
The Changing Agenda

For the last two decades, ever since the Carnegie Foundation for the Advancement of Teaching (1977) declared general education to be a “disaster area,” the nation’s colleges and universities have made a steady effort to revitalize their core curricula, investing the undergraduate experience with a greater sense of purpose, rigor, and clarity. For example, the American Council on Education reports that roughly 80 to 90 percent of their member institutions reviewed and/or revised their undergraduate curricula during the 1980s. AAC&U’s own projects have assisted nearly 1,000 institutions in reforming their general education programs, and our conferences and institutes continue to draw large numbers of participants from institutions of all kinds.

Of course, not everyone has acknowledged these widespread and continuing efforts to improve the undergraduate curriculum. For instance, a widely-publicized report from the National Association of Scholars (1996) lamented that fifty leading colleges and universities have seen a dissolution of rigorous general education programs, with a decline in requirements to study the liberal arts, mathematics, science, and foreign languages. However, while the NAS has shown interest in the quality of general education, their report can only be described as misleading. To survey a few dozen elite institutions is hardly to demonstrate a larger trend, and the report misses the recent shift in general education toward developing student capacities and intellectual skills across the curriculum. In fact, AAC&U has worked with hundreds of schools (including every kind of institution, large and small, public and private, secular and religious, research university and community college) that are actively seeking to build stronger core curricula.

Signs of progress can be seen in a variety of areas, including campus task forces on general education, assessment projects on the core curriculum, and a range of related curricular and faculty development initiatives. While these efforts have, admittedly, been uneven, the overall picture clearly indicates a number of promising contemporary trends, including:

- Renewed emphasis on the liberal arts and sciences subject matter, extending into professional and pre-professional programs
- Attention to fundamental intellectual skills, such as writing, speaking, critical thinking, quantitative reasoning, computing, and foreign language proficiency

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- Higher standards and strengthened core programs that are required of all students, regardless of their academic major or intended career
 - Interest in interdisciplinary study and the integration of knowledge gained in various parts of the curriculum
 - Commitment to the study of diversity in the U.S., incorporating new scholarship on race, gender, sexuality, class, age, and other aspects of identity
 - Expansion of global studies programs, as well as the incorporation of international themes into existing general education programs
 - Interest in the moral and ethical dimensions of each field of study
 - Recognition that the freshman year amounts to a critical transition, and the creation of special courses and new support systems to promote greater academic success
 - Attention to the senior year, when students increasingly are expected to pull together strands of learning and demonstrate their abilities to apply their knowledge
 - Extension of general education into advanced study and throughout all four years of college
 - Heightened interest in active, experiential, technological, and collaborative methods of learning
 - New approaches to the assessment of learning outcomes, and greater use of the results to improve courses and programs
 - Administrative support for faculty members to collaborate in their curricular planning, course development, and teaching of core courses

In short, and contrary to the impression left by some attacks on higher education, the undergraduate curriculum at large numbers of institutions has improved greatly over the past two decades. For those who would contribute to this progress, it is important to understand both the breadth and the complexity of this work. Since this current revival of general education began, conditions in higher education have changed considerably, in part because of the revival itself. As a result, would-be curriculum reformers today must employ very different strategies from their counterparts fifteen to twenty years ago. Not that previous approaches were wrong, but new developments and new campus dynamics pose new opportunities and constraints.

This paper provides a brief survey of emerging trends in general education reform. It serves as a road map, if you will, a guide to recent efforts to improve the undergradu-

ate curriculum. It aims to help readers understand the range of priorities that now comprise the reform agenda, as well as to understand the ways in which those priorities have changed over the past twenty years. The goal is not to advocate a particular strategy for change but, rather, to give campus leaders conceptual tools that they can use in analyzing their own curricula and in working to improve their own undergraduate programs.

A description of ten key themes in general education reform, with particular attention to the most recent ideas and trends, provides the means for revitalizing curricula.

