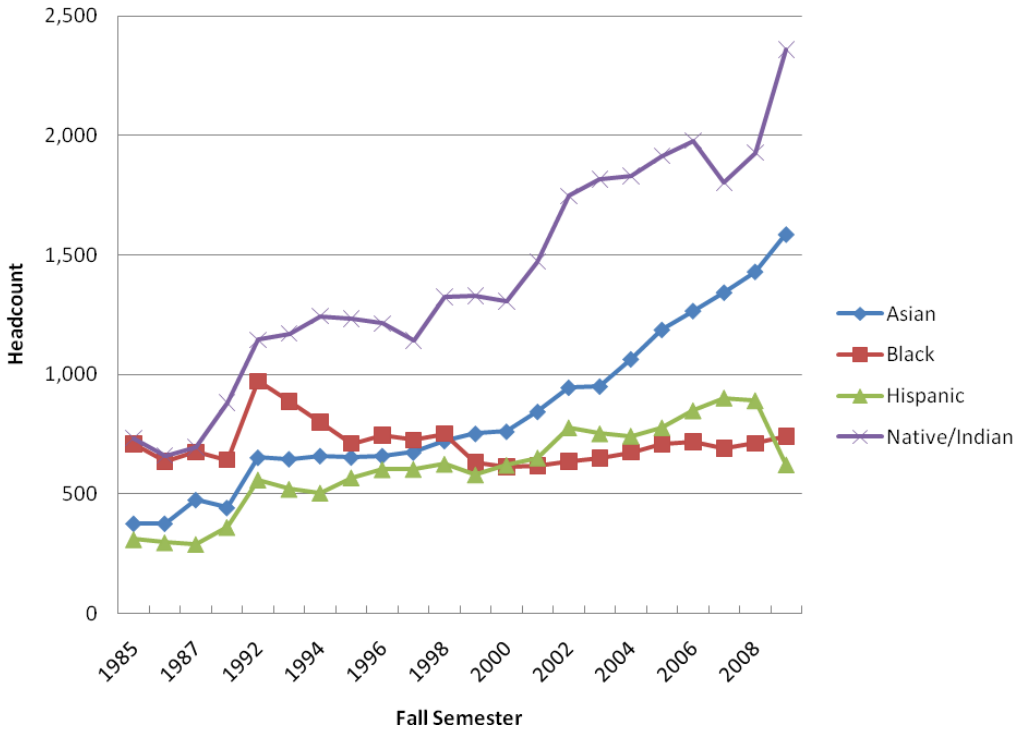

Figure 4–25. University of Alaska Anchorage (including community campuses) student ethnicity (excluding White) by fall semester. Adapted from *Statistical Abstract* reports (1986–1992) and *UA in Review* reports (1993–2010). See Appendix Table A–14 for longitudinal dataset.

Student gender. The student gender distribution at UAA and its community campuses did not change significantly between Fall 1985 and Fall 2009 (see Figure 4–26). The number of female students increased from 11,008 to 12,054, a rate of 9.5% while the number of male students increased 16.3%, from 7,457 to 8,672. While both genders increased in the number of students enrolled, female students remained the majority (59.6% in 1985 and 58.2% in 2009).

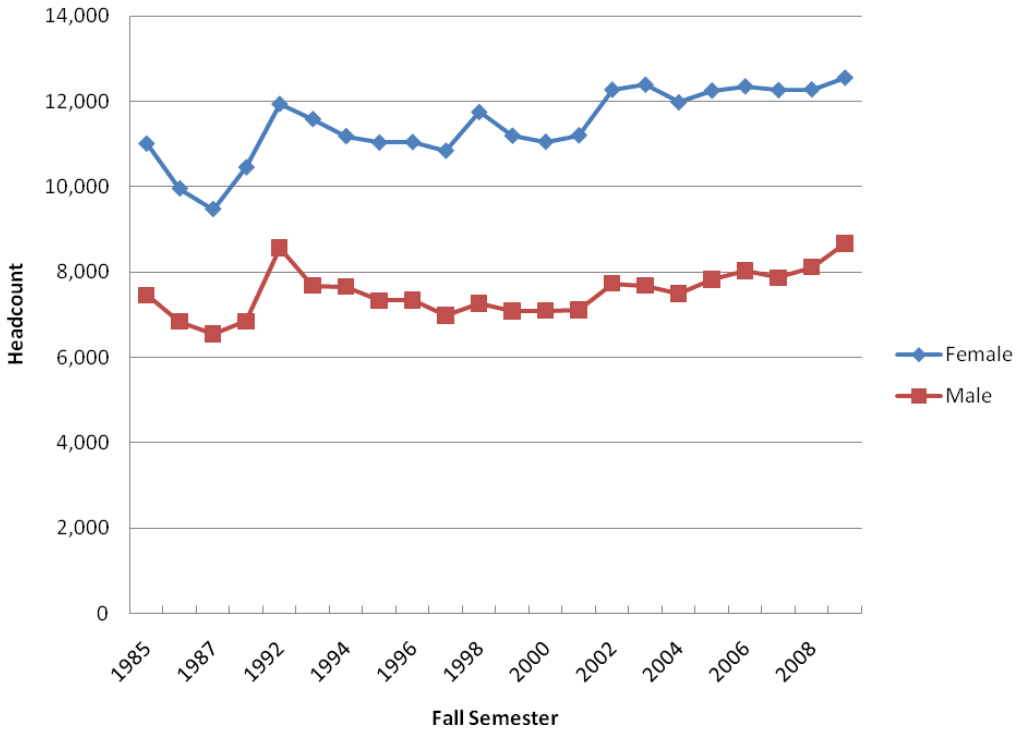

Figure 4–26. University of Alaska Anchorage (including community campuses) student gender comparison by fall semester. Adapted from *Statistical Abstract* reports (1986–1992) and *UA in Review* reports (1993–2010). See Appendix Table A–15 for longitudinal dataset.

Summary

The research findings and results represent the historical analysis of several important primary and secondary resource documents connected to the University of Alaska system and the University of Alaska Anchorage (UAA) from the early 1970s through 2011. The analysis involved four primary iterations of data collection, evaluation, analysis, and interpretation as part of the 5-step process for conducting a historical research study as explained in Chapter 3. These four iterations included the 1970s higher education background in Alaska, the University of Alaska leadership (board of regents and presidents), professional external reviews and reports on the

university system, and growth and development trends in university and community college missions at UAA.

There were six main findings from this study. These findings are briefly summarized here and further expanded and discussed in the following chapter. First, public higher education in southcentral Alaska, in particular Anchorage, was in a tremendous amount of turmoil during the 1970s. This turmoil included debate and conflict primarily over missions, institutional identity, and organizational structure. Ultimately, a similar combination of these issues—debate, disagreement, and conflict over the current size and growth of higher education institutions in Anchorage; fiscal constraints caused by massive state budget deficits as a result of plummeting oil prices internationally; mission conflict and institutional identity concerns within the university system; and overall university organizational structure—influenced "the single most significant event in the history of public higher education in Alaska" (Jacobs, 2010, p. 78)—the 1987 restructuring of the University of Alaska system.

Secondly, the 1987 merger eliminated the visible and separate identity of community college operations in Anchorage. The community campuses—Kenai Peninsula College (KPC), Kodiak College (KOC), Matanuska-Susitna College (MSC), and Prince William Sound Community College (PWSCC)—were somewhat spared this total identity elimination due to geographical separation from the main UAA campus in Anchorage and the retention of college names associated with these dispersed campus locations. Anchorage Community College did not enjoy a similar fate. This merger and subsequent restructured system was quickly conceived by the

University of Alaska president and a small group of personal advisors and strongly opposed, mainly by individuals and groups from the Anchorage area. The major organizational and operational effects of the merger occurred in Anchorage where three of the five MAU administrative offices were located. The two University of Alaska presidents and regents serving after the merger worked within the confines of the newly created structure. Program assessment kept the university afloat and, when state interest in the university grew (followed by increases in funding), the president and regents moved the system into an extended period of growth and expansion.

A third finding was the similarity of recommendations from several external reviews concerning the comprehensive—university and community college—missions within the University of Alaska system following the merger. The common theme within all these reviews was a need to better differentiate the missions of the university from the missions of the community college. In fact, the final review conducted in early 2011 recommended the creation of formally named community colleges in Anchorage and Fairbanks.

Fourth, the type of student attending UAA has changed. In the years following the merger, the typical UAA student was older—more than 50% were over the age of 30 in Fall 1992. The student population was also less diverse; only 14% were ethnic minorities in Fall 1985. The typical UAA student was also more likely to be part-time and non-degree seeking in the years before and just after the merger. By 2009, the characteristics were somewhat different. The typical UAA student was now younger, and more diverse, full-time, and degree seeking.

A fifth finding was the consistency of growth and development in university missions at UAA. Baccalaureate and graduate degree programming and university-sponsored research prospered under the new university system structure at UAA. The rate of growth in both baccalaureate and graduate degree programs exceeded the averages at UAA and far surpassed similar rates in certificate and associate degree programs.

Finally, at UAA, many community college missions remained robust in operation, but often obscured in visibility and identity. These robust community college missions included academic programming focused on transfer education and technical or vocational education. At the same time, other community college missions faltered within the comprehensive university structure, particularly developmental education and continuing education and workforce development.

Chapter 5

Discussion and Conclusion

Some men look at constitutions with sanctimonious reverence, and deem them like the ark of covenant, too sacred to be touched. They ascribe to the men of the preceding age a wisdom more than human, and suppose what they did to be beyond amendment…I am certainly not an advocate for frequent and untried changes in the laws and constitutions. I think moderate imperfections had better be borne with; because, when once known, we accommodate ourselves to them, and find practical means of correcting their ill effects. But I know also that laws and institutions must go hand in hand with the progress of the human mind. As that becomes more developed, more enlightened, as new discoveries are made, new truths disclosed, and manners and opinions change with the change of circumstances, institutions must advance also, and keep pace with the times. We might as well require a man to wear still the coat which fitted him when a boy, as civilized society to remain ever under the regimen of their barbarous ancestors.

– President Thomas Jefferson, July 12, 1816
(Kelly-Gangi, 2010, pp. 28–29)

The philosophy of Thomas Jefferson in this letter to historian and author Samuel Kercheval could easily apply today to the single higher education institution in Alaska—the University of Alaska. From the time of the merger of the university and community colleges in 1987, the institution has remained structurally, for the most part, unchanged. Despite educational and social progress and associated changes in circumstances in the state, has the institution—the University of Alaska—and its largest academic unit, the University of Alaska Anchorage (UAA)—advanced and kept pace with the times? Or, have state and university leaders and the general citizenry of the state ascribed to those who developed, approved, and implemented the 1987 higher education restructuring "a wisdom more than human…suppos[ing] what they did to be beyond amendment" (Kelly-Gangi, 2010, p. 28)?

This research attempted to address a historical and consistent debate in higher education—*mission* definition—through a historical analysis of UAA over the 25-year period between 1984 and 2009. This topic was important to address as the literature has shown a struggle between the importance of missions within and between the university and the community college. This struggle becomes more pronounced in a comprehensive institution such as UAA that houses not only the traditional missions of a university, but the traditional missions of a community college as well.

