

**NCHEMS**

The Rationale and Feasibility of an  
Integrated Learning System for  
Richmond-Wayne County, Indiana

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## TABLE OF CONTENTS

|  | Page |
|--|------|
| Project Methodology.....   | 1    |
| Perspective and Focus.....   | 1    |
| Observations and Findings.....   | 4    |
| Changing Population.....   | 4    |
| Continuing population loss .....   | 4    |
| Variations in population change within Wayne County .....  | 5    |
| Projected slow growth.....   | 5    |
| Aging population .....   | 5    |
| Out-migration.....   | 6    |
| Disparities in Income and Social Conditions.....   | 6    |
| Richmond/Wayne County Economy .....  | 8    |
| Under-Educated Workforce .....   | 13   |
| Education attainment .....   | 13   |
| Adult literacy .....   | 16   |
| Significant Gaps in K-12 Preparation for Higher Education and for Entering<br>the Workforce .....                        | 18   |
| Graduation rates .....   | 18   |
| Percent of 10 <sup>th</sup> grade students passing the General Qualifying Exam Math and<br>Language Arts Standards ..... | 19   |
| Core 40 diplomas .....   | 20   |
| Mixed performance on SATs.....   | 21   |
| Significant differences in performance that are highly correlated with<br>socioeconomic status .....                     | 22   |
| Impressions of current reforms .....   | 23   |

|   | Page |
|---|------|
| High Level of Participation in Higher Education .....                                 | 24   |
| Where Do Wayne County Students Attend College? .....                                  | 27   |
| First-time full-time freshman .....   | 28   |
| Part-time lower-division students .....   | 29   |
| Part-time upper-division students .....   | 30   |
| Part-time graduate students.....  | 31   |
| Impact of High Participation and Low Preparation .....                                | 31   |
| Higher Education’s Engagement in School Reform.....                                   | 33   |
| Perspectives of Employers .....   | 34   |
| Common themes .....   | 34   |
| Health care professionals .....   | 36   |
| An Integrated Learning System: Vision versus Reality.....                             | 37   |
| Community College of Indiana and the Agreement on Regional Campus<br>Development..... | 43   |
| Conclusions and recommendations.....  | 47   |
| Recommendations.....  | 47   |
| List of Interviewees.....   | 53   |

## LIST OF FIGURES

|   | Page |
|---|------|
| Figure 1. Population Change, 1990 to 2000 .....   | 4    |
| Figure 2. Projected Population Change, 2000 to 2020 .....   | 5    |
| Figure 3. Change in Population Distribution by Age Cohorts, 1990 to 2000 (Percent of Population in Each Age Cohort) .....                         | 6    |
| Figure 4. Rates of Natural Increase (Births and Deaths) and Net Migration, 1990-1999 .....  | 6    |
| Figure 5. Poverty Estimates, 1997 .....   | 7    |
| Figure 6. Changes in Employment by Industry, Indiana, 1989 to 1999 .....  | 9    |
| Figure 7. Changes in Employment by Industry, Wayne County, 1989 to 1999 .....   | 9    |
| Figure 8. Private Employment by Industry, Wayne County and Indiana, 1999 .....  | 10   |
| Figure 9. Unemployment Rates .....  | 11   |
| Figure 10. Education Attainment Persons 25 Years and Over, Indiana, Wayne County and Region, 1990 (Percent) .....                                 | 13   |
| Figure 11. Percent of Population 25 and Over with Only High School Diploma or Equivalent, Indiana and Comparison States, 1990 and 2000 .....      | 14   |
| Figure 12. Percent of Population 25 and Over with Some College But Less Than Associate Degree, Indiana and Comparison States, 1990 and 2000 ..... | 15   |
| Figure 13. Percent of Population 25 and Over with Bachelor's Degree, Indiana and Comparison States, 1990 and 2000 .....                           | 15   |
| Figure 14. Estimated Percentage of Population at Two Lowest Levels of Literacy, Indiana, Wayne County and Region .....                            | 16   |
| Figure 15. Enrollments in Adult Education and Literary Programs, 2000 .....   | 17   |
| Figure 16. Graduation Rates for Public Schools in Wayne County, 1997-98 to 2000-2001 (Percent) .....  | 18   |
| Figure 17. Percent Grade 10 Passing GQE Math Standard .....   | 19   |
| Figure 18. Percent Grade 10 Passing GQE Language Arts Standard .....  | 20   |
| Figure 19. Percent of Graduates with Core 40 Diplomas .....   | 20   |

|  |    |
|--|----|
| Figure 20. SAT Scores and Percent of 12 <sup>th</sup> Graders Taking SAT, High Schools in Wayne County .....                   | 21 |
| Figure 21. Differences in Socioeconomic Conditions within Wayne County .....   | 22 |
| Figure 22. College Going Rates for High Schools in Wayne County, 1997-98 to 1999-2000 (Percent) .....                          | 24 |
| Figure 23. First-Time Full-Time Freshmen as Percent of High School Graduates, Wayne County and Region, Fall 1999 .....         | 25 |
| Figure 24. First-Time Full-Time Freshman as Proportion of Population Age 18, Wayne County and Region, 1999.....                | 26 |
| Figure 25. Part-Time Lower-Division Enrollment as Proportion of Population Age 25-44, Wayne County and Region, Fall 1999 ..... | 27 |
| Figure 26. Institutions Attended by 30 or More First-Time Full-Time Freshman from Wayne County, Fall 1999.....                 | 28 |
| Figure 27. Institutions Attended by Part-Time Lower-Division Students, Wayne County, Fall 1999.....                            | 29 |
| Figure 28. Institutions Attended by Part-Time Upper-Division Students from Wayne County, 1999.....                             | 30 |
| Figure 29. Institutions Attended by Part-Time Graduate Students from Wayne County, 1999.....                                   | 31 |
| Figure 30. Persistence to the Second Year by Cohort Status, 2000 Cohort, Indiana University East .....                         | 32 |

The Richmond-Wayne County Chamber of Commerce engaged the National Center for Higher Education Management Systems (NCHEMS) to provide assistance in completing the second phase of the Chamber's project on "Demand-Driven Postsecondary Education." This document presents the results of this work.

## **Project Methodology**

The Chamber requested that NCHEMS:

- Analyze the implications for postsecondary education demand of current and potential developments in the region's economy, drawing on the information from the first project phase prepared by Graham S. Toft of the Indiana Economic Development Council, Inc.
- Examine the gaps between current and potential future demand for postsecondary education services and the current and projected provision of postsecondary education in the Richmond-Wayne County area.
- Identify alternatives for meeting the needs of students/learners, employers and the community through effective and efficient use of existing resources (e.g., Indiana University East, Ivy Tech State College – Richmond/Connersville, Earlham College, the developing Community College of Indiana, and other providers).
- Identify barriers (policy, financing, regulation, and governing structures) to developing and sustaining an integrated learning system for Richmond/Wayne County.
- Develop policy alternatives and strategies for overcoming these barriers.