1. The Major

Twenty years ago, in the wake of the Carnegie Foundation report on general education, most campus task forces made the strategic decision to bracket off any concerns over the quality of the academic major, leaving this topic untouched by reform efforts. Rather, they decided to concentrate their time, attention, and energy—and that of their colleagues—on general education. At that point, to rethink the entirety of the undergraduate curriculum seemed an impossible task, and just to revitalize general education seemed difficult enough. Further, reformers believed that by improving general education, the largest academic program on most campuses, they could have a significant impact upon the overall quality of baccalaureate education.

Moreover, another strategic consideration entered into the decision to leave the major off the reform agenda. Because faculty tend to be most invested in their own disciplines and departments, any review of the major might have seemed threatening, possibly leading them to derail the entire review process. Thus, it seemed prudent to assure the faculty that majors would not be questioned and that their autonomy would be honored.

More recently, however, the major has come to be examined along with the general education program. One reason is that the majors have grown, gradually nibbling away at the size and moral authority of general education. It has become clear that if the centrifugal forces of disciplinary majors are not confronted, they will present real constraints on the ability to strengthen the core. Thus, for example, many institutions have chosen to limit the number of hours that a major may include.

Another reason for rethinking the major has to do with the academy's commitment to the very purposes of general education. College faculties engage in an elaborate process of determining the most important knowledge and skills for students to learn, and they assign the task of promoting these goals to the roughly one-third of the curriculum that is general education. If these goals are deemed to be so important, shouldn't they become the responsibility of the entire community, including departmental majors?

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If writing or quantitative reasoning, for example, are essential, why are they confined to a freshman course—and then ignored? To be mastered, these abilities must be reinforced and refined throughout the undergraduate curriculum.

In sum, today's campus leaders must attend not merely to the coherence of the general education program but also to the interrelation of general education and the majors. As Ernest Boyer (1987) put it, "Rather than divide the undergraduate experience into separate camps—general versus specialized education—the curriculum of a college of quality will bring the two together."

2. Beyond Content

When the revival of interest in general education began, attention focused almost exclusively on content, that is, on what students knew (or, more frequently, what they didn't know). Notable critics of the curriculum, such as William Bennett (1984), Lynne Cheney (1989), Ernest Boyer and Arthur Levine (1981), Alan Bloom (1987), and E.D. Hirsch, Jr. (1987), debated the relative importance of various sorts of knowledge, to the point that content crowded out other aspects of the educational process. Little attention was given to the teacher and strategies for teaching, the student and different paths to learning, or to the learning environment itself, which can support or constrain teaching and learning.

In recent years, considerable research on the undergraduate experience has emerged, and this research has led to various new approaches to the curriculum. For example, Astin (1994) demonstrated that involvement—referring to factors such as academic relationships with peers, informal relationships with faculty, and time spent in studying—is key to student learning. Thus, there has been considerable interest in various sorts of learning communities, which have proven effective in fostering academic achievement, satisfaction with college, and high retention and graduation rates (Matthews, et. al. 1997). Likewise, research supports the effectiveness of active learning approaches, such as experiential and service learning, internships, collaborative group projects, and case studies (Chickering and Gamson 1991; Froh and Hawkes 1996).

Today, it would be irresponsible for a campus committee to concentrate on *what* is to be learned to the exclusion of *how* it is to be learned. Thus, many institutions have developed curricular schemes that not only specify content but that also involve active and collaborative approaches to learning or that include built-in experiential components. For example, Portland State University assigns each first-year student to an interdisciplinary learning community that emphasizes the development of skills and collec-

tive responsibility for learning, and it requires seniors to participate in another learning community that focuses on analyzing and seeking solutions to urban problems. And St. Francis College (PA) has added a ten-hour service learning component to its required Introduction to Religion course, a change that has succeeded both in enlivening the course and in connecting its content to real world problems.

3. Diversity

In a 1990 survey, 226 academic administrators, all of them based at institutions that were making changes in their general education programs, were asked what would be the most important agendas on their campuses in the coming decade (Gaff 1991). The top two responses were global and domestic diversity. Nearly ten years later, the intense and ongoing interest in diversity confirms the predictions of those administrators.