Summary of Methods and Research Questions

The study addressed one main overarching question: Has UAA grown into an institution similar to the *multiversity*[15] described by Kerr (1963)? To address this general inquiry of UAA history, two specific questions were asked and answered:

1. How have traditional *university* missions developed and changed at the University of Alaska Anchorage between 1984 and 2009?
2. How have traditional *community college* missions developed and changed at the University of Alaska Anchorage between 1984 and 2009?

As the largest of the three MAUs in the University of Alaska system, UAA became the logical focus of the study. In addition, higher education in Anchorage was greatly influenced by the merger as three of the five MAUs in the university system were located there.

Historical analysis was chosen as the method of research for this study because it allowed for the systematic evaluation of past events, resulting in an accounting of

[15] A comprehensive higher education institution supporting a broad range of traditional university and community college missions (Kerr, 1963).

what occurred in the past. As much of the UAA history from 1984 to 2009 is not captured in a single document, there is an unknown body of knowledge; this research assisted in the uncovering of this unknown. Answering questions about higher education mission development and change in Alaska through this research is an important aspect in moving UAA forward as an open access comprehensive university. The research also enabled the identification of relationships between the past (pre-merger) and present (post-merger) institutions, creating a better understanding of how UAA operates today. Finally, collecting and recording historical information and data in a single research study and descriptively evaluating the results provided the foundation for future research on the causes of the higher education developments and changes in Alaska, the University of Alaska, and UAA.

Figure 5–1 shows the historical research analysis process used for this study. The analysis involved four primary iterations of data collection, evaluation, analysis, and interpretation as part of this 5-step process for conducting a historical research study. These four iterations included the 1970s higher education background in Alaska, the University of Alaska leadership (board of regents and presidents), professional external reviews and reports on the university system, and growth and development trends in university and community college missions at UAA.

This research was completed using only documentary sources and evidence; no oral evidence (other than that transcribed or paraphrased in written documents) was used. This approach was taken for three reasons. First, source reliability is inversely proportional to the time lapse between a particular event and the collection of evidence

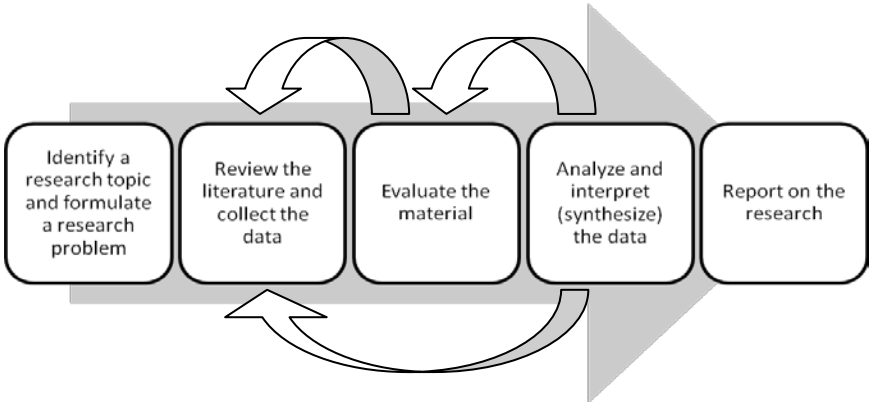

Figure 5–1. Five-step process for conducting historical research in this study. Adapted from *Educational Research: Quantitative, Qualitative, and Mixed Approaches* (2nd edition), by B. Johnson & L. Christensen, 2004. Copyright 2004 by Pearson Education.

surrounding the event; this points to documentary evidence (over oral evidence) as a key category of primary source material (McDowell, 2002). Secondly, oral evidence should only be trusted to the extent it is verifiable through other external sources as information is often distorted as it flows along a grouping of serial and parallel communication lines (Howell & Prevenier, 2001). Finally, knowledge of historical events is more reliant on documentary evidence (e.g., documents and recordings) than memory found in oral evidence through interviews (McDowell, 2002).

Due to the limited amount of secondary data and documentary sources, primary sources were examined first in this study. These primary documentary sources included university BOR minutes, annual statistical reports, external reviews and reports, and personal correspondence of the president. Following this initial examination of strictly primary sources, combining reviews of primary and secondary sources became more informative to the study. Secondary documentary sources included other research and newspaper articles.

Limitations of the Research

As with other research methods, historical analysis also has known limitations. Besides the time-consuming nature of historical research and the difficulty locating needed resources, the historical data collected was limited to what currently exists. Often, this compilation of historical data and sources is incomplete, obsolete, or inconclusive. In this study, the data were intentionally limited to documentary evidence collected in several iterative stages of synthesis and analysis. Oral histories from interviews of individuals directly involved with the merger and subsequent involvement in the development and changes of higher education missions at UAA were not collected. While oral evidence through interviews could likely be verified through external documentary evidence, the time lapse between this study and the 1987 merger—25 years—brought into question the reliability of the potential oral evidence.

Historical analysis requires the researcher to clearly define the topic and keep it at the forefront of the research. In doing so, only a fractional view of the past is derived from the limited sources available on any particular historical topic. In the case of this study, the topic chosen—development of and changes in university and community college missions at UAA from 1984–2009— led to such a view of the entire history of UAA during this period. Other issues such as growth of collective bargaining within the faculties and development of and changes in specific student services functions were not studied.

Finally, the limited number of secondary sources resulted in an analysis of mainly primary historical sources. While such a situation was noted in the literature on historical methods as strengthening a study, additional secondary sources would be helpful in identifying other primary sources potentially useful in this study.

Summary and Discussion of Findings and Results

The development of and changes in university and community college missions at UAA were bounded by its environment and the university organizational structure within which it operated. This organizational structure was significantly altered by the 1987 merger of the University of Alaska and state community colleges. The significance of this alteration was most pronounced in Anchorage and southcentral Alaska where administrations and instructional delivery of three of the five MAUs were located. Understanding events leading up to the merger and the actions and decisions of the regents and presidents as leaders of the university system therefore became important to effectively analyze the history of institutional missions at UAA.

In analyzing the comprehensive missions of UAA, it became difficult to separate the analysis by *university* missions and *community college* missions as data collection and analysis for one often connected to the other (e.g., degrees awarded). Therefore, the discussion on findings and results were presented in a manner to answer both research questions of the study. Six primary findings were noted as a result of this study.

Public higher education turmoil in southcentral Alaska in the 1970s. During the 1970s in southcentral Alaska, particularly Anchorage, there was tremendous turmoil in higher education. Not only was Anchorage the major population center of the state, it was also quickly becoming the state's largest region needing higher education choices and opportunities. Within the university and community colleges, this turmoil included primarily debate on and conflict over missions, institutional identity, and organizational structure, all surrounded by annual fiscal concerns within the state government. These same issues came to the forefront in the mid-1980s and, driven by plummeting oil prices and subsequent massive state budget deficits, led to the decision by the regents and president to permanently alter the organizational structure of the university. While community colleges were a part of the University of Alaska system before the 1987 restructuring, this decision merged community colleges and university campuses into combined MAUs and was clearly the most significant event in public higher education in Alaska during the past quarter century and likely the entire history of the state.

The significance of the merger was further supported by the next two findings. Any board and presidential action that completely eliminated the largest academic unit within the public higher education system—Anchorage Community College (ACC)—and spread the traditional community college missions across the new four-year institution should be considered a significant event. Issues surrounding this merger and perceived effects on traditional community college missions in Anchorage and throughout the state were consistently noted in recommendations from several external

management and operational reviews conducted at the direction of the University of Alaska president.

Elimination of community college identity in Anchorage. The organizational changes resulting from the 1987 merger were most pronounced in Anchorage and the new UAA created from this action. While the community campuses—Kenai Peninsula College (KPC), Kodiak College (KOC), Matanuska-Susitna College, and Prince William Sound Community College (PWSCC)—lost some degree of autonomy as a result of the new reporting structure through the UAA chancellor to the University of Alaska president, the identities of these institutions were not completely eliminated and arguably strengthened over time. Each kept a director with responsibility for the overall operation of the campus and its missions. PWSCC was even able to keep separate accreditation from UAA. The geographical separation of each community campus from the main UAA campus in Anchorage also helped to preserve some level of institutional identity for each campus.

The fate of community college operations in Anchorage was drastically different. Prior to the merger, all traditional community college missions—vocational/technical education, transfer education, developmental education, continuing education, community education, and workforce development and training—were housed in ACC. Following the merger, vocational and technical degree programming remained the primary responsibility of one UAA college, the College of Career and Vocational Education (CCVE). Other community college missions were spread throughout the new university. The transfer function, offered

through a single AA degree, was placed under the responsibility of the College of Arts and Sciences (CAS). Along with a single AAS degree in Human Services, these two traditional community college academic programs merged with 26 baccalaureate and five master degrees in CAS. CAS also assumed responsibility for developmental education courses in English, mathematics, and ESL. Continuing education, community education, and workforce development and training became the responsibility of another new college within UAA, the College of Community and Continuing Education (CCCE).

By 2009, with the UAA organizational structure and UA system structure relatively unchanged, responsibility of traditional community college missions had changed to some degree. A new college, the Community and Technical College (CTC), was now responsible for developmental education and several technical programs, most notably in aviation, transportation, construction, and allied health sciences. Substantial growth in other two-year degree programs also occurred in other UAA colleges. The remnants of once robust continuing education, community education, and workforce development and training missions lingered at UAA, mainly in CTC. The transfer education mission offered through the single AA degree remained a responsibility of CAS.

The elimination of the community college identity in Anchorage was also consistently noted in several external management and operational reviews conducted at the direction of the University of Alaska system offices. Each review recommended greater differentiation of university missions from community college missions within

the system. The latest review even recommended the creation of a formally named community college or unit in Anchorage to help with this mission differentiation.

Similarity of external review recommendations. The four external reviews conducted during the last two decades showed a willingness of the institutional leaders to seek critical appraisal and subsequent change. The willingness to accept this critical appraisal and subsequent change was not as evident, especially with regard to increased support for all community college missions. While many changes were made in the areas not studied in this research, significant movement on mission clarity for the MAUs and community campuses is still required. In addition, despite two reviews recommending the establishment of a university leadership position or unit focused specifically on community college missions, no action has been taken.

The changing UAA student. The demographics of the typical UAA student drastically changed since the 1987 merger. In the academic years directly following the merger, the typical UAA student was older, less diverse, part-time, and non-degree seeking. In 1992, a UAA student was more likely to be over 30 (52.4% of students in Fall 1992 were over 30). By Fall 2009, the percentage of UAA students over 30 had dropped to 34%. In fact, only two age groups decreased in number between 1992 and 2009. The 30–39 age group decreased 47.5% from 5,887 students to 3,088 while the 40–49 age group decreased 40.3% from 3,580 students to 2,142. While these two age groups experienced substantial decreases in the number of students, three other age groups saw double-digit percentage growth over the same 17-year period: under 20 (119%), over 50 (56.8%), and 20–24 (34.8%). While similar changes in the general

Anchorage population were present during this time in some age groups, this similarity in growth or decline was not present in all age groups.