In undertaking the project, the Chamber asked NCHEMS to give particular attention to:

- Both the short-term immediate needs of employers as well as the broader educational issues to be addressed to goals envisioned in Scenario 3 (Leapfrog) by the Indiana Economic Development Council report (e.g., the importance of quality of life and a strong K-12 system and for recruiting and retaining employees).
- Practical policy alternatives that will move Richmond-Wayne County toward the goal of an integrated learning system in a manner that is consistent with the unique structure, policies and traditions of higher education in Indiana.

## **Perspective and Focus**

This report reflects several key perspectives:

- **Focus on clients.** This report starts from the perspective of the needs of Wayne County's population and economy (e.g., employers) – and not necessarily the needs of the educational institutions. The future of the institutions is important to Wayne county, but each has a mission beyond serving Wayne county: for example, Region 9, in the case of ITSC

Richmond/Connersville, and seven Indiana counties and two Ohio counties, in the case of IU East. The basic questions addressed by the study were:

- What are the education and training needs of Wayne County’s population (youth and adults) and employers?
  - How well are these needs being met and by which providers?
  - What changes in services, modes of delivery, and policy are necessary to achieve a better match between needs and services?
- **Recognition of how institutions outside the region serve Richmond/Wayne County.** The institutions located in Wayne County (primarily IU East, Purdue Statewide Technology, Ivy Tech State College Richmond/Connersville and Earlham) provide most of higher education services to the County’s population and employers. An advantage of the links with statewide institutions such as ITSC, Indiana University and Purdue University is that Wayne County can draw on these networks to meet its local and regional needs. However, the students, employers and other clients make use of a wide range of other institutions in the region (e.g., Ball State), across Indiana, in Ohio, and – at least potentially – from throughout the world through distance learning. The county’s population and employers need to have access to the best available educational services – which may or may not be obtained through local educational capacity.
  - **Focus on Wayne County in a comparative perspective.** The Toft report focused on – and consolidated demographic and economic data for – seven counties: Fayette, Franklin, Henry, Randolph, Rush, Union and Wayne. These counties include the primary market of the public institutions and are also within Wayne county’s commuting patterns. Because there are significant differences among these counties, this report separates the data and places Wayne county in a comparative perspective in relationship to the neighboring counties and the State of Indiana.<sup>1</sup>
  - **Focus primarily on postsecondary education and training but from a “K-16” (early child hood through higher education) and lifelong learning perspective.** NCHEMS concentrated primarily on the demand and supply of postsecondary education services for Richmond/Wayne County. In this respect, it was beyond the scope of this study to explore in depth the issues and current initiatives related to reform of elementary and secondary education in the county. Nevertheless, as the findings and observations underscore, *preparation for postsecondary education and for entering the workforce* developed as a major concern and therefore the study examined K-12 reform in the County to the extent that it relates to these concerns. Higher education plays important roles in K-12 reform through education of teachers, setting high expectations for academic achievement, and providing services and support for students and schools.

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<sup>1</sup> Some data, especially related to the labor market, are available only at the level of the Workforce Development Region 9, which includes Fayette, Franklin, Rush, Union and Wayne Counties.

- **Emphasis on preparation for both further education and entering the workforce.** Some students graduating from high school will enter the workforce immediately upon graduation and not go on to postsecondary education – at least not immediately. Graduates should also recognize that many careers with excellent opportunities and earnings do not require a baccalaureate degree.<sup>2</sup> Nevertheless, essentially all jobs in which one can earn a livable wage will require competence in math, language arts/reading, and “workplace skills.”<sup>3</sup> NCHEMS believes that the goal should be that *all* students graduating from secondary education in Wayne County have the level of preparation necessary for “college-level work” – meaning the State of Indiana’s Core 40 curriculum and, at a minimum, passing the state General Qualifying Exam standards in Math and Language Arts. Increasingly, these will be the *minimum* requirements for earning a livable wage and, above all, for continuing advancement, quality of life, civic participation and lifelong learning.
- **Emphasis on *all* Wayne County and not only Richmond.** While Richmond is clearly dominant in terms of size and economy in the County, important differences in needs and culture across the County require carefully designed, differentiated services and solutions. Throughout this report NCHEMS compares Wayne County with the immediate surrounding counties and the State of Indiana. As will be evident, there are important differences between Wayne County and the other counties in this region.

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<sup>2</sup> See Charles R. Warren, Pathways to Livable Wage Jobs, Building Ladders for Success, and Region 9 Career Clusters and Focus Occupations. <http://www.ladders4success.org/research/pathways.htm>

<sup>3</sup> See “Skills in Demand” in Wayne County in December 2001 through the Customer Self-Service System for Job Seekers, *INEWS*, Indiana’s New Economy Workforce Statistics.

## Observations and Findings

In Phase One of the Project, Graham S. Toft analyzed the demography, economy, and changing labor market in the seven county Wayne County Whitewater region. Toft pointed out that the region compared to Indiana:

- Experienced slower growth in the 1990s (1.4% compared to 6.4% for Indiana from 1990-1998).
- Had fewer young people, more older workers, a high percentage of its population 65 and older, and a less racially diverse population

NCHEMS analyzed available data further, including the 2000 Census, focusing more specifically on the implications for the demand for education services in Richmond/Wayne County (RWC). Wayne County was compared to the State of Indiana and, when possible, the surrounding counties of Fayette, Franklin, Henry, Randolph, and Union. Several points summarized below underscore that Richmond/Wayne County faces more severe challenges than the State of Indiana as a whole.

### Changing Population

#### *Continuing population loss*

Wayne County lost 1.2% of its population between 1990 and 2000, compared to a 9.7% growth for Indiana. Wayne was the only county, except Fayette, in the immediate region to lose population in the decade. Franklin County's growth reflects its proximity to the Greater Cincinnati metropolitan area.