AAC&U itself has been extremely active in helping colleges and universities both to incorporate diversity-related themes into their educational programs and to create inclusive campus communities. Through its initiative American Commitments: Diversity, Democracy, and Liberal Learning, the Association addresses fundamental questions about higher education in a diverse society and provides resources to institutions willing to address them. A recent project description (1996) states the central issues:

What distinguishes AAC&U's leadership on diversity is our conviction that democracy cannot fulfill its aspirations without acknowledging diversity and that diversity finds a moral compass in democratic values and principles. Diversity does not result in the fragmentation of people participating equally in a democracy. Higher education, we believe, can nurture Americans' commitment and capacity to create a society in which democratic aspirations become democratic justice and diversity proves a means of forging a deeper unity.

Although this agenda transcends the topic of general education reform, much of it plays out in the core curriculum. For example, American Commitments has, to date, engaged ninety-two institutions in a network to support the development of faculty and courses, held leadership institutes for twenty-five campus teams to develop institution-wide plans, assisted ninety campuses to engage in dialogues with their communities about racial reconciliation, and operated a large clearinghouse of information about diversity and learning, which can be accessed through a special site on the World Wide Web (<http://www.inform.umd.edu/diversityweb>). This effort is part of a larger campus diversity initiative, supported by the Ford Foundation, that involves a total of 275 institutions. And countless other institutions have worked to incorporate diversity-related

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themes into their general education programs. Quite simply, it would now be unrealistic for curriculum designers to neglect topics such as race, ethnicity, religion, class, and gender in new designs for general education.

4. Technology

It has long been recognized that college graduates will be at a disadvantage if they are unable to use state-of-the-art technology in their jobs, and computer literacy has been a staple of general education for much of the last two decades. However, the standards of computer literacy have been ratcheted up considerably over this period. During the late 1970s, the term referred to a general familiarity with hardware, a rudimentary competence in a programming language, some ability to use spreadsheets and word processing programs, and some awareness of ethical issues regarding computers. Today this definition seems quaint, and the bar of competence has been raised. Indeed, computer literacy now refers to the ability to utilize the computer and other technology as meaningful tools for analysis and study.

James Farmer, writing in the *Handbook of the Undergraduate Curriculum* (1997), offers a more precise definition of computer literacy. Now college students should: a) be able to access information sources found on the Internet and be familiar with Web browsers, search engines, and sources of information related to their own fields; b) understand indexing and searching well enough to find needed information in all types of media and on all topics; c) be able to use word processing, spread sheets, database management systems, and presentation software; and d) make effective use of this software to communicate with others. Knowledge of hardware now seems less important, and the proliferation of programs has made knowledge of programming language unnecessary for the average person.

Ironically, the biggest obstacle (apart from the expense) to meeting these challenges has to do not with instructing students but with bringing faculty members up to speed, so that they can incorporate computer applications into their courses and assignments. Faculty development for technological sophistication is, as many institutions are discovering, an ongoing concern. In this rapidly changing area, students often are the teachers of the faculty.

On the other hand, the explosion of information makes it essential for faculty to help students evaluate sources, question the validity of claims, and make connections among diverse data sets. Although the technology is new, the perennial task of education, making meaning and assessing truthfulness and utility of assertions, remains.

5. Efficiency and Effectiveness

The initial motivation to improve general education stemmed from a concern about educational quality: It appeared that students were not learning to think clearly, communicate well, or solve problems. But in recent years, the shape of general education reform has been influenced also by the financial pressure that has come to bear upon most colleges and universities. The recession of the early 1990s gave way to a slow growth economy, demands for government downsizing, and competition for public funds for tax relief and other social purposes, such as health care, entitlements, and prisons. Public colleges and universities have been faced with a barrage of budget cuts, and private institutions have found their budgets negatively impacted by the spiraling growth of student aid. In other words, the need to operate efficiently has joined the need to operate effectively.