Diversity of the UAA student population was increasing while the age was decreasing. From 1995, the number of white students remained consistent despite the overall growth in the UAA student population. This growth was fueled primarily by huge increases in the number of Native Alaskan/American Indian and Asian students along with significant growth in Hispanic students. The number of UAA Native Alaskan/American Indian students grew from just 734 in Fall 1985 to 2,359 in Fall 2009, a rate of 221%. The growth rate of Asian students was even higher at 321% with the number of students increasing from 377 to 1,587. The number of Hispanic students grew at a rate of 88.2% from 331 in Fall 185 to 623 in Fall 2009.

The gender distribution of UAA students did not change significantly between Fall 1985 and Fall 2009. While the growth rate in the number of male students (16.3%) nearly doubled the rate for female students (9.5%), female students as a percentage of the total UAA student population remained near 60%.

The typical UAA student is now substantially more full-time. Part-time students grew just 1.5% from 12,498 in Fall 1984 to 12,690 in Fall 2009. During this same period, the number of full-time students doubled from 4,264 to 8,536. At the same time, UAA students were becoming more degree seeking. The number of non-degree seeking students dropped from 9,891 in Fall 1984 to 6,926 in Fall 2009, a decrease of 30%. As a result, non-degree seeking students went from 58% of the total UAA student population to just over one-third of the total. With the exception of

continuing freshmen, all other classes showed growth over this period. Dramatic growth occurred in the following classes: first-time freshmen (604%), juniors (244%), and seniors (336%). Growth also occurred in the graduate student classes—first-time master's and returning master's. By Fall 2009, freshmen accounted for nearly 25% of the UAA student population and the combination of non-degree seeking, freshmen, and sophomores accounted for over 70%.

Different conclusions may be drawn from this mix of student demographic data. While a younger, more full-time, and more degree seeking student body tends to more accurately describe a typical four-year institution student body, a more diverse and underclass student body is more indicative of a typical two-year institution. This mix of student demographic data may indicate a successful merging of university and community college missions within UAA.

Consistent growth and development in university missions. Traditional university missions, specifically baccalaureate and graduate degree programming and research, prospered from 1984–2009, showing healthy growth and development. Total student credit hours (SCHRS) at UAA and its community campuses grew from 112,052 in Fall 1984 to 166,040 in Fall 2009, an increase of 48.2%. Within this total, undergraduate upper division (baccalaureate degree programming) and graduate level SCHRS showed the greatest percentage increases. Upper division baccalaureate degree SCHRS grew 113.2% from 13,361 in Fall 1984 to 28,482 in Fall 2009. Graduate level SCHRS grew from 3,158 to 7,543, an increase of 138.9%.

The availability and number of baccalaureate and master degree programs offered at UAA also increased during this period. Baccalaureate degrees grew 36.6% from 41 in AY84 to 56 in AY09 while the number of master degrees increased 25% from 24 to 30. Overall, the total number of degrees offered at UAA and its community campuses increased only 10.3% between AY84 and AY09.

The number and level of degrees awarded during this period is another reflection of the growth and development of academic programs. While the total number of degrees awarded increased 121% between AY84 and AY09, baccalaureate and master degree awards fueled this growth as well. Baccalaureate degree awards grew 231% from 289 to 956 while master degree awards increased from just 83 in AY84 to 270 in AY09, an increase of 225%. Overall, as a percentage of total degrees awarded at UAA and it community campuses, baccalaureate degree awards grew from 31.4% in AY84 to 47% in AY09. Similarly, master degree awards grew from just 9% in AY84 to 13.3% in AY09. The number of traditional university-level degree awards as a percentage of total awards increased from 40.4% in AY84 to 60.3% in AY09.

Research was another traditional university mission that saw substantial growth and development. From FY93 through FY09, total UAA research revenue increased more than 175% to nearly $11 million. Substantial growth was noted in both state general fund supporting research as well as non-general fund revenue. The state general fund support increased 143% while the non-general fund research revenue grew 195%.

Variable growth and development in community college missions. The growth and development of community college missions at UAA lacked the consistency as seen in university missions. While missions connected to academic programming—transfer education and vocational/technical education—did prosper between 1984 and 2009, non-academic missions such as continuing education, community education, and developmental education appeared to struggle. Overall, community college academic degrees (certificates and associate degrees) grew from 86 in AY88 to 128 in AY09 and, as a percentage of the total degrees offered at UAA, increased from 53.4% to 59.8%.

***Transfer education*.** While the number of discipline-specific Associate of Arts (AA) degrees dropped from 66 in AY84 to a single AA in general studies offered at all five UAA campuses in AY09, enrollment in the program remained strong. From Fall 1999 to Fall 2009, the top major for admitted students enrolled in classes was the AA in General Programs, averaging more than 1,100 students. Despite this consistently strong course enrollment of AA students since Fall 1999, the number of AA awards actually decreased 21.9% from 269 awards in AY99 to 210 in AY09. This AA degree serves as an internal university system transfer degree and, although internal transfers are not formally tracked, when combined with student class standing headcount, an explanation for the decrease in AA awards is provided. With only a slight increase (8.6%) in the number of continuing freshmen between Fall 1999 and Fall 2009, from 2,272 students to 2,467 and more substantial changes in the numbers of sophomores, juniors, and seniors, it appears larger numbers of students are entering into

baccalaureate degree programs. Sophomores increased from 1,326 to 2,505 (88.9%), juniors from 1,125 to 1,919 (70.6%), and seniors from 1,937 to 2,998 (54.8%). This limited increase in continuing freshmen also supports the known drop in part-time students, leading to freshmen requiring less semesters to be categorized as a sophomore.

***Technical education*.** Growth and development in certificate and associate of applied science (AAS) degree programs increased between 1984 and 2009. The rate of growth in AAS degrees offered at UAA and its community campuses was 42.5%, increasing from 40 available AAS degrees in Fall 1984 to 57 in Fall 2009. The growth in certificates was even more dramatic, increasing from just 23 in Fall 1984 to 66 in Fall 2009, an increase of 187%.

There was also a corresponding rate of growth in AAS awards during this period. From AY84 to AY09, the number of AAS awards increased from 232 to 474, a growth rate of 104%. Conversely, despite a 187% increase in the number of certificates available to UAA students during this period, the number of certificate awards only increased 5.1% from 117 in AY84 to 123 in AY09.

***Continuing education, community education, and workforce development*.** Any growth in these non-academic missions was seen indirectly in growth and development in academic programs at both the university and community college levels. The growth in baccalaureate degree offerings at UAA was fueled by a keen focus on workforce development and high demand careers, leading to baccalaureate degrees connected to growing AAS degree programs in aviation technology,

construction management, and medical laboratory technology. Although developed as predominantly bachelor of science degrees, these workforce-focused baccalaureate degrees are similar to applied baccalaureate degrees with applicable AAS degrees articulated into the first two years of the curriculum. The growth in these technically-oriented credentials corresponded with the university system focus on supporting high demand job areas and represented a genuine *merger* of university (baccalaureate programming) and community college (workforce development) missions.

Non-credit activity traditionally associated with continuing education, community education, and workforce development, was tracked inconsistently and using different metrics from 1983–2009. This inconsistency and changing performance metrics leave the appearance of a lessening importance of these non-academic community college missions within UAA. While total non-credit contact hours in adult basic education (ABE), continuing education (CE), and other instruction (e.g., community education) from 1983–1986 showed very robust programming, by 1998, non-credit activity was on a steep decline (based on unduplicated non-credit student headcount). At the Anchorage campus where the majority of non-credit instruction occurred, headcount dropped a staggering 97.7% from 2,249 students in Fall 1989 to just 164 students in Fall 2009.

ABE was eliminated from the Anchorage campus in the early 2000s, accounting for a portion of this overall decline. In addition, no independent workforce and professional education unit or function existed at the Anchorage campus by 2009.

Instead, any instruction offered in these areas was the result of work by individual academic departments or divisions.

***Developmental education*.** Trends surrounding developmental education at UAA showed a conflicting history. This traditional community college mission remained supported by UAA with faculty, facility space, and general fund. In addition, developmental education student trends showed increases from Fall 1998 to Fall 2009. The number of developmental education students increased 54.6%, from 1,673 to 2,617, while the total UAA student population increased only 16%, from 17,565 to 20,368. In addition, developmental education students as a percentage of the total UAA student population increased from 9.5% in 1988 to 12.8% in 2009.

Despite this growth numbers, there were other concerning trends, especially with UAA remaining an open access institution. The number of students taking developmental education courses during fall semesters, particularly at the Anchorage campus of UAA, waivered during the 1988–2009 period. Developmental education student headcount reached a peak in 1993 (2,304 students) and only exceeded this level twice in the following 16 years. With a different rate of growth in the overall UAA student population during this time, the difference is cause for concern. Are unprepared or underprepared students deciding not to attend UAA?

New Directions

Based on the findings and results of this study, a number of new directions for higher education practice at UAA and future research are offered for consideration. One of the acknowledged limitations of this historical analysis was the clearly defined

topic—university and community college missions—and the fractional view provided of the past as a result. This limitation also generated other new directions surrounding the history of UAA, but outside of the topic of this study.

Implications for higher education practice at UAA. From historical data collected and analyzed in this study, traditional university missions—baccalaureate and graduate degree programs and university research—continue to grow and prosper. Potential concern rests with the non-academic and non-credit traditional community college missions at UAA: continuing education, community education, workforce development, and developmental education. This research yielded three major implications to consider for higher education practice at UAA: organizational structure; continuing education and workforce development; and developmental education and college readiness.

Structure by mission. Acknowledging the 1987 merger of university and community college missions as the most significant change in Alaska higher education during the past 25 years and arguably ever, a primary influence of this change was financial, not educational. The turmoil before, during, and after the merger most often swirled around fiscal issues rather than educational ones. Yet, historically higher education leaders and researchers have argued for institutions driven primarily by mission as noted in the literature review of this study. Cardinal John Henry Newman favored the teaching of liberal arts over organized research. Abraham Flexner supported research and graduate instruction over undergraduate teaching and public service. José Ortega Y Gasset was an advocate for liberal and professional education

in lieu of research. Clark Kerr initially supported performing a myriad of educational missions within a single institution—the *multiversity* concept—before realizing later that such a structure might become financially unsupportable. He later advocated for higher education institutions to more closely scrutinize costs, concentrate of what is actually needed by the communities and industries from the institutions, and focus on what the institutions do best.

Kerr's later advocacy is similar to the decisions taken by President O'Dowd in the late 1980s leading up to the merger of the university and community colleges in Alaska. Necessitated by the dire fiscal condition in the state, drastic steps to reduce higher education expenses in Alaska were unavoidable. The Alaska higher education system was—as Kerr (2001) depicted in his later argument—an institution "providing unlimited across-the-board programs [that were] no longer viable as basic principles of operation" (p. 190); however, other portions of his argument were ignored, especially in the Anchorage area.