**Figure 1. Population Change, 1990 to 2000**

|              | Census 2000   |           | Census 1990   |           | Change      | Percent Change | Rank in % Change |
|--------------|---------------|-----------|---------------|-----------|-------------|----------------|------------------|
|              | Total         | Rank      | Total         | Rank      |             |                |                  |
| Indiana      | 6,080,485     | N/A       | 5,544,159     | N/A       | 536,326     | 9.7            | N/A              |
| Fayette      | 25,588        | 62        | 26,015        | 55        | -427        | -1.6           | 91               |
| Franklin     | 22,151        | 67        | 19,580        | 68        | 2,571       | 13.1           | 25               |
| Henry        | 48,508        | 27        | 48,139        | 25        | 369         | 0.8            | 78               |
| Randolph     | 27,401        | 57        | 27,148        | 54        | 253         | 0.9            | 76               |
| Rush         | 18,261        | 76        | 18,129        | 75        | 132         | 0.7            | 79               |
| Union        | 7,349         | 91        | 6,976         | 91        | 373         | 5.3            | 60               |
| <b>Wayne</b> | <b>71,097</b> | <b>22</b> | <b>71,951</b> | <b>20</b> | <b>-854</b> | <b>-1.2</b>    | <b>89</b>        |

Source: U.S. Census Bureau

Wayne County’s trend in population loss is not a recent phenomenon. The population increased significantly during the 1940s as workers migrated to the county to work in World War II related industries and continued to increase in the following two decade. In the following two decades (1970s and 1980s) population loss was even more pronounced than in the decade of the 1990s.

***Variations in population change within Wayne County***

Richmond (Wayne Township) lost 2.2% of its population compared to a loss of 1.2% for Wayne County as a whole in the decade of the 1990s. Through the last half of the 20<sup>th</sup> century, the population of different townships has ebbed and flowed as the economy has changed and as the population from Richmond has moved to other townships – especially to Center Township in the decade of the 1960s and afterward.

***Projected slow growth***

The population of Wayne County is projected to grow more slowly (4.4%) than the state as a whole (6.6%) in the next 20 years. Other neighboring counties are also projected to grow slowly with the exceptions of faster growth in Franklin County and essentially no growth in Union County.

**Figure 2. Projected Population Change, 2000 to 2020**

|              | 2000<br>Census | Projections |           |           |           | Percent<br>Change |
|--------------|----------------|-------------|-----------|-----------|-----------|-------------------|
|              |                | 2005        | 2010      | 2015      | 2020      |                   |
| Indiana      | 6,080,485      | 6,215,296   | 6,318,404 | 6,404,070 | 6,481,489 | 6.6               |
| Fayette      | 25,588         | 26,469      | 26,568    | 26,650    | 26,724    | 4.4               |
| Franklin     | 22,151         | 23,537      | 24,111    | 24,588    | 25,019    | 12.9              |
| Henry        | 48,508         | 49,846      | 50,134    | 50,373    | 50,589    | 4.3               |
| Randolph     | 27,401         | 28,160      | 28,360    | 28,526    | 28,676    | 4.7               |
| Rush         | 18,261         | 18,845      | 19,023    | 19,172    | 19,306    | 5.7               |
| Union        | 7,349          | 7,304       | 7,314     | 7,322     | 7,329     | -0.3              |
| <b>Wayne</b> | <b>71,097</b>  | 73,179      | 73,584    | 73,920    | 74,224    | <b>4.4</b>        |

Source: U.S. Census Bureau and Indiana Business Research Center, Indiana University Kelley School of Business 1998 Preliminary Series – Indiana County Population Projections.  
<http://www.iupui.edu/it/ibrc/Population/>

***Aging population***

The median age of Wayne County’s population is higher than Indiana’s median age, and the median age increased to 37.7 years in 2000. The most significant percentage losses were in the school (age 18 and younger) and traditional college age (age 18-24) cohorts and in the younger workforce (age 25-44). At the same time, Wayne County gained population in the older age groups, especially in the older working age (age 45 to 64) population.

**Figure 3. Change in Population Distribution by Age Cohorts, 1990 to 2000  
(Percent of Population in Each Age Cohort)**

|              | <18         |             | 18-24       |            | 25-44       |             | 45-64       |             | 65+         |             |
|--------------|-------------|-------------|-------------|------------|-------------|-------------|-------------|-------------|-------------|-------------|
|              | 1990        | 2000        | 1990        | 2000       | 1990        | 2000        | 1990        | 2000        | 1990        | 2000        |
| Indiana      | 26.3        | 25.9        | 10.9        | 10.1       | 31.3        | 29.5        | 19.0        | 22.1        | 12.6        | 12.4        |
| Fayette      | 26.5        | 24.3        | 9.3         | 8.6        | 29.0        | 27.1        | 20.6        | 24.5        | 14.5        | 15.5        |
| Franklin     | 29.6        | 28.1        | 9.0         | 7.6        | 29.8        | 29.2        | 19.2        | 22.6        | 12.4        | 12.5        |
| Randolph     | 25.9        | 25.2        | 8.9         | 7.9        | 28.5        | 27.3        | 21.3        | 23.8        | 15.4        | 15.8        |
| Rush         | 27.9        | 26.7        | 9.2         | 7.5        | 28.8        | 28.9        | 19.4        | 22.2        | 14.7        | 14.8        |
| <b>Wayne</b> | <b>25.2</b> | <b>24.2</b> | <b>10.2</b> | <b>9.2</b> | <b>28.7</b> | <b>27.5</b> | <b>20.8</b> | <b>23.4</b> | <b>15.1</b> | <b>15.7</b> |

Source: U.S. Census Bureau

As result of these changes, Wayne County has a smaller proportion of its population compared to Indiana as a whole in the age groups that create demand for educational services and a significantly higher percentage of its population age 65 and over (15.7% compared to 12.4% for Indiana).

### *Out-migration*

NCHEMS heard repeated concerns about the out-migration of the County's younger population, especially those who are better educated and cannot find higher paying employment within the county. As indicated in Figure 4, a significant proportion of the population change has resulted from out-migration – although these data do not show the ages of those who left the county. The natural increase in the County's population (births minus deaths) from 1990 to 1999 was only 2.0% compared to 5.4% for the State of Indiana. Net domestic migration (the number leaving compared to those entering) was -3.1%, compared to Indiana's net increase of 1.5%.