In the past, these two purposes were seen as antithetical. Reformers assumed that in order to improve the quality of general education, they would have to secure new resources, which they would use to add faculty, develop new programs, and increase course offerings. Conversely, they assumed that any cutbacks in resources would have a negative effect on general education: They would have to cut sections of required courses and replace full-time with part-time faculty. However, these assumptions have begun to give way to new ideas about the relationship between effectiveness and efficiency.

Several things need to be said about efficiency in general education. First, the loose distribution system—still the most prevalent form—is more expensive than other kinds of general education programs, more so than a true core curriculum having more predictable and uniform course enrollments or one with fewer courses targeted to high priority student learning goals. Second, the effort to make a more coherent course of study, guided by widely shared educational goals, is both effective and efficient. It is effective in that it focuses the curriculum on what the faculty has determined to be the most important learning goals. It is efficient in that it gets the faculty to address the same or related goals across the curriculum.

Furthermore, recent research has documented the value of certain components of general education programs. Learning communities (Matthews, et al. 1997), freshman seminars (Fidler and Hunter 1989), and comprehensive diversity programs (Smith, et al. 1997), for example, have been shown to produce greater student achievement and retention, suggesting that such strategies yield not only good education and student success, and they cost less to produce a degree. They exemplify the intersections of effectiveness and efficiency.

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Ann Ferren and Rick Slavings (forthcoming) have developed a set of questions that can be used to analyze general education practices and to identify budget reallocations. Such questions include, for example: *What if the university reduced its new freshman attrition rate? What if it salvaged at-risk students? What if it increased the success of students in "killer courses" (those with high failure rates)? What if it reduced its failure rate in upper division courses? What if it reduced the number of discretionary courses (those that meet no program requirement or course prerequisite) or the frequency with which they are offered?* Using the data for Radford University, they developed models representing the potential financial benefits. Then, Ferren, Radford's chief academic officer, reallocated dollars to critical points of educational leverage. By investing in a more intensive freshman year program, she was able to increase the retention rate from freshman to sophomore year, which translates into better education as well as lower cost to degree. Similarly, she added tutors for students enrolled in courses with high failure rates, and found a lower failure rate, which not only amounted to better education but also saved money, since it reduced the need for repeating courses or for more costly remediation. These are examples of intersections of educational effectiveness and efficiency that can be achieved by carefully crafted general education practices. In the current climate, higher education needs to search for more such intersections.

6. Implementation

Over the last twenty years, institutions have learned that implementation strategies are a weak link in efforts to improve general education. Typically, campuses make considerable up-front investments in task forces or review committees. Members are sometimes given release time, supported to attend conferences and workshops to learn about curricular issues and trends, and given reading materials to study. Often, retreats bring people together to discuss issues, consultants are hired to help develop a curriculum design, and faculty groups work to fashion a freshman seminar or interdisciplinary core course, for example.

As Kanter and her colleagues (1996) demonstrate, too often such resources dry up after faculty approve a proposal for reform. As successful curriculum reformers have discovered, significant curricular change requires substantial investment in ongoing faculty and course development. A survey of institutions (Gaff 1991) making various changes in their curricula revealed that those making a greater investment in faculty development reported a greater increase in the quality of education, more curricular coherence, more active learning, a stronger sense of community, a sharper institutional identity, and,

above all, more faculty renewal. Without such support for change, existing courses simply appear under a different rubric, old wine in a new bottle. Unless an institution can see its way clear to make such a commitment to ongoing development, it would be well advised not to consider a major change in general education.

7. Administration

If general education consists solely of distribution requirements, meant to expose students to a range of knowledge and ways of knowing, then administering the program becomes a fairly simple task: It simply requires a registrar to ensure that students complete their graduation requirements. But if general education is designed to achieve certain purposes, such as acquiring writing proficiency or developing understanding of other peoples, then someone needs to oversee the programs designed to help students achieve those goals.

A variety of new administrative positions have appeared on the organizational charts of colleges and universities: directors or coordinators of writing, oral communications, academic computing, intercultural studies, freshman seminars, and senior seminars. Most are part-time positions, filled by faculty members who continue to teach at a reduced load. Typically, the job involves such tasks as recruiting colleagues to teach in the program, providing orientation for students and professional development for faculty, preparing written materials that describe the program, trouble-shooting, responding to student complaints, conducting assessments, and generally looking after the welfare of the program.