As the merger plan was developed and implemented, a focus on cost-cutting measures and fiscal constraints led to little discussion on educational missions within the University of Alaska system. Retention of educational programming needed by the communities and industries across Alaska and the best educational programming of the merging institutions factored little into the final organizational structure developed and implemented through this restructuring effort. While there was an initial intent to clearly articulate separate institutional missions, the new University of Alaska system with three major administrative units (MAUs)—University of Alaska

Anchorage (UAA), University of Alaska Fairbanks (UAF), and University of Alaska Southeast (UAS)—was designed primarily to reduce short-term costs of higher education through a merging of institutions and subsequent reductions in duplicative administrative and programmatic expenses. The clear delineation did not last through the restructuring implementation. This was clearly apparent in Anchorage where, prior to the 1987 merger, three of the five MAUs resided—University of Alaska, Anchorage (UA,A), Anchorage Community College (ACC), and the Division of Community Colleges, Rural Education, and Extension (CCREE). Unlike Fairbanks where UAF maintained a distinct separation of its university missions and community college missions at geographically separated campuses, these same missions at UAA where spread across the institution in various academic colleges. In addition, the robust workforce development and training mission, housed before the merger in ACC, was moved to a centralized office at the University of Alaska system level. Since the merger, non-credit instruction, such as continuing and community education, also struggled. Continuing education, community education, and workforce development flourished under ACC and were clearly part of the educational programming the institutions "did best" before the merger, yet within the new university structure, these traditional community college missions faltered.

This view was often reiterated in external reviews and assessments of the university. The four major external reviews all recommended increased support for community college missions and three of the reviews also recommended mission clarity for the MAUs and community campuses. Despite the recommendations of

these reviews, commissioned by the University of Alaska president in place at the time of each review, and statistical data on various mission performance metrics, support has not been increased to support community college missions at UAA at a rate similar to other higher education and university missions. Increased support was found in academic programming, especially with the noted merger of baccalaureate programming and workforce development through recently developed and technically-oriented baccalaureate degrees. Increased emphasis in this area may provide additional opportunities to expand such programming into short-term credentials such as occupational endorsements and certificates. Working with industry partners to define educational needs to meet necessary employment requirements and translating these needs into post-secondary credentials not only increases the pool of available workers, but also provides citizens of the state additional opportunities for employment in high demand job areas.

As future organizational changes are made at UAA and its community campuses, institutional leadership should not discount structural considerations based on educational missions, but rather use these missions as a primary focus when making changes. While organizational changes are often predicated by a reduction in revenues or other financial constraints, these situations provide an opportunity to strategically develop an institution responsive to the educational needs of those served by its programs. Budgetary exercises and program reviews only provide one view of a very fluid scenario when an institution is faced with the need to reduce expenses. Ignoring what the communities and industries value in the institution and what the

institution does best may likely result in the retention of educational programs of little or no value to the state. The 1987 higher education merger in Alaska is an example of such ignorance. UAA is no longer the first choice of industries in the state to provide continuing education and workforce development. In addition, the close connection made with local communities served by UAA and its community campuses through active and interesting community education programming has been lost. Finally, despite UAA's continuing open access mission, developmental education support has not grown at a rate similar to that of all academic programming at the institution. An organizational structure that provides clear oversight and funding for these missions would likely increase demand and interest in these traditional community college missions.

Respond to industry educational demands. A university's primary missions should be driven and supported, in part, by educational demands of the communities and industries served. Within the organizational structure created by the 1987 higher education merger, UAA has done a remarkable job of responding to industry demands for trained workers in high demand career fields such as health, engineering, aviation, and construction. In many cases, these demands were met with new associate and baccalaureate degree programs in these technically-oriented career fields.

Understanding that non-credit instruction—particularly, continuing education, community education, and workforce development—has struggled within the current comprehensive university structure at UAA, the current environment provides an opportunity for university administrators, faculty, and staff to determine the need in

the communities and industries for this instruction. Should it be determined that non-credit activity is indeed a UAA mission priority as it was prior to the 1987 merger, changes in organizational structure to provide added support for these activities is one of many alternatives to consider.

Develop college preparation partnerships. As an open access institution, developmental education should be a clear priority for UAA. Without such instruction, unprepared or underprepared students encounter additional unnecessary barriers to continuing in post-secondary educational opportunities at the university. UAA must determine if the current placement of the developmental education mission in the university structure is appropriate and whether the current mode of instructional delivery provides the greatest opportunity for future student success.

Often, college preparation partnerships are created between K–12 systems and community colleges. With no separate community colleges in Alaska, this responsibility rests with the University of Alaska. At UAA, the organizational structure creates unintended barriers to successfully developing and implementing such programs—vocational and technical programming resides in multiple colleges, general and transfer education curriculum in a single college, developmental education in another college; no one academic unit holds the curriculum or authority to develop and implement these partnerships independently. The best opportunity resides at the community campuses and extension sites in the Anchorage area where there is greater flexibility in course delivery. A variety of these partnerships, including dual enrollment and early college initiatives are resident in nearly every state in the

country. Higher education in Alaska and UAA specifically, as the largest MAU, must actively study and test these partnerships to determine each program's value in increasing college readiness of the state's high school graduates. Preparing students for college after high school graduation is often inefficient and ineffective for both the student and the higher education institution. Putting effort and resources towards these types of K–12 and university partnerships offer opportunity to increase efficiencies and effectiveness of both education systems and better prepare students for the rigor of college-level work.

Implications for future research. This historical analysis provided a foundation for a plethora of future research opportunities. Since historical research does not provide causal answers to research questions, many of these future opportunities center on potential causes for the findings and results of this study. In addition, a significant benefit to any researcher interested in these opportunities is the longitudinal data tables in the appendices to this study. These tables, created from annual university statistical analyses, shorten the data collection time of future research studies requiring these particular data sets.

An overarching causal question that must be considered for future research is the relationship of the 1987 merger to the development of and changes in traditional university and community college missions at UAA. What impact did the 1987 merger have on these missions at UAA? Whether each mission is studied independently or all missions are studied as a group, understanding the causal relationship between the

merger and these mission developments and changes is important to further understanding the history of higher education in Alaska.

Another needed research study is the oral history of the events surrounding the 1987 higher education merger in the state, from a university system view and, more important to UAA, from an Anchorage view. What are the perceptions of those individuals involved in the merger of the impact on traditional university and community college missions at UAA? This research study intentionally included only documentary evidence to provide a foundation from the written history of events surrounding the merger and the subsequent mission developments and changes at UAA. Would a narrative oral history produce similar or different results compared to this historical documentary analysis? This opportunity is time-sensitive as many university and former community college administrators, faculty, and staff are quickly approaching retirement or are already retired, making it more difficult to survey and interview potential research participants. One potential research study design is the Mills (1976) dissertation research titled: *A Comparison of Goal Perceptions at Community Colleges and Community College Components of Four-Year Institutions in West Virginia*.

Why did academic missions prosper at UAA since the late 1980s while non-academic missions and non-credit activities struggled? Prior to the merger, ACC was not only the largest public post-secondary institution in the state, it also delivered a very robust suite of non-credit programming including continuing education, community education, and workforce training; 25 years later, this programming is

nearly non-existent at UAA and in the state university system. The maturity of the institutions merged in the Anchorage area may provide a partial answer to this question. ACC was a large and mature community college at the time of the merger while UA,A was a developing university offering baccalaureate and graduate degree programming. The capacity of growth might have resided within these developing university missions instead of the more mature community college missions.

The transfer education mission is certainly a major component of academic offerings at UAA; however, it is difficult to determine exactly where students "transfer" in lieu of completing the AA degree. Further research in this area would be timely to determine where these students transfer following initial attendance at UAA.

The developmental education mission continues to be supported by UAA, but limited research has been completed on the effectiveness of the program and the follow-on success of developmental students in college-level classes. This is a tremendous opportunity for future research and a readily available cohort of students is available each academic year to study. In addition, the research would inform necessary decision-making with regard to needed changes in developmental education.

Demographically, the typical UAA student changed dramatically from the late 1980s to 2009. A better understanding of these changes and why the changes occurred may help UAA make more informed decisions concerning the comprehensive missions of the institution. Are the changes in student demographics related entirely to environmental conditions outside of the university or have changes made within the university caused these demographic shifts?

Summary

The higher education missions at UAA—university and community college—developed and changed at different rates and different directions between 1984 and 2009. Traditional university missions developed and grew in a consistently positive direction. The growth and development of traditional community college missions varied in degree, intensity, and direction. Transfer education and technical education developed and changed in a fairly consistent manner. Non-credit and non-academic missions such as continuing education, community education, workforce training, and developmental education experienced inconsistent development and growth, often resulting in program eliminations or severe reductions in support, subscription, and accessibility. Despite some level of community college mission autonomy at the geographically separated community campuses—KPC, KOC, MSC, and PWSCC—many traditional community college missions in Anchorage, previously supported by Anchorage Community College, were so subsumed by the new UAA that they are now barely recognizable as autonomous educational opportunities. UAA, following the 1987 merger, was arguably the *multiversity* defined by Kerr. Yet despite this title and depiction in the years immediately following the merger, UAA came to the same realization as Kerr—the structure was not sustainable financially. As continuing education, community education, and workforce development missions decreased in performance and importance, the mission focus of UAA moved towards primarily academic programming. While this programming should now be considered what UAA does best, there is one final question. Is this what the state of Alaska and its

citizens and industries need from the largest public higher education institution in the state and the only public post-secondary institution in Anchorage?

Still, the inability of UAA to survive as a *multiversity*, performing multiple and competing missions in support of a variety of communities and constituencies, leaves several ramifications to consider. Through the restructuring process that occurred in 1987, UAA—as a single institution—became responsible for university and community college missions previously under the purview of multiple institutions. This merger into a single institution did not lessen the missions being performed, only the size of the administrative structure charged with the effective completion and delivery of these missions. Ultimately, the administrative reduction and retention of missions within the new institution led to a loss of functionality. In the case of UAA, this was a loss of non-academic and non-credit educational programming such as continuing education, community education, and workforce development and training.

Restructurings such as the 1987 merger of the university and community colleges in Alaska, undertaken for fiscal reasons, must include more than a reduction in administrative overhead. Real cuts in educational missions showing tangible cost reductions must be a part of the restructuring. Leaving these critical decisions for a later date only delays the inevitable. While the *multiversity* appears a good concept in theory, in practice, it fails to account for the costs of consolidation and the increased competition of additional missions vying for a smaller pool of revenue that caused the restructuring to occur in the first place.

As losses in non-academic and non-credit programming occurred, competition outside of the university system increased. This unintentional transfer of educational programming responsibility and response outside of the institution as a result of such organizational restructuring efforts creates views within communities and industries that the university is unresponsive to these education and training demands.

Finally, whenever organizational changes occur, such as the 1987 merger of the university and community colleges in Alaska, the personalities and abilities of major leaders drive the restructuring decisions. As was the case in Alaska, three unique approaches were taken by three presidents. O'Dowd believed the best way to reduce expenses and balance the university budget without reducing missions was to restructure the administration within the loose system of institutions. As the fiscal crisis persisted into the next presidency, Komisar chose program assessment as the method to balance the budget. Again, this method disregarded mission by using a common set of criteria to evaluate all programs regardless of type. Under Hamilton, mission considerations were made, particularly in the area of workforce development, resulting in tremendous growth in academic degree programs at all levels supporting industry demands in the state. Institutional leaders ultimately decide on the need to restructure and the methods to use based on uniquely personal traits and attributes. Given the same institutional environment one leader may decide there is a need to reorganize while another may see no need to do so. In addition, in an environment where institutional reorganization is necessary, a myriad of options to conduct the restructuring is available to the leader for consideration and use.