**Figure 4. Rates of Natural Increase (Births and Deaths) and  
Net Migration, 1990-1999**

|              | Natural Increase<br>(Births minus Deaths) | Net Domestic<br>Migration | Net International<br>Migration |
|--------------|---|---------------------------|--------------------------------|
| Indiana      | 5.4%                                      | 1.5%                      | 0.5%                           |
| Fayette      | 2.7%                                      | -3.2%                     | 0.2%                           |
| Franklin     | 5.6%                                      | 7.4%                      | 0.2%                           |
| Henry        | 1.9%                                      | -1.2%                     | 0.1%                           |
| Randolph     | 2.0%                                      | -1.0%                     | 0.3%                           |
| Rush         | 3.8%                                      | -3.1%                     | 0.1%                           |
| <b>Wayne</b> | <b>2.0%</b>                               | <b>-3.1%</b>              | <b>0.3%</b>                    |

Source: U.S. Census Bureau

## Disparities in Income and Social Conditions

Available data bear out the concerns about increasing income disparities and worsening social and economic concerns for young children and youth in Wayne County. In 1997, Wayne County ranked:

- 7<sup>th</sup> among Indiana counties in persons estimated to be living in poverty with a poverty rate of 13.5 per thousand compared to the rate for Indiana of 9.9.
- 7<sup>th</sup> in persons under 18 estimated to be living in poverty with a rate of 20.2 per thousand compared to the rate for Indiana of 14.8.
- 8<sup>th</sup> among Indiana counties in related children age 5 to 17 in families estimated to be living in poverty with a rate of 18.3 per thousand compared to the rate for Indiana of 13.4.

These conditions are more severe than in any of the surrounding counties.

**Figure 5. Poverty Estimates, 1997**

|              | Persons in Poverty | Rate        | Rank in State | Persons Under Age 18 in Poverty | Rate | Rank in State | Related Children Age 5-17 in Families Living in Poverty | Rate | Rank in State |
|--------------|--------------------|-------------|---------------|---------------------------------|------|---------------|---|------|---------------|
| Indiana      | <b>583,055</b>     | <b>9.9</b>  | —             | <b>228,246</b>                  | 14.8 | —             | <b>144,372</b>  | 13.4 | —             |
| Fayette      | 2,882              | 11.0        | 26            | 1,041                           | 15.3 | 34            | 711   | 14.2 | 31            |
| Franklin     | 1,683              | 7.6         | 70            | 700                             | 11   | 71            | 448   | 9.7  | 74            |
| Henry        | 5,115              | 10.4        | 35            | 1,814                           | 15.4 | 33            | 1,182   | 13.9 | 36            |
| Randolph     | 3,365              | 12.1        | 15            | 1,257                           | 17.9 | 17            | 827   | 16.4 | 18            |
| Rush         | 1,677              | 9.3         | 50            | 598                             | 12.3 | 58            | 432   | 12.4 | 51            |
| <b>Wayne</b> | <b>9,535</b>       | <b>13.5</b> | 8             | <b>3,534</b>                    | 20.2 | 7             | <b>2,268</b>  | 18.3 | 8             |

Source: U.S. Census Bureau

Note: These are estimates and should be used carefully. Specific “confidence intervals” are available at the U.S. Census Bureau web site at: <http://www.census.gov/hhes/www/saipe/stcty/estimate.html>.

The problems are both urban and rural. The City of Richmond has many characteristics of an urban population with increasing juvenile violent crime rates and a high number of teen pregnancies, and significant disparities in academic performance among different school populations (see below on school performance). Several of the other townships have many of the characteristics of rural communities with large pockets of poverty and high teen pregnancy

rates. Although most social and human service programs serve the whole county, connecting those in need with services continues to be a challenge.<sup>4</sup>

### **Richmond/Wayne County Economy**

Toft's analysis, more recent data on employment trends, and NCHEMS' interviews underscore that the Wayne County economy is in transition from the historic emphasis on manufacturing related to the automotive industry to a predominantly low-skill/low wage economy increasingly in service industries. The demand for skilled employees, especially with postsecondary education and training at the associate, bachelors, or master's degree level is limited and highly specialized.

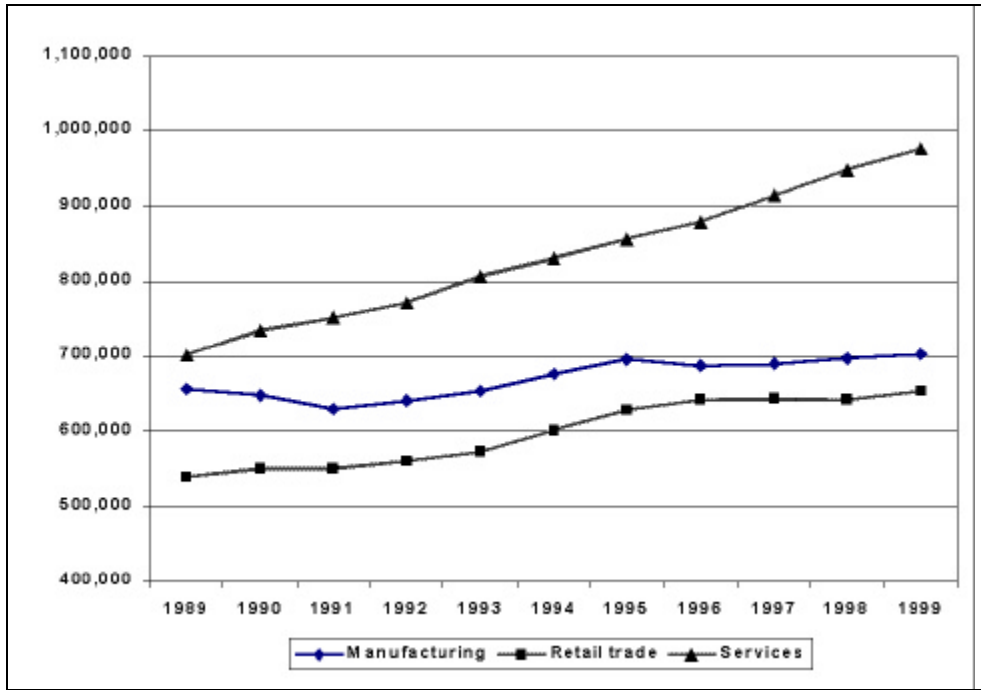
Highlights of the changes are summarized below to underscore the impact on demand for education.

- Over the past decade, the number of manufacturing jobs in Wayne County fluctuated with a drop in mid-decade and then recovery to a level slightly above that in 1989. This contrasted with the slight but steady increase for Indiana. The number of jobs in the service sector in Wayne County increased dramatically in the period, following the statewide – and national – pattern. In Wayne County, the increase was most pronounced in the mid-1990s in the period of decline in manufacturing jobs. Retail sector employment continued to increase throughout the period.