If a general education program is designed to be coherent, then an administrative structure must be in place to actively foster coherence. This is not something that magically happens by itself. Hundreds of institutions have created the position, often part-time, of coordinator, director, or dean of general education, or they have assigned an assistant dean or associate provost to be primarily responsible for the whole of the general education program. These appointees act as primary advocates for general education and ensure that operational programs function as much as possible in the ways they were intended. Often, they are assisted by an institution-wide general education committee composed of faculty representatives and, frequently, include students.

Not surprisingly, these campus leaders often seek out their counterparts on other campuses for support. This has led to the creation of several new professional organizations. For example, the Conference of Writing Program Administrators provides various professional development opportunities; the Freshman and Senior Experience Network

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holds national and regional conferences to showcase campus programs and discuss problems and strategies; and the Council for the Administration of General and Liberal Studies manages a network of program directors. Today, as campus leaders make proposals for improving general education, plans for the administration of the program must be included.

8. Assessment

When this revival of general education began, assessment was commonly assumed to be a valuable practice, but few reformers thought of it as an absolutely necessary activity. Over the past twenty years, though, a great deal has been learned about the intricacies and importance of assessment, and it has become a key part of the reform agenda. For example, the American Association of Higher Education now holds an annual conference on assessment that usually attracts over 1,000 practitioners; Jossey-Bass publishes an *Assessment Newsletter* containing state-of-the-art principles and practices; and a host of studies, instruments, and campus assessment offices have emerged.

Today, proposals for curriculum change must include plans for assessment. It has become axiomatic that the faculty as a whole must develop a sense of ownership of the assessment effort, as well as of the curriculum, and must use the results to improve the general education program.

In fact, assessment has become a condition for accreditation required by all of the regional accrediting bodies and by many of the specialized accrediting groups. López (1998) studied reports of accreditation teams that visited 130 institutions and identified four elements in documenting the implementation of an assessment plan: 1) explicit objectives for student learning, 2) evidence of how assessment information was collected and evaluated, 3) documentation of how the results of that interpretation was disseminated, and 4) evidence of changes made in the educational program as a result of the evaluative analysis. López states, "The quality of a general education program is, I believe, what a faculty values and is willing to be accountable for" (p. 43).

9. Combining Change Initiatives

Most campuses have become fertile grounds for rethinking the undergraduate curriculum and for experimenting with a variety of new approaches to general education. Too often, however, these efforts are isolated from one another. Campus visitors find, for example, that groups working on writing across the curriculum, moral and ethical educa-

tion, global studies, and problem-based approaches to calculus instruction have little or nothing to do with each other. However, the agendas of each of these initiatives can be furthered by connecting the pieces, combining forces, and working together.

Indeed, leaders of various curriculum change initiatives that may seem to be unrelated can derive a powerful synergy by sharing experiences and working together for organizational change. Writing about efforts to infuse cultural pluralism throughout the curriculum, Betty Schmitz (1992, p. 81) points to “the importance of capitalizing on the knowledge and experience of those in writing programs, faculty development programs, area studies, women’s studies, and American ethnic studies.”

In connecting the effort to improve general education with other change initiatives, it is especially helpful for faculty leaders to work closely with academic administrators, since they may have very different perspectives and understandings of institutional priorities and resources. In fact, this is one of the times when faculty members and administrators must put aside their customary suspicions of each other and work together to devise a process that is most likely to result in broad areas of agreement supporting a stronger curriculum.

10. Convergence of Two Movements for Change

While reformers have been working to improve general education, another set of proposed reforms—involving accountability, fiscal responsibility, and prudent management—has been traveling a separate but parallel track. These tracks often converge, however, and occasionally they collide. For example, when the Florida legislature discovered wide variations in the practices of institutions in the state system, it responded by mandating that general education include no more than thirty-six credit hours and that a baccalaureate degree include no more than 120 credit hours. The legislature reasoned that if one institution could provide an undergraduate education within these parameters, then every school ought to be able to do so. In practice, however, the legislative mandate posed a significant limitation for many curricular reformers who had designed general education programs requiring a larger number of credit hours. In this instance, one engine of reform crashed into the other. However, it may be possible to couple these two engines, in order to achieve higher quality education at a lower cost.