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Appendices

Appendix A – Longitudinal Data Tables

Table A-1

University of Alaska Systemwide Current Fund Expenditures by NCHEMS Category and FY

Sum of Dollars (in thousands)	FY																									
Expenditure	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
Academic Support	$19,730	$21,587	$20,899	$18,456	$18,039	$17,729	$19,436	$21,110	$22,559	$24,639	$25,090	$25,516	$27,174	$26,052	$24,353	$27,261	$27,452	$29,777	$32,305	$34,279	$37,095	$40,990	$44,624	$50,659	$52,174	$54,642
Institutional Support	$35,784	$35,743	$36,756	$32,839	$36,487	$32,601	$36,776	$40,087	$41,721	$40,529	$39,449	$40,014	$50,053	$46,861	$46,052	$44,575	$45,978	$54,552	$58,531	$53,529	$50,290	$63,388	$61,778	$69,562	$82,611	$90,184
Instruction	$70,977	$75,096	$74,929	$68,864	$71,196	$77,289	$82,078	$89,151	$96,653	$94,125	$97,042	$94,446	$94,286	$99,923	$98,845	$101,556	$101,647	$115,418	$127,829	$134,192	$144,115	$150,052	$163,540	$181,175	$183,190	$196,304
Operations & Maintenance	$20,437	$25,556	$27,568	$21,676	$21,570	$24,717	$26,242	$27,451	$27,942	$28,362	$32,223	$32,773	$33,035	$36,425	$35,840	$33,625	$34,631	$37,286	$42,107	$40,291	$39,184	$44,953	$44,166	$50,216	$54,983	$61,186
Public Service	$8,166	$8,579	$8,944	$7,991	$8,034	$8,676	$8,249	$9,333	$9,720	$10,537	$13,174	$15,245	$16,918	$18,466	$18,853	$18,493	$18,683	$19,697	$21,888	$24,967	$26,216	$31,226	$32,075	$32,926	$36,063	$37,820
Research	$42,638	$40,529	$42,092	$38,642	$36,104	$44,116	$55,286	$57,504	$57,608	$69,167	$68,622	$65,090	$61,966	$62,654	$68,680	$74,367	$80,698	$93,777	$104,212	$107,615	$112,013	$118,933	$126,282	$131,283	$121,843	$126,949
Student Aid	$484	$699	$1,023	$1,049	$1,279	$1,229	$5,641	$6,004	$7,764	$10,412	$10,577	$10,648	$11,508	$11,465	$10,786	$11,253	$11,552	$13,358	$15,881	$10,441	$13,052	$12,822	$13,383	$13,566	$14,879	$17,937
Student Service	$15,856	$16,162	$16,346	$14,994	$13,986	$15,396	$16,463	$18,116	$18,354	$20,570	$22,040	$22,871	$24,237	$23,258	$24,374	$23,363	$24,116	$26,433	$28,853	$31,323	$33,002	$36,033	$38,512	$41,890	$45,437	$48,170
Grand Total	$214,072	$223,951	$228,557	$204,511	$206,695	$221,753	$250,171	$268,756	$282,321	$298,341	$308,217	$306,603	$319,177	$325,104	$327,783	$334,493	$344,757	$390,298	$431,606	$436,637	$454,967	$498,397	$524,360	$571,277	$591,180	$633,192

Table A-2

General Fund by UAA Campus and FY

Sum of State General Fund (thousands)	FY																									
Campus Code	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
Anchorage	$39,823	$43,860	$43,466	$37,326	$40,934	$38,106	$39,693	$43,225	$49,968	$50,718	$52,154	$51,379	$50,686	$50,827	$49,693	$50,541	$52,818	$57,035	$60,874	$63,235	$65,327	$70,795	$75,510	$86,052	$89,542	$97,048
KOC	$1,858	$1,940	$1,918	$1,638	$1,576	$1,420	$1,444	$1,496	$1,504	$1,504	$1,793	$1,770	$1,757	$1,776	$1,748	$1,700	$1,767	$1,853	$1,895	$1,956	$1,978	$2,062	$2,224	$2,450	$2,508	$2,671
KPC	$3,311	$3,361	$3,406	$2,984	$3,166	$2,172	$2,328	$2,467	$2,399	$2,399	$3,333	$3,370	$3,288	$3,365	$3,328	$3,327	$3,395	$3,559	$3,736	$3,935	$3,980	$4,662	$5,227	$6,154	$6,810	$7,249
MSC	$1,864	$2,165	$2,149	$1,889	$1,944	$1,689	$1,716	$1,792	$1,844	$1,844	$2,287	$2,322	$2,424	$2,456	$2,423	$2,399	$2,442	$2,586	$2,794	$2,911	$3,128	$3,277	$3,498	$3,809	$3,989	$4,342
PWSCC	$1,129	$1,253	$1,241	$1,035	$1,208	$1,356	$1,529	$1,604	$1,581	$1,581	$1,631	$1,607	$1,563	$1,585	$1,553	$1,544	$1,574	$1,634	$1,773	$1,857	$1,939	$2,085	$2,256	$2,651	$2,831	$3,029
Grand Total	$47,985	$52,579	$52,180	$44,872	$48,828	$44,743	$46,710	$50,584	$57,296	$58,046	$61,198	$60,448	$59,718	$60,009	$58,745	$59,511	$61,996	$66,667	$71,072	$73,894	$76,352	$82,881	$88,715	$101,116	$105,680	$114,339

Table A-3

Total Budget by UAA Campus and FY

Sum of Total Budget (thousands)	FY																									
Campus Code	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
Anchorage	$51,147	$58,031	$58,658	$53,533	$58,026	$60,881	$72,941	$81,139	$91,939	$96,395	$107,954	$117,418	$115,063	$119,422	$116,618	$126,494	$132,265	$141,772	$152,418	$160,156	$170,177	$192,835	$201,210	$219,195	$227,426	$241,523
KOC	$2,204	$2,329	$2,224	$1,928	$1,824	$1,871	$2,446	$2,547	$2,347	$2,363	$2,738	$2,736	$2,727	$2,747	$2,602	$2,555	$2,623	$2,710	$2,717	$3,305	$3,352	$3,489	$3,691	$4,064	$4,089	$4,274
KPC	$4,084	$4,249	$4,415	$4,136	$4,678	$3,900	$6,532	$6,794	$4,171	$4,208	$6,166	$6,268	$6,387	$6,515	$6,187	$6,286	$6,356	$6,582	$6,788	$7,628	$7,720	$8,884	$9,627	$11,420	$12,537	$13,060
MSC	$2,278	$2,640	$2,640	$2,366	$2,483	$2,367	$2,970	$3,142	$2,871	$2,891	$4,272	$4,361	$4,467	$4,624	$4,575	$4,550	$4,596	$4,903	$4,975	$6,518	$7,482	$7,895	$8,207	$8,566	$8,561	$8,961
PWSCC	$2,142	$2,212	$2,141	$1,953	$2,136	$2,340	$2,754	$2,853	$2,974	$3,089	$3,159	$3,935	$3,990	$4,263	$4,423	$4,644	$4,690	$4,773	$5,118	$5,184	$5,313	$5,570	$5,815	$6,563	$6,826	$7,166
Grand Total	$61,855	$69,461	$70,078	$63,916	$69,147	$71,359	$87,643	$96,475	$104,302	$108,946	$124,289	$134,718	$132,634	$137,571	$134,405	$144,529	$150,530	$160,740	$172,016	$182,791	$194,044	$218,673	$228,550	$249,808	$259,439	$274,984

Table A-4

Degrees Offered by UAA Campus, Type, and AY

Sum of Number of Degrees		Academic Year																									
Campus Code	Award type	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
Anchorage	Certificate	10	10	15	18	18	15	20	17	18	15	17	16	16	12	13	13	12	12	12	18	22	20	21	39	45	43
	Associate (AA)	32	32	32	32	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
	Associate (AAS)	21	23	24	24	24	24	24	24	25	24	25	25	24	24	25	25	25	26	26	28	28	30	28	28	30	30
	Baccalaureate	41	40	46	46	46	42	49	44	44	44	44	44	43	43	42	43	44	46	45	49	50	52	53	53	55	56
	Master	24	23	28	28	29	27	29	26	26	24	24	24	25	25	25	25	25	25	26	26	31	29	30	30	30	30
Anchorage Total		128	128	145	148	118	109	123	112	114	108	111	110	109	105	106	107	107	110	110	122	132	132	133	151	161	160
KPC	Certificate	5	5	5	5	5	5	5	6	6	6	6	6	6	5	5	5	5	5	5	5	5	5	5	5	5	4
	Associate (AA)	10	10	10	10	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
	Associate (AAS)	8	8	10	10	10	10	9	8	8	8	7	7	7	7	6	6	6	5	5	5	4	5	8	9	8	9
	Baccalaureate	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
	Master	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
KPC Total		23	23	25	25	16	16	15	15	15	15	14	14	14	13	12	12	12	11	11	11	10	11	14	15	14	14
KOC	Certificate	2	2	2	1	1	1	1	3	4	3	3	3	3	1	1	1	1	1	1	1	1	1	1	1	1	3
	Associate (AA)	9	9	9	9	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
	Associate (AAS)	3	3	5	5	5	5	5	2	2	2	2	2	2	2	2	2	2	3	3	3	3	5	5	5	5	5
	Baccalaureate	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
	Master	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
KOC Total		14	14	16	15	7	7	7	6	7	6	6	6	6	4	4	4	4	5	5	5	5	7	7	7	7	9
MSC	Certificate	3	3	4	5	5	5	4	6	6	4	4	5	5	3	3	3	3	3	7	6	7	7	8	12	12	11
	Associate (AA)	11	11	11	11	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
	Associate (AAS)	6	6	8	7	8	8	7	7	7	7	7	8	7	7	7	7	7	7	8	7	8	9	9	9	9	9
	Baccalaureate	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
	Master	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
MSC Total		20	20	23	23	14	14	12	14	14	12	12	14	13	11	11	11	11	11	16	14	16	17	18	22	22	21
PWSCC	Certificate	3	3	3	3	3	4	4	4	4	4	4	4	4	4	4	4	4	4	4	4	5	5	5	5	5	5
	Associate (AA)	4	4	4	4	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
	Associate (AAS)	2	2	2	2	2	2	3	3	3	3	3	3	5	5	5	5	5	5	5	5	5	5	5	5	4	4
	Baccalaureate	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
	Master	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
PWSCC Total		9	9	9	9	6	7	8	8	8	8	8	8	10	10	10	10	10	10	10	10	11	11	11	11	10	10
Grand Total		194	194	218	220	161	153	165	155	158	149	151	152	152	143	143	144	144	147	152	162	174	178	183	206	214	214