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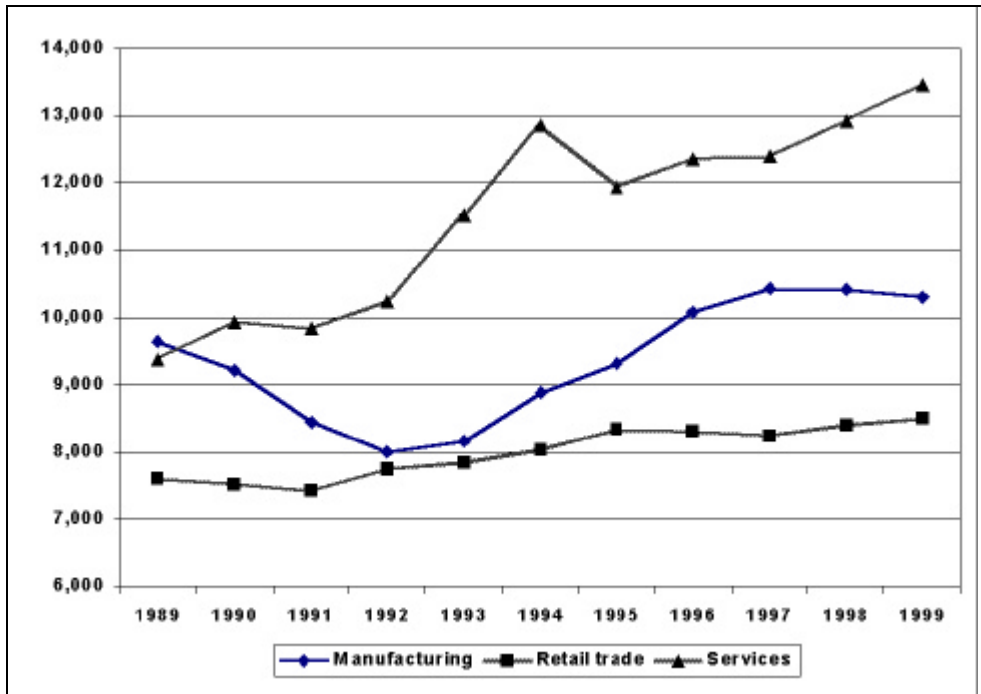
<sup>4</sup>Community in Schools of Wayne County, Indiana, Community Assessment, June 2001.

**Figure 6. Changes in Employment by Industry, Indiana, 1989 to 1999**



Source: <http://www.stats.indiana.edu>

**Figure 7. Changes in Employment by Industry, Wayne County, 1989 to 1999**



Source: <http://www.stats.indiana.edu/index.html>

- By the end of the decade, 54.1% of Wayne County employment (compared to 51.8% for Indiana) was in retail trade and services – sectors with large numbers of low skill/low wage jobs. Wayne County had a larger percentage of employment in manufacturing (25% compared to 22.3% for Indiana), and had lower percentages compared to Indiana in sectors that generally have high numbers of high skill/high wage jobs – finance, insurance, and real estate.

**Figure 8. Private Employment by Industry, Wayne County and Indiana, 1999**

|   | Indiana   |         | Wayne County |         |
|---|-----------|---------|--------------|---------|
|   | Number    | Percent | Number       | Percent |
| Total Private employment                | 3,143,695 | 100.0   | 40,529       | 100.0   |
| Ag. serv., forestry, fishing, and other | 30,447    | 1.0     | *            | *       |
| Mining                                  | 9,431     | 0.3     | *            | *       |
| Construction                            | 212,699   | 6.8     | 2,085        | 5.1     |
| Manufacturing                           | 702,595   | 22.3    | 10,303       | 25.4    |
| Transportation and public utilities     | 173,818   | 5.5     | 1,938        | 4.8     |
| Wholesale trade (SIC 50, 51)            | 154,079   | 4.9     | 1,663        | 4.1     |
| Retail trade                            | 653,326   | 20.8    | 8,487        | 20.9    |
| Finance, insurance, and real estate     | 231,733   | 7.4     | 2,317        | 5.7     |
| Services                                | 975,567   | 31.0    | 13,472       | 33.2    |

\*Less than 0.1%

Source: <http://www.stats.indiana.edu/index.html>

- Toft’s analysis pointed out that the occupations in the dominant industries with the highest projected growth are those requiring lower levels of education and little more than on-the-job training. Examples include the growth in demand for retail sales persons, cashiers, truck drivers, laborers and material movers, and food preparation and service workers, nursing aids, orderlies and attendants.

Toft also noted that economic growth of Wayne County and the surrounding region has lagged behind the economy of the rest of the state and could be more vulnerable as the economy slows. One indicator of this difference is the higher unemployment rates compared to the rest of Indiana. The demand for postsecondary education tends to be higher when unemployment rates are higher because people often return to school if they cannot find jobs.

**Figure 9. Unemployment Rates**

| State and Counties | Annual Average (%) |            |            | September 2001 (%) |
|--------------------|--------------------|------------|------------|--------------------|
|                    | 1998               | 1999       | 2000       |                    |
| <b>Indiana</b>     | <b>3.1</b>         | <b>3.0</b> | <b>3.2</b> | <b>3.9</b>         |
| Fayette            | 5.5                | 5.1        | 6.0        | 9.2                |
| Franklin           | 3.1                | 3.4        | 3.6        | 3.4                |
| Henry              | 4.2                | 4.1        | 4.1        | 4.3                |
| Randolph           | 7.7                | 6.6        | 5.0        | 5.3                |
| Rush               | 2.7                | 2.9        | 2.7        | 3.2                |
| Union              | 3.5                | 3.1        | 3.4        | 3.7                |
| <b>Wayne</b>       | <b>3.9</b>         | <b>3.5</b> | <b>4.0</b> | <b>4.6</b>         |

Source: U.S. Bureau of Labor Statistics, Monthly Labor Force Estimates, STATS Indiana. <http://www.stats.indiana.edu/>

NCHEMS' interviews with employers and other community leaders pointed to other changes in the economy with significant implications for education demand:

- Corporate restructuring and downsizing have resulted in transfer of higher paying executive, managerial, administrative, and professional jobs away from Richmond/Wayne County to out-of-state corporate headquarters and an increase in the number of branch operations with fewer executive and middle management positions. A significant proportion of the younger, better educated, middle-income population – the population that most often is the driving force behind efforts to improve the quality of public education – left the community when the jobs left.
- Manufacturing remains a significant employer in the County and region, but the nature of manufacturing has shifted from companies that used to do *both* design and manufacturing to companies that now do *primarily* manufacturing and *not* design. The result has been a reduced demand for highly educated professionals and an increased bifurcation in the workforce between a few well-educated professionals and executives and a large number of relatively unskilled hourly workers.
- Many of those interviewed pointed to a more subtle impact of these changes on Wayne County education system and quality of life. With the loss of younger professionals and middle-managers, the divisions have become even more pronounced between the “haves” and “have nots.” The gap has grown even wider between the few who recognize the connection between better education and higher income, and a large number whose families have been employed for generations in unskilled manufacturing jobs and who have low expectations about the connections between more education and making a good living. Unfortunately, these attitudes tend to be passed from generation to generation. With the growth in low-skill/low-wage service and retail sector jobs in Richmond/Wayne County, there are few signals from the labor market to change these attitudes.