These two reform agendas have been driven by two different sets of leaders. On campuses, the *improvement* agenda has been led by academic administrators and faculty members, and off campus it has been aided by educational associations and foundations. The *accountability* agenda has been led by presidents, chief financial officers, planners,

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and assessment experts on campus, supported off campus by groups such as state coordinating boards, governors' offices, legislative staffs, and corporate leaders. Experts in the improvement effort have little standing with leaders of the accountability effort, and vice versa.

To achieve their purposes, each group needs to enlist the leaders of the other. Their interdependence has to do with an accident of academic history. Authority over the instructional program was, for most of its history, held by church leaders, boards of trustees, presidents, and administrators. After decades of conflict, however, this authority was ceded to college faculty. Professional authority replaced bureaucratic authority in matters concerning the curriculum and in judging the qualifications of faculty. But the faculty was never charged with managing the instructional program efficiently. Now, the faculty *has authority but lacks accountability*. The administration, on the other hand, *has accountability but lacks authority over the curriculum*. Indeed, the faculty is jealous of its hard-won authority and has learned to keep administrators from “meddling” in the curriculum.

In order to develop programs that are both effective and sustainable in a climate of scarce resources—and to avoid draconian measures sometimes imposed by external authorities to conserve resources—it will be necessary for leading actors from each of these separate movements to work together. General education in particular and the curriculum in general must be both effective and economical; changes must be supported both by the faculty and by those with control over resources. Reformers would do well to keep in mind three crucial goals:

- presidents and other key administrators must recognize the centrality of educational programs and once again become *educational leaders*, not just managers, fund raisers, or external spokespersons.
- faculty must develop an *institutional perspective*, acquire expertise in institutional functioning, make institutional service an honorable activity, and support administrators in making hard decisions about academic change.
- general education must be recognized as *the central and largest academic program*, worthy of the time and attention of senior and full-time faculty.

Conclusion

As this essay has shown, ideas about general education that once were on the cutting edge have been replaced by newer ideas, and the passage of time has changed the dynamics of what had seemed relatively fixed. Academics, however sophisticated they may have been in the past about general and liberal education, must read, study, and together think through issues of general education on a continuous basis if they are to remain current and provide effective leadership for this central and largest academic program.

Today, we are still pursuing the charge given to the academy by the 1985 report, *Integrity in the College Curriculum*, issued by this Association, namely “. . . to revive the responsibility of the faculty as a whole for the curriculum as a whole” (p. 9). Some of the faculty do take responsibility for portions of the curriculum, primarily departmental faculty for their major programs of study. But departmental loyalties often interfere with the ability to provide policy and administrative oversight for the general education curriculum, and institutional incentives are too often insufficient to overcome the obstacles to change.

Although general education is no longer the “hot button” issue that it was during the late 1970s and 1980s, it remains a continuing concern. In the last few months alone, I have visited three campuses that have just begun to revise their general education programs (in each case, for the first time in about thirty years). And I visited a campus that has just graduated its first class under a distinctive new core curriculum. Meanwhile, two academic administrators, former colleagues of mine, sent copies of general education proposals just passed by the faculty at their institutions. Two others called to ask for advice: Their two-year schools had been given four-year status, and they were looking for names of consultants who could help them to devise new general education programs. Clearly, general education remains a priority for many academic leaders.

In the final analysis, responsibility rests with the faculty to assure that the general education program is strong, that it reflects the best of contemporary thinking, and that it meets the particular educational goals of the institution. And it is incumbent on administrators to fashion incentives that encourage and support faculty in this effort. We know that when faculty members and administrators work together, they can conduct a meaningful review of the undergraduate program and, where necessary, make the changes needed for a rigorous and engaging core curriculum.

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