Table A-5

UAA Student Class Standing Headcount by Fall Semester

Class	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
Non-degree seeking	9,891	10,399	9,057	8,867	10,659	10,699	11,897	11,178	10,531	10,008	9,165	8,840	8,938	9,181	9,742	9,833	9,330	9,110	10,110	9,315	8,241	8,281	8,046	7,876	7,381	6,926
Freshman 1st time	323	858	979	2,548	1,486	1,332	760	683	499	673	752	978	968	964	1,424	1,249	1,327	1,348	1,413	1,490	1,482	1,653	1,912	1,830	1,907	2,274
Freshman continuing	3,282	2,832	2,842	1,415	1,732	1,538	2,443	2,861	3,002	2,629	2,664	2,416	2,409	2,362	2,959	2,272	1,781	1,976	2,065	2,300	2,395	2,250	2,126	2,195	2,237	2,467
Sophomore	1,804	1,978	1,967	2,038	1,763	1,818	1,518	1,643	1,859	1,902	1,921	1,891	1,843	1,422	1,371	1,326	1,598	1,657	1,889	2,105	2,225	2,214	2,306	2,197	2,305	2,505
Junior	558	661	706	519	554	602	1,156	1,373	1,517	1,636	1,529	1,463	1,506	1,282	1,035	1,125	1,310	1,314	1,394	1,525	1,684	1,705	1,814	1,782	1,805	1,919
Senior	688	817	852	906	1,041	1,165	1,676	2,012	2,291	2,472	2,568	2,534	2,382	2,153	1,875	1,937	2,029	2,133	2,227	2,265	2,372	2,524	2,628	2,748	2,905	2,998
Master 1st time	14	32	1	91	68	65	123	135	138	117	152	82	57	55	145	133	123	132	165	165	150	178	164	180	190	211
Master continuing	483	486	483	317	262	339	362	418	452	472	445	553	571	568	512	464	466	476	569	605	642	645	699	667	765	798
Grand Total	17,043	18,063	16,887	16,701	17,565	17,558	19,935	20,303	20,289	19,909	19,196	18,757	18,674	17,987	19,063	18,339	17,964	18,146	19,832	19,770	19,191	19,450	19,695	19,475	19,495	20,098

Table A-6

Student Age Range Headcount by UAA Campus and Fall Semester

Sum of Number of students		Fall Semester																	
Campus Code	Age	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
Anchorage	Under 20	1,533	1,591	1,707	2,422	1,864	1,760	1,878	2,077	2,273	2,335	2,427	2,670	2,754	2,905	3,074	3,035	2,999	3,107
	20-24	4,076	3,741	3,672	3,139	3,192	3,059	3,299	3,293	3,233	3,539	3,871	4,340	4,454	4,815	4,869	4,822	4,877	5,157
	25-29	2,514	2,281	2,320	2,043	2,147	2,111	2,058	2,015	1,869	1,793	1,946	1,941	2,028	2,077	2,238	2,292	2,406	2,522
	30-39	4,267	3,743	3,455	3,146	3,053	2,787	2,897	2,615	2,422	2,316	2,463	2,323	2,229	2,207	2,129	2,189	2,266	2,242
	40-49	2,270	2,056	2,004	1,788	2,104	2,099	2,427	2,133	2,036	1,831	1,853	1,817	1,667	1,717	1,531	1,611	1,561	1,455
	Over 50	689	617	546	455	671	735	977	1,002	990	973	1,076	1,120	1,083	1,199	1,138	1,300	1,248	1,176
Anchorage Total		15,349	14,029	13,704	12,993	13,031	12,551	13,536	13,135	12,823	12,787	13,636	14,211	14,215	14,920	14,979	15,249	15,357	15,659
KOC	Under 20	57	43	44	98	68	73	151	110	111	147	133	97	97	108	120	100	78	101
	20-24	78	74	73	74	64	64	76	66	65	79	94	93	60	67	65	59	92	87
	25-29	98	91	91	88	83	71	60	49	79	67	90	77	64	72	56	62	77	68
	30-39	229	262	216	253	245	192	130	150	191	169	160	155	116	85	93	90	105	94
	40-49	143	197	201	234	214	192	147	179	171	177	184	139	131	93	103	109	103	64
	Over 50	50	93	64	71	85	85	97	121	137	145	171	155	157	134	123	120	104	99
KOC Total		655	760	689	818	759	677	661	675	754	784	832	716	625	559	560	540	559	513
KPC	Under 20	190	229	221	248	250	264	320	303	308	357	364	475	366	358	367	405	456	467
	20-24	229	206	198	185	176	168	194	176	172	214	223	247	262	267	300	281	341	440
	25-29	160	176	155	150	190	150	158	129	154	157	150	145	154	143	172	155	201	242
	30-39	500	537	457	482	414	369	308	270	297	298	306	234	224	240	250	208	239	341
	40-49	455	526	398	460	466	413	386	328	345	328	371	335	288	289	264	234	216	226
	Over 50	213	198	211	208	232	210	245	239	255	326	351	321	332	338	310	295	245	267
KPC Total		1,747	1,872	1,640	1,733	1,728	1,574	1,611	1,445	1,531	1,680	1,765	1,757	1,626	1,635	1,663	1,578	1,698	1,983
MSC	Under 20	161	170	209	264	224	278	314	419	426	468	495	546	410	502	501	509	564	601
	20-24	182	203	218	214	223	213	196	205	236	257	274	337	303	332	349	361	405	430
	25-29	146	117	142	129	133	134	115	132	104	122	136	144	138	158	157	158	175	220
	30-39	515	437	408	361	293	293	243	263	267	242	277	252	243	232	231	239	225	226
	40-49	371	332	287	251	266	264	266	282	299	303	320	329	218	201	187	161	168	186
	Over 50	132	123	132	114	117	103	97	146	176	196	181	174	166	146	152	107	99	119
MSC Total		1,507	1,382	1,396	1,333	1,256	1,285	1,231	1,447	1,508	1,588	1,683	1,782	1,478	1,571	1,577	1,535	1,636	1,782
PWSCC	Under 20	142	178	189	211	237	327	352	286	241	254	437	349	391	374	440	335	288	291
	20-24	85	74	87	102	86	82	112	77	93	114	129	139	113	99	115	103	126	152
	25-29	103	107	101	133	127	125	147	126	95	87	120	98	95	95	105	96	86	112
	30-39	376	405	379	415	404	396	399	329	320	301	384	297	252	221	237	177	145	185
	40-49	350	317	373	419	460	472	544	423	405	382	550	361	324	284	309	235	215	211
	Over 50	181	139	259	190	300	238	353	300	255	247	440	304	314	301	375	269	271	322
PWSCC Total		1,237	1,220	1,388	1,470	1,614	1,640	1,907	1,541	1,409	1,385	2,060	1,548	1,489	1,374	1,581	1,215	1,131	1,273
Grand Total		20,495	19,263	18,817	18,347	18,388	17,727	18,946	18,243	18,025	18,224	19,976	20,014	19,433	20,059	20,360	20,117	20,381	21,210

Table A-7

Degrees Awarded by UAA Campus, Type, and AY

Sum of Number of Awards		Academic Year																									
Campus Code	Award type	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
Anchorage	Certificate	89	107	57	76	37	61	43	56	61	74	97	84	79	61	59	67	45	44	47	61	81	86	96	82	112	106
	Associate (AA)	145	127	154	158	126	107	105	126	153	183	211	196	213	215	205	171	133	173	133	124	115	84	99	91	98	123
	Associate (AAS)	137	165	184	224	203	207	191	173	241	233	282	236	296	240	243	214	212	207	241	237	285	262	342	401	382	348
	Baccalaureate	289	314	298	343	402	430	475	434	577	679	723	885	833	749	771	708	724	705	766	770	785	778	841	847	871	956
	Master	83	103	106	116	126	89	124	101	184	152	174	160	180	235	222	263	203	178	159	204	241	263	238	356	289	270
Anchorage Total		743	816	799	917	894	894	938	890	1,216	1,321	1,487	1,561	1,601	1,500	1,500	1,423	1,317	1,307	1,346	1,396	1,507	1,473	1,616	1,777	1,752	1,803
KOC	Certificate	1	0	0	0	2	0	1	2	1	2	4	6	4	4	4	1	2	0	4	6	1	1	0	3	1	2
	Associate (AA)	3	11	7	12	7	6	4	6	15	11	10	12	14	9	7	10	8	7	5	13	15	9	7	12	7	11
	Associate (AAS)	4	2	0	2	3	1	3	0	5	3	6	9	8	5	6	10	9	2	3	5	5	8	11	7	3	6
	Baccalaureate	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
	Master	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
KOC Total		8	13	7	14	12	7	8	8	21	16	20	27	26	18	17	21	19	9	12	24	21	18	18	22	11	19
KPC	Certificate	13	34	29	21	20	14	10	9	12	10	22	18	9	4	8	8	9	9	4	8	5	11	5	6	9	4
	Associate (AA)	16	21	33	22	20	24	40	26	44	43	40	47	36	36	39	47	19	27	30	26	35	17	34	23	28	28
	Associate (AAS)	60	85	83	63	72	48	22	27	29	39	25	23	21	18	19	21	13	17	56	44	37	40	49	52	73	78
	Baccalaureate	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
	Master	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
KPC Total		89	140	145	106	112	86	72	62	85	92	87	88	66	58	66	76	41	53	90	78	77	68	88	81	110	110
MSC	Certificate	11	8	12	13	11	7	20	7	11	15	20	8	16	16	8	14	13	6	12	10	3	7	7	8	7	11
	Associate (AA)	25	30	32	44	29	18	42	16	22	26	26	40	50	36	31	36	31	34	29	38	40	42	41	32	35	36
	Associate (AAS)	30	16	26	46	27	29	24	20	13	29	53	49	27	47	41	42	31	29	31	23	34	33	37	42	40	33
	Baccalaureate	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
	Master	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
MSC Total		66	54	70	103	67	54	86	43	46	70	99	97	93	99	80	92	75	69	72	71	77	82	85	82	82	80
PWSCC	Certificate	3	6	9	7	10	3	5	7	4	3	6	2	2	4	7	1	2	2	7	3	1	2	0	0	3	0
	Associate (AA)	11	9	10	10	6	9	6	11	11	13	13	10	8	17	10	5	13	11	8	9	21	12	9	14	12	12
	Associate (AAS)	1	1	6	3	4	4	4	3	0	2	6	7	6	6	4	7	9	8	11	11	14	16	5	2	1	9
	Baccalaureate	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
	Master	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
PWSCC Total		15	16	25	20	20	16	15	21	15	18	25	19	16	27	21	13	24	21	26	23	36	30	14	16	16	21
Grand Total		921	1,039	1,046	1,160	1,105	1,057	1,119	1,024	1,383	1,517	1,718	1,792	1,802	1,702	1,684	1,625	1,476	1,459	1,546	1,592	1,718	1,671	1,821	1,978	1,971	2,033

Table A-8

UAA Research Revenue by FY

Sum of Dollars (in thousands)	FY																
Revenue	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
General Fund	$1,397	$1,433	$1,468	$1,369	$1,221	$1,713	$1,603	$1,638	$1,837	$1,863	$2,245	$2,404	$2,481	$2,969	$3,211	$3,241	$3,390
Non-General Fund	$2,573	$3,136	$3,744	$3,182	$3,261	$3,706	$4,936	$6,064	$6,805	$8,310	$9,285	$9,778	$10,416	$12,229	$9,211	$7,403	$7,580
Grand Total	$3,969	$4,569	$5,212	$4,550	$4,482	$5,419	$6,538	$7,702	$8,642	$10,173	$11,529	$12,181	$12,897	$15,198	$12,423	$10,644	$10,970