NCHEMS' observation is that perhaps the most significant barriers to the improvement of education and the quality of the workforce in Wayne County are:

- Continuing ambiguous signals from major employers about priorities for workforce development, and
- A deeply imbedded culture (still perpetuated by some employers) from the previous economy

There is a sharp contrast in the County and region between two kinds of employers:

- Those attempting to compete using low-skilled workers and paying low wages and the region's competitive advantages of low taxes and energy costs rather than by investing in renewal of human resources and advanced technology and competing on the basis of increased productivity and quality. These include not only the growing retail and service sectors but also several large employers who are "hanging on" with practices of an earlier time. The region has seen the failure of more large enterprises in the recent past and others are on the edge of being closed, merged, or consolidated with out-of-state enterprises.
- Several progressive – and generally smaller – enterprises committed to competing at the cutting edge of their industries by investing in human resources and advanced technology. These include, among others:
  - Companies that evolved from historic strengths of the region in machine tool, plastics and electronics related primarily to the automotive industry. The Economic Development Corporation is seeking to build on these historic strengths in attracting new foreign companies to the county
  - Reid Hospital and Health Care and related services
  - A progressive, competitive private utility company, Richmond Power and Light
  - A company building on the region's historic strengths in the music recording industry
  - Several small start-up companies – some benefiting from the Main Street Richmond/Wayne County technology initiative
  - The county's educational institutions

The leadership of these progressive employers are at the forefront of efforts through the Richmond/Wayne County Chamber of Commerce, the Economic Development Corporation of Wayne County, Main Street Richmond/Wayne County, and other initiatives to revitalize the region's economy. All of these initiatives underscore that improving the quality of the public schools (K-12) and the quality of the workforce must be at the core of the region's future. They also recognize, however, that no single strategy or initiative can bring about the necessary changes.

Unfortunately, as several of those we interviewed pointed out, Richmond/Wayne County lacks the advantage of other communities such as Columbus, Indiana, where one or two dominant, progressive employers can drive and give coherence to renewal of the region’s workforce. How to achieve greater coherence and focus without a dominant player is a major challenge facing Richmond/Wayne County.

More specific employer concerns about the current and future education and workforce development needs of Richmond/Wayne County are summarized below.

### **Under-Educated Workforce**

As a consequence of the culture of the region and historic expectations of the region’s employers and the out-migration of the younger, better educated population, Richmond/Wayne County now has an adult population that is under-educated compared to most counties in Indiana and the major competitor states.

#### *Education attainment*

In 1990, Wayne County had a significantly larger percentage (28.7%) of its population with less than a high school education compared to the State of Indiana (24.3%), although this percentage was lower than most of the neighboring counties. Wayne County also had a significantly lower percentage of its population with a college degree (at the associate, bachelor’s or graduate/professional levels) compared to the State of Indiana. In other words, in 1990 a larger percentage of Wayne County’s population compared to Indiana as a whole stopped formal education at the level of high school or below (68.2% for Wayne County compared to 62.5% for Indiana).

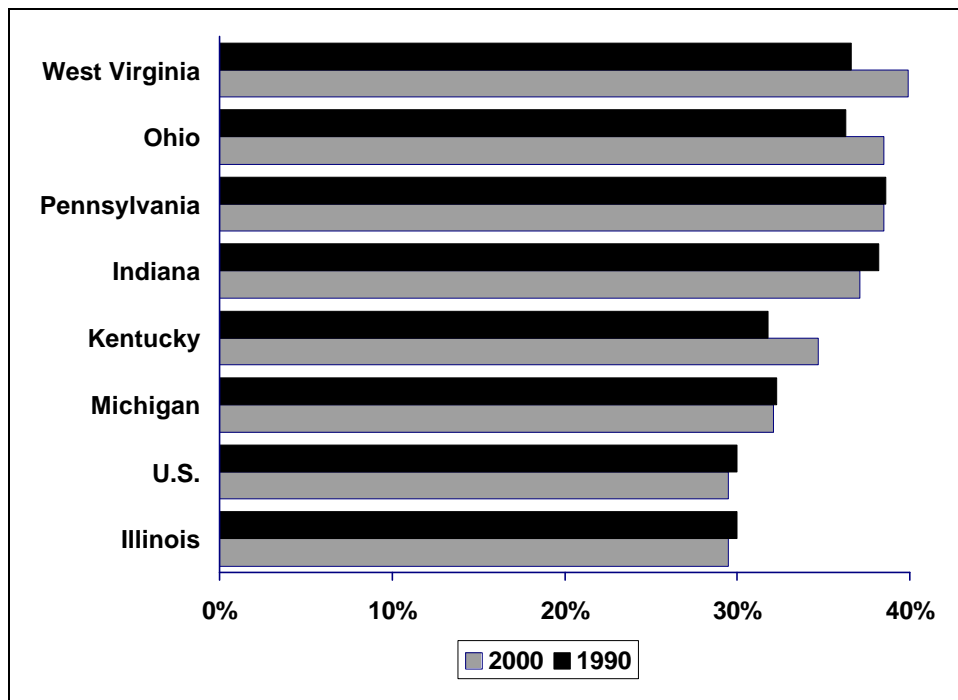
| <b>Figure 10. Education Attainment Persons 25 Years and Over, Indiana, Wayne County and Region, 1990 (Percent)</b> |                      |  |                             |                                |                         |                          |                                 |
|--|----------------------|--|-----------------------------|--------------------------------|-------------------------|--------------------------|---------------------------------|
|  | <b>&lt;9th Grade</b> | <b>9<sup>th</sup>-12th Grade, no Diploma</b> | <b>High School Graduate</b> | <b>Some College, no Degree</b> | <b>Associate Degree</b> | <b>Bachelor’s Degree</b> | <b>Graduate or Prof. Degree</b> |
| <b>Indiana</b>   | <b>8.5</b>           | <b>15.8</b>                                  | <b>38.2</b>                 | <b>16.6</b>                    | <b>5.3</b>              | <b>9.2</b>               | <b>6.4</b>                      |
| Fayette  | 14.8                 | 21.3   | 40.7                        | 11.8                           | 3.3                     | 4.3                      | 3.8                             |
| Franklin   | 15.1                 | 19.6   | 42.3                        | 10.0                           | 4.8                     | 4.7                      | 3.5                             |
| Henry  | 12.1                 | 16.5   | 44.7                        | 13.4                           | 4.1                     | 4.7                      | 4.4                             |
| Randolph   | 8.3                  | 19.8   | 46.8                        | 12.5                           | 4.0                     | 4.0                      | 4.5                             |
| Union  | 12.3                 | 16.4   | 43.5                        | 15.1                           | 4.2                     | 4.5                      | 3.9                             |
| <b>Wayne</b>   | <b>10.0</b>          | <b>18.7</b>                                  | <b>39.5</b>                 | <b>16.1</b>                    | <b>4.2</b>              | <b>6.2</b>               | <b>5.1</b>                      |

Source: U.S. Census Bureau

The education attainment of Wayne County’s population has most likely improved since the 1990 Census but census data on education attainment for all counties will not be available until mid-2002. Nevertheless, the improvements will probably follow the general trends for the State of Indiana as a whole. Indiana made the most significant improvements over the decade of the 1990s in a reduction of the percentage of the population with less than a high school diploma (from 8.5% to 6.0%, a change of 23.1%). The State also had an increase in the percentage of the population with higher education degrees, especially bachelor’s degrees (from 9.2% to 12.3%, an increase of 45.8%). Because of Wayne County’s out-migration of younger, more highly educated population, however, the change in the better-educated population during the decade will likely be slower than for Indiana as a whole.

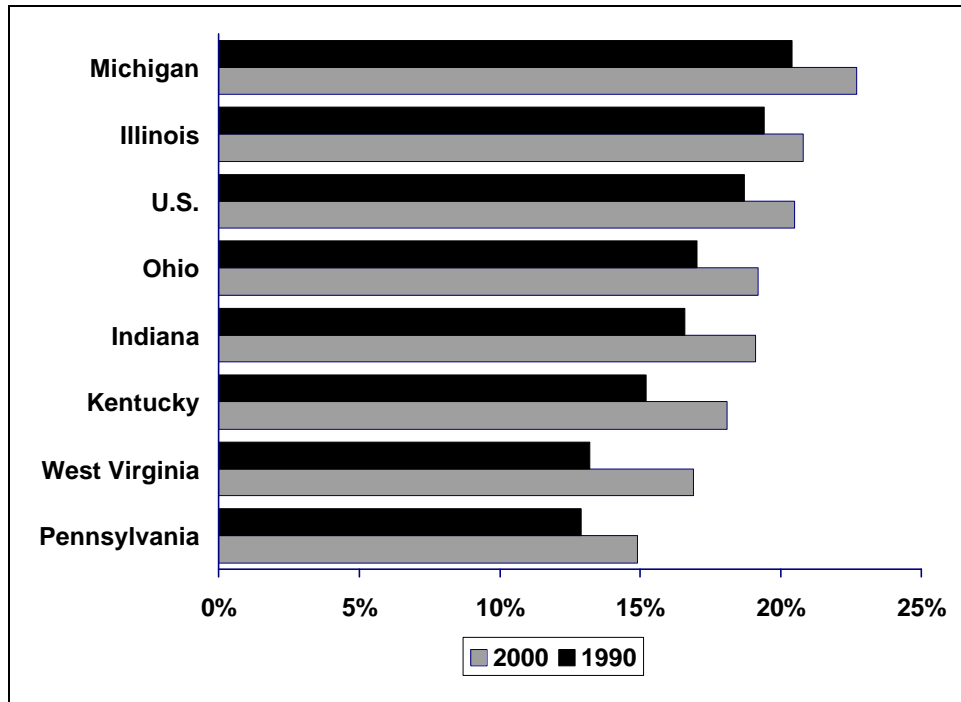
That Wayne County lags behind Indiana as a whole in education attainment is even more significant when Indiana is compared to other states. Despite improvements in the 1990s, Indiana continues to have a significantly higher proportion of its population that stopped formal education at the high school level compared to the U.S. as a whole. This reflects the reality that many jobs in the state continue not to require education beyond high school. Indiana continues to lag behind the U.S. as a whole as well as major competitor states such as Illinois, Michigan, Ohio and Pennsylvania, in the percentage of its population with a bachelor’s degree or above.

**Figure 11. Percent of Population 25 and Over with Only High School Diploma or Equivalent, Indiana and Comparison States, 1990 and 2000**

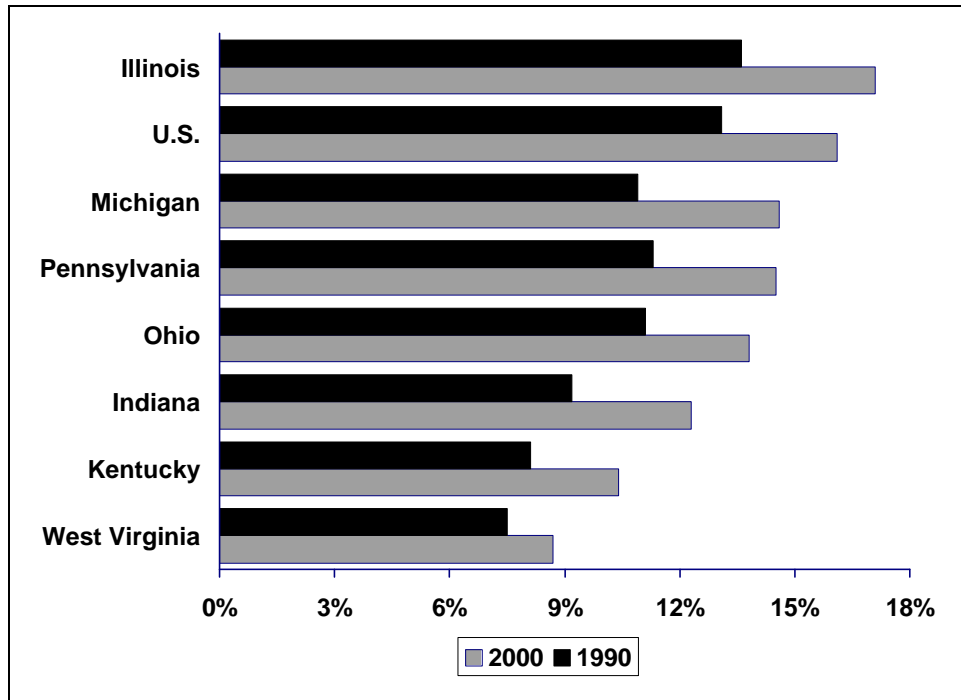


Source: U.S. Census Bureau

**Figure 12. Percent of Population 25 and Over with Some College But Less Than Associate Degree, Indiana and Comparison States, 1990 and 2000**



**Figure 13. Percent of Population 25 and Over with Bachelor's Degree, Indiana and Comparison States, 1990 and 2000**



### **Adult literacy**

The National Adult Literacy Survey (NALS), last conducted in 1992 and to be repeated in late 2002, surveyed adults age 16 and older to determine the levels of literacy in three categories (prose, document, and quantitative). State-level surveys in 11 states (including Indiana) complemented the national survey. In 1996, estimates were made of the level of literacy at the county level using the results of the 1992 NALS and other Census data highly correlated with literacy.<sup>5</sup> The adult population was categorized according to five literacy levels. Levels I and II are the two lowest literacy levels; a person at Level I would be basically functionally illiterate and a person at Level II would understand a newspaper article only with difficulty (with the aid of pictures) and be able to perform only the most basic quantitative tasks.