Table A-9

Student Credit Hours by UAA Campus and Fall Semester

Sum of Number of credits		Fall Semester																										
Campus Code	Credit type	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
Anchorage	Developmental	3,722	3,888	3,955	3,646	3,811	4,017	4,937	4,529	3,660	3,755	3,218	3,105	3,259	3,124	4,290	4,671	4,542	4,529	4,361	4,333	4,574	4,153	4,185	4,203	4,355	5,036
	Lower Division	70,542	78,058	77,615	73,323	74,912	76,086	80,053	82,742	86,339	79,808	79,520	73,845	72,624	68,151	68,010	68,404	68,167	71,390	76,606	83,779	87,287	89,119	90,156	90,102	89,851	92,816
	Upper Division	13,361	15,038	16,097	17,107	18,109	19,485	20,877	23,846	26,688	26,539	26,082	24,633	23,558	23,028	22,663	22,205	22,138	22,302	22,805	23,068	24,507	25,337	26,068	25,650	26,315	27,492
	Graduate	3,158	3,227	3,113	3,253	4,025	4,755	4,954	6,098	5,666	5,317	5,606	5,941	5,701	6,219	6,448	5,606	5,719	5,865	6,782	6,552	6,335	6,419	6,739	6,747	7,379	7,543
	Professional	0	0	0	0	0	0	0	0	0	187	183	723	1,032	1,528	3,109	3,268	3,217	2,061	2,445	2,140	2,188	2,269	2,479	3,101	3,405	2,397
Anchorage Total		90,783	100,211	100,780	97,329	100,857	104,343	110,821	117,215	122,353	115,606	114,609	108,247	106,174	102,050	104,520	104,154	103,783	106,147	112,999	119,872	124,891	127,297	129,627	129,803	131,305	135,284
KOC	Developmental	94	100	111	105	70	99	102	54	74	155	106	258	119	107	202	229	150	257	320	248	303	145	171	310	210	193
	Lower Division	2,746	2,374	2,084	1,844	2,017	1,730	2,127	2,328	2,052	2,327	2,288	2,422	2,312	2,051	1,976	1,638	2,515	2,662	2,603	2,716	1,984	1,927	1,826	1,905	1,880	1,734
	Upper Division	0	0	0	75	24	141	312	114	89	117	177	24	60	42	96	111	120	52	0	0	36	48	12	71	0	1
	Graduate	0	0	0	0	33	12	99	138	70	84	56	5	36	66	111	120	18	30	21	0	0	0	0	0	0	0
	Professional	0	0	0	0	0	0	0	0	0	5	6	23	39	5	0	70	106	0	150	61	83	95	211	59	297	99
KOC Total		2,840	2,474	2,195	2,024	2,144	1,982	2,640	2,634	2,285	2,688	2,633	2,732	2,566	2,271	2,385	2,168	2,909	3,001	3,094	3,025	2,406	2,215	2,220	2,345	2,387	2,027
KPC	Developmental	1,158	1,074	715	645	221	295	274	490	504	525	569	400	563	483	654	502	493	559	633	592	480	532	610	564	649	757
	Lower Division	8,765	8,963	7,449	7,249	7,158	7,478	6,822	7,829	8,293	8,103	7,617	7,574	7,770	6,858	7,165	6,114	7,050	7,864	7,660	8,307	7,877	8,032	8,637	8,515	9,113	10,987
	Upper Division	0	0	0	0	183	324	534	643	1,059	1,060	902	1,097	982	1,290	1,066	1,064	923	996	631	413	373	592	492	414	280	429
	Graduate	0	0	0	0	0	124	425	120	0	179	81	162	63	36	9	10	6	21	15	183	0	0	0	0	0	0
	Professional	0	0	0	0	0	0	0	0	0	180	178	195	159	129	133	253	130	273	335	194	228	121	144	74	95	97
KPC Total		9,923	10,037	8,164	7,894	7,562	8,221	8,055	9,082	9,856	10,047	9,347	9,428	9,537	8,796	9,027	7,943	8,602	9,713	9,274	9,689	8,958	9,277	9,883	9,567	10,137	12,270
MSC	Developmental	246	288	222	267	329	300	628	783	643	489	546	462	485	399	551	624	590	669	741	714	679	979	998	949	872	1,160
	Lower Division	6,200	6,355	5,979	5,762	6,810	6,649	6,754	7,634	9,030	8,269	8,491	8,450	7,758	7,627	6,861	7,489	7,636	7,813	9,058	10,052	9,031	9,171	8,917	9,108	9,500	10,551
	Upper Division	0	0	0	132	363	453	619	478	917	579	878	762	727	641	730	459	517	857	373	434	389	429	408	404	327	560
	Graduate	0	0	0	12	54	18	341	427	0	0	3	0	0	0	0	3	0	0	0	735	0	0	0	0	0	0
	Professional	0	0	0	0	0	0	0	0	0	138	103	100	27	23	147	278	359	275	273	135	0	0	0	0	0	0
MSC Total		6,446	6,643	6,201	6,173	7,556	7,420	8,342	9,322	10,590	9,475	10,021	9,774	8,997	8,690	8,289	8,853	9,102	9,614	10,445	12,070	10,099	10,579	10,323	10,461	10,699	12,271
PWSCC	Developmental	103	92	110	78	89	109	133	86	805	728	579	402	333	302	291	231	312	217	277	329	266	278	256	151	134	133
	Lower Division	1,957	1,711	1,722	1,479	1,549	1,784	1,868	1,570	1,918	2,199	2,745	3,069	3,556	3,757	4,110	3,734	3,401	3,492	4,344	3,985	4,006	3,560	4,155	3,626	3,508	3,942
	Upper Division	0	0	0	0	0	0	0	0	73	72	90	95	98	176	83	139	155	67	33	37	60	27	24	5	3	0
	Graduate	0	0	0	0	0	66	0	0	0	0	0	0	0	0	0	0	0	0	0	329	0	0	0	0	0	0
	Professional	0	0	0	0	0	0	0	0	0	0	0	59	0	129	0	0	31	16	55	65	56	47	20	27	51	113
PWSCC Total		2,060	1,803	1,832	1,557	1,638	1,959	2,001	1,656	2,796	2,999	3,414	3,625	3,987	4,364	4,484	4,104	3,899	3,792	4,709	4,745	4,388	3,912	4,455	3,809	3,696	4,188
Grand Total		112,052	121,168	119,172	114,977	119,757	123,925	131,859	139,909	147,880	140,815	140,024	133,806	131,261	126,171	128,705	127,222	128,295	132,267	140,521	149,401	150,742	153,280	156,508	155,985	158,224	166,040

Table A-10

Developmental Education Student Headcount by UAA Campus and Fall Semester

Sum of Number of students	Fall Semester																					
Campus Code	1988	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
Anchorage	1,413	1,400	1,583	1,432	1,077	1,158	1,034	961	1,015	949	1,176	1,269	1,201	1,166	1,178	1,171	1,202	1,140	1,155	1,443	1,472	1,736
KOC	25	34	50	22	26	51	34	87	47	43	62	72	46	70	69	49	61	45	35	114	76	72
KPC	97	126	143	229	188	165	176	131	183	151	182	147	167	170	197	186	153	171	188	202	229	263
MSC	107	105	201	251	221	175	189	165	171	141	156	173	158	185	218	208	199	254	254	323	301	407
PWSCC	31	33	44	33	766	755	555	531	441	349	378	234	305	207	661	430	318	314	341	138	101	139
Grand Total	1,673	1,698	2,021	1,967	2,278	2,304	1,988	1,875	1,857	1,633	1,954	1,895	1,877	1,798	2,323	2,044	1,933	1,924	1,973	2,220	2,179	2,617

Table A-11

Non-credit Activity Contact Hours by UAA Campus and Fall Semester

Sum of Contact Hours		Fall Semester			
Campus Code	Type	1983	1984	1985	1986
KOC	ABE	5,550	13,478	8,258	21,267
	CE	800	0	0	0
	Other	7,775	9,776	3,008	6,177
KPC	ABE	2,003	3,885	5,700	3,840
	CE	152	0	0	0
	Other	9,261	7,005	3,216	2,040
MSC	ABE	675	825	297	357
	CE	0	0	0	0
	Other	6,185	57,248	13,908	4,152
PWSCC	ABE	12,761	12,693	13,049	12,335
	CE	0	0	0	0
	Other	69,822	19,079	3,861	3,873
UA,A	ABE	0	0	0	0
	CE	13,655	15,340	35,604	10,780
	Other	270	18,270	31,149	3,210
ACC	ABE	323,670	339,810	264,420	281,535
	CE	7,425	5,355	9,030	16,095
	Other	77,820	90,705	75,090	51,300
Grand Total		537,824	593,469	466,590	416,961

Table A-12

Non-Credit Activity Student Headcount by UAA Campus and Fall Semester

Sum of Number of students	Fall Semester																				
Campus Code	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
Anchorage	2,249	1,989	2,383	1,854	1,803	1,534	2,258	1,847	2,340	1,278	1,062	976	546	462	486	227	427	513	374	182	164
KOC	186	186	397	362	382	415	243	215	140	146	75	88	152	99	216	86	81	108	120	105	105
KPC	271	226	264	285	306	320	390	320	256	334	261	296	289	276	219	277	261	331	372	343	331
MSC	191	188	182	117	135	129	128	85	88	49	49	111	74	75	161	81	107	61	73	349	425
PWSCC	184	217	159	419	346	214	209	148	166	180	176	191	544	284	260	317	266	298	477	743	845
Grand Total	3,081	2,806	3,385	3,037	2,972	2,612	3,228	2,615	2,990	1,987	1,623	1,662	1,605	1,196	1,342	988	1,142	1,311	1,416	1,722	1,870

Table A-13

FT vs. PT Student Attendance by Fall Semester (All UAA Campuses)

Sum of Number of students	Fall Semester																									
Attendance Type	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
Part-time	12,498	12,985	11,688	11,682	12,130	11,985	13,064	13,046	13,781	13,512	12,726	12,477	12,558	11,898	13,196	12,553	12,365	11,980	13,356	12,991	12,006	12,646	12,393	12,207	12,435	12,690
Full-time	4,264	4,720	4,874	4,621	5,169	5,318	5,638	6,155	6,508	6,397	6,470	6,280	6,116	5,929	5,809	5,725	5,782	6,337	6,651	7,083	7,462	7,267	7,528	7,468	7,961	8,536
Grand Total	16,762	17,705	16,562	16,303	17,299	17,303	18,702	19,201	20,289	19,909	19,196	18,757	18,674	17,827	19,005	18,278	18,147	18,317	20,007	20,074	19,468	19,913	19,921	19,675	20,396	21,226