It was estimated that Wayne County had a higher proportion of its adult at Levels I and II – the two lowest literacy levels – than the State of Indiana as a whole (47% compared to 43% for the State of Indiana), and the literacy level of Richmond’s population was even lower. This level of adult literacy has a major impact on virtually every dimension of the County’s economy and quality of life. Low literacy levels negatively affect early childhood education, the ability of parents to support their children in school, the levels of crime, the health and well-being of the population, and the levels of knowledge and skill of the region’s workforce.

**Figure 14. Estimated Percentage of Population at Two Lowest Levels of Literacy, Indiana, Wayne County and Region**

|                | <b>Estimated Percent of Adult Population at Levels I and II of Literacy</b> | <b>95% Confidence Interval (%)</b> |              |
|----------------|---|------------------------------------|--------------|
| <b>Indiana</b> | <b>43%</b>  | <b>40.9%</b>                       | <b>46.0%</b> |
| Fayette        | 51%   | 47.3%                              | 55.0%        |
| Franklin       | 49%   | 44.2%                              | 52.9%        |
| Henry          | 46%   | 42.4%                              | 49.5%        |
| Randolph       | 45%   | 41.3%                              | 49.1%        |
| Union          | 46%   | 42.6%                              | 49.3%        |
| <b>Wayne</b>   | <b>47%</b>  | <b>44.0%</b>                       | <b>49.5%</b> |
| Richmond City  | 50%   | 47.2%                              | 52.5%        |

Source: Stephen Reder, Synthetic Estimates of Adult Literacy, Portland State University, 1996. These estimates are based on 1990 Census data, the 1992 National Adult Literacy Survey and other data highly correlated with adult literacy. Levels I and II are the lowest of 5 levels of literacy. <http://www.casas.org/lit/litcode/>

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<sup>5</sup> In 1992, nearly 13,600 individuals age 16 and older, randomly selected to represent the adult population in this country, were surveyed in their homes. In addition, about 1,000 randomly selected adults age 16 through 65 were surveyed in each of 11 states that chose to participate in a concurrent State Adult Literacy Survey designed to produce state-level results comparable to the national data (California, Illinois, Indiana, Iowa, Louisiana, New Jersey, New York, Ohio, Pennsylvania, Texas, and Washington; Florida also participated in the state study, but its survey was conducted later).

In interviews with employers and education officials in the County, NCHEMS heard strong praise for the work of the FIND Center, the adult education unit of the Richmond Community Schools Corporation and the designated adult education center for Wayne Township. The FIND Center is responsible for the school corporation’s alternative high school. The Center also provides the full range of adult education and literacy services (e.g., adult basic education adult secondary education credit, GED testing, ESL, etc.) supported by the State of Indiana and federal programs under Title II, of the Workforce Investment Act (WIA) and the Adult Education and Family Literacy Act. The center not only provides students who are not succeeding in high school an alternative means to earn a high school diploma but also serves a significant number of adults seeking a GED and further education. The WorkOne Workforce “One Stop” Center for the WIA Region 9 (Dearborn, Decatur, Fayette, Franklin, Jefferson, Ohio, Ripley, Rush, Switzerland, Union and Wayne Counties) is located in Richmond and also is an important source of adult education and workforce training services.

Communities in Western Wayne County are served by either the Whitewater Technical Career Center in Connersville (Fayette County). or a center in New Castle (Henry County). The FIND Center serving Wayne Township (Richmond) enrolled 2,610 adults in 2000, 1,978 of whom were in adult basic education. The Connersville and New Castle sites enrolled smaller numbers only a portion of whom were from Western Wayne County.

**Figure 15. Enrollments in Adult Education and Literary Programs, 2000**

|                        | <b>Total ABE*</b><br><b>Enrolled</b> | <b>Total ASC**</b><br><b>Enrolled</b> | <b>Outreach</b><br><b>Enrolled</b> | <b>Grand Total</b><br><b>Enrolled</b> |
|------------------------|--------------------------------------|---------------------------------------|------------------------------------|---------------------------------------|
| Fayette (Connersville) | 335                                  |                                       |                                    | 335                                   |
| New Castle             | 815                                  | 129                                   |                                    | 944                                   |
| Wayne Township         | 828                                  | 470                                   | 33                                 | 1,331                                 |
| <b>Total</b>           | <b>1978</b>                          | <b>599</b>                            | <b>33</b>                          | <b>2,610</b>                          |

\*Adult basic education

\*\*Adult secondary credit

Source: Indiana Department of Education, Division of Adult Education

<http://ideanet.doe.state.in.us/adulted/welcome.html>

Despite the obviously good work of the FIND Center and others addressing the adult literacy issue in Wayne County, our sense from interviews is that the demand from adults – especially adults in the workplace – for upgrading their knowledge and skills is significantly less than the underlying needs. This may reflect the reality of an aging workforce for whom the possibility of earning increased wages as a result of further education is not realistic. It may also reflect low employer expectations for the level of knowledge and skills of their employees – at least the hourly workers.

## Significant Gaps in K-12 Preparation for Higher Education and for Entering the Workforce

An analysis of data on public school performance within Wayne County reveals serious problems in preparation for higher education and for entering the workforce. The problems are most pronounced in Richmond, but the smaller school corporations in the County also have problems. All schools are implementing the state requirements for standards, assessment, school improvement and accountability enacted in PL 211-1999 and related statutes. The annual performance reports show that most schools have made progress over the past three years, although major challenges remain. The following is a review of key indicators in those performance reports that are relevant to preparation.

### *Graduation rates*

Large numbers of students drop out of Richmond High School before graduating. In 2000-2001, Richmond High School had a graduation rate of 83% compared to the average of 90% for Indiana. In contrast to Richmond High School, the graduation rates at the high schools in