Table A-14

Student Ethnicity by UAA Campus and Fall Semester

Sum of Number of students		Fall Semester																					
Campus Code	Ethnicity	1985	1986	1987	1989	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
Anchorage	Asian	344	351	423	390	572	564	565	545	543	552	604	654	661	723	801	799	922	1,027	1,105	1,170	1,250	1,424
	Black	680	614	656	617	938	853	764	678	706	697	711	606	573	576	588	614	631	646	661	637	656	656
	Hispanic	268	266	264	311	473	422	417	468	481	480	512	481	518	520	626	628	625	663	712	762	774	491
	Native/Indian	535	517	550	662	864	862	949	903	909	840	941	992	949	1,033	1,114	1,210	1,286	1,316	1,394	1,372	1,434	1,759
	White	9,962	9,708	9,788	10,855	12,115	10,993	10,699	10,003	10,035	9,589	10,242	9,882	9,623	9,420	9,932	10,306	10,075	10,526	10,377	10,583	10,450	10,576
Anchorage Total		11,789	11,456	11,681	12,835	14,962	13,694	13,394	12,597	12,674	12,158	13,010	12,615	12,324	12,272	13,061	13,557	13,539	14,178	14,249	14,524	14,564	14,906
KOC	Asian	12	9	25	31	28	31	43	59	63	52	42	47	43	50	52	57	40	47	55	62	46	42
	Black	6	7	6	7	2	6	3	6	7	6	10	8	17	15	15	3	4	10	6	5	8	8
	Hispanic	12	5	4	9	18	17	20	33	27	21	28	25	33	34	33	25	28	20	23	24	21	24
	Native/Indian	67	38	55	38	44	81	40	45	34	42	50	54	67	79	78	82	72	69	64	53	64	67
	White	497	461	473	531	559	620	578	670	621	542	501	491	540	541	596	500	440	375	384	367	399	339
KOC Total		594	520	563	616	651	755	684	813	752	663	631	625	700	719	774	667	584	521	532	511	538	480
KPC	Asian	10	4	7	8	23	23	17	23	17	21	28	22	20	21	30	27	25	36	27	30	52	48
	Black	3	4	4	3	11	7	8	4	9	6	7	1	5	9	8	8	8	15	17	11	13	31
	Hispanic	13	12	11	16	26	37	23	27	43	56	48	36	35	36	47	42	37	32	46	39	30	48
	Native/Indian	48	36	25	75	64	83	59	81	72	75	55	54	71	86	91	109	119	129	107	112	128	194
	White	1,248	1,110	942	1,472	1,597	1,695	1,494	1,546	1,532	1,388	1,413	1,300	1,345	1,472	1,535	1,501	1,371	1,361	1,304	1,216	1,289	1,483
KPC Total		1,322	1,166	989	1,574	1,721	1,845	1,601	1,681	1,673	1,546	1,551	1,413	1,476	1,624	1,711	1,687	1,560	1,573	1,501	1,408	1,512	1,804
MSC	Asian	6	3	5	5	7	11	14	14	10	16	15	12	11	21	23	31	33	26	28	43	52	51
	Black	12	9	8	14	13	17	17	12	15	11	15	12	12	12	19	21	20	29	24	27	23	31
	Hispanic	13	10	9	16	29	30	24	20	29	32	20	20	16	38	40	30	33	35	40	44	42	39
	Native/Indian	53	23	30	49	55	62	87	96	76	62	75	66	58	71	93	106	75	92	101	97	122	154
	White	1,127	969	968	1,263	1,354	1,221	1,227	1,164	1,092	1,120	1,040	1,138	1,176	1,234	1,402	1,473	1,254	1,305	1,289	1,211	1,257	1,249
MSC Total		1,211	1,014	1,020	1,347	1,458	1,341	1,369	1,306	1,222	1,241	1,165	1,248	1,273	1,376	1,577	1,661	1,415	1,487	1,482	1,422	1,496	1,524
PWSCC	Asian	5	10	16	9	23	18	21	13	27	34	34	18	27	30	40	37	45	52	52	39	31	22
	Black	7	1	1	2	8	5	8	11	9	6	9	5	7	5	6	4	11	9	9	11	12	15
	Hispanic	5	5	3	10	14	15	21	21	23	15	18	19	19	24	32	28	20	28	28	33	24	21
	Native/Indian	31	47	36	58	118	83	109	109	122	124	204	163	162	203	371	310	278	308	312	168	180	185
	White	350	414	265	378	883	974	889	986	964	1,118	1,314	1,150	1,074	1,026	1,490	1,101	1,043	876	1,035	825	758	849
PWSCC Total		398	477	321	457	1,046	1,095	1,048	1,140	1,145	1,297	1,579	1,355	1,289	1,288	1,939	1,480	1,397	1,273	1,436	1,076	1,005	1,092
Grand Total		15,314	14,633	14,574	16,829	19,838	18,730	18,096	17,537	17,466	16,905	17,936	17,256	17,062	17,279	19,062	19,052	18,495	19,032	19,200	18,941	19,115	19,806

Table A-15

Student Gender by UAA Campus and Fall Semester

Sum of Number of students		Fall Semester																					
Campus Code	Gender	1985	1986	1987	1989	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
Anchorage	Female	8,327	7,644	7,144	7,764	8,789	8,277	7,975	7,753	7,765	7,590	8,364	7,984	7,779	7,840	8,377	8,764	8,771	9,094	9,130	9,339	9,335	9,332
	Male	6,075	5,595	5,257	5,440	6,561	5,753	5,752	5,245	5,267	5,019	5,195	5,164	5,078	4,978	5,267	5,456	5,450	5,832	5,853	5,911	6,024	6,330
Anchorage Total		14,402	13,239	12,401	13,204	15,350	14,030	13,727	12,998	13,032	12,609	13,559	13,148	12,857	12,818	13,644	14,220	14,221	14,926	14,983	15,250	15,359	15,662
KOC	Female	451	377	427	387	474	484	460	544	511	446	451	476	493	516	580	501	447	386	397	407	395	359
	Male	246	226	244	244	181	276	229	279	248	235	214	201	264	270	255	216	178	175	163	133	164	154
KOC Total		697	603	671	631	655	760	689	823	759	681	665	677	757	786	835	717	625	561	560	540	559	513
KPC	Female	1,064	885	868	1,030	1,159	1,261	1,125	1,186	1,152	1,096	1,093	957	1,003	1,047	1,139	1,177	1,044	1,027	1,007	921	995	1,155
	Male	521	485	518	578	589	611	515	548	578	493	526	496	556	645	631	588	586	611	659	659	704	828
KPC Total		1,585	1,370	1,386	1,608	1,748	1,872	1,640	1,734	1,730	1,589	1,619	1,453	1,559	1,692	1,770	1,765	1,630	1,638	1,666	1,580	1,699	1,983
MSC	Female	796	670	709	954	1,046	982	983	914	865	882	868	1,012	1,046	1,088	1,136	1,160	960	1,046	1,056	985	1,059	1,157
	Male	459	367	384	407	461	400	413	419	391	403	368	436	469	506	548	623	518	526	521	550	577	625
MSC Total		1,255	1,037	1,093	1,361	1,507	1,382	1,396	1,333	1,256	1,285	1,236	1,448	1,515	1,594	1,684	1,783	1,478	1,572	1,577	1,535	1,636	1,782
PWSCC	Female	370	378	324	317	468	579	639	635	750	826	971	764	729	711	1,041	789	753	698	762	613	495	551
	Male	156	169	152	176	769	641	749	842	864	837	955	788	730	716	1,033	800	761	680	831	611	648	735
PWSCC Total		526	547	476	493	1,237	1,220	1,388	1,477	1,614	1,663	1,926	1,552	1,459	1,427	2,074	1,589	1,514	1,378	1,593	1,224	1,143	1,286
Grand Total		18,465	16,796	16,027	17,297	20,497	19,264	18,840	18,365	18,391	17,827	19,005	18,278	18,147	18,317	20,007	20,074	19,468	20,075	20,379	20,129	20,396	21,226

Appendix B – Terms and Definitions

Academic year (AY) – the three-term, 12-month period beginning with Summer term and ending with Spring term (e.g., AY87 is Summer 1986, Fall 1986, and Spring 1987)

Anchorage Community College (ACC) – prior to the 1987 higher education merger in Alaska, the largest post-secondary education institution in the state based on credit hours and headcount; missions were merged into the new UAA following the merger; one of five MAUs led by a chancellor in the University of Alaska Statewide System of Higher Education prior to the merger

Anchorage Senior College (ASC) – university site in Anchorage offering upper division and graduate courses in 1970; combined with ACC in 1970, creating UA,A

Associate of Applied Science (AAS) degree – two-year technical degree offered in a variety of disciplines at most UA campuses

Associate of Arts (AA) degree – two-year transfer degree offered at all UA campuses

Board of Regents (BOR) –an 11-member board, appointed by the governor and approved by the legislature, to govern the University of Alaska Statewide System of Higher Education; ten of the regents serve eight-year staggered terms while the one student regent is appointed and serves a two-year term; responsible for appointing the president, and reviewing and approving educational policies, degree programs, campus development and expansion, and budget requests

Chancellor – CEO at each of the three MAUs in the University of Alaska Statewide System of Higher Education (e.g., UAA chancellor)

Division of Community Colleges, Rural Education, and Extension (CCREE) – one of five MAUs led by a chancellor in the University of Alaska Statewide System of Higher Education prior to the 1987 merger; included all community colleges and rural education sites with the exception of ACC

Fiscal year (FY) – the university fiscal year runs from July 1 to June 30 of the following year with the following year used as the number (e.g., FY83 is July 1, 1982 to June 30, 1983)

General fund (GF) – monies received from the general operating fund of the state and used to finance the general operations of the university

Kenai Peninsula College (KPC) – a UAA community campus in Soldotna, AK; known before the 1987 merger as Kenai Peninsula Community College (KPCC)

Kodiak College (KOC) – a UAA community campus in Kodiak, AK; known before the 1987 merger as Kodiak Community College (KOCC)

Major administrative unit (MAU) – the highest level organization accredited within the University of Alaska Statewide System of Higher Education; currently includes UAA, UAF, and UAS (excludes PWSCC)

Matanuska-Susitna College (MSC) – a UAA community campus in Palmer, AK; known before the 1987 merger as Matanuska-Susitna Community College (MSCC)

Non-general fund (NGF) – monies received from sources other than the general operating fund of the state and used to finance specific and general operations of the university

President – CEO of the University of Alaska Statewide System of Higher Education

Prince William Sound Community College (PWSCC) – separately accredited community college aligned under UAA in Valdez, AK

Provost – chief academic officer at each of the three MAUs in the University of Alaska Statewide System of Higher Education; also known as the vice chancellor of academic affairs at UAA

"The merger" – the 1987 restructuring of the University of Alaska Statewide System of Higher Education

University of Alaska (UA) – public statewide university system offices led by the UA president; also referred to as the University of Alaska Statewide System of Higher Education

University of Alaska Anchorage (UAA) – the largest of three MAUs—in terms of credits hours and headcount—in the University of Alaska Statewide System of Higher Education; located in Anchorage, AK; prior to the merger, known as University of Alaska, Anchorage (UA,A)

University of Alaska Fairbanks (UAF) – the only doctoral-granting MAU in the University of Alaska Statewide System of Higher Education; located in Fairbanks, AK; prior to the merger, known as University of Alaska, Fairbanks (UA,F)

University of Alaska Southeast (UAS) – the smallest of three MAUs—in terms of credit hours and headcount—in the University of Alaska Statewide System of Higher Education; located in Juneau, AK; prior to the merger, known as University of Alaska, Juneau (UA,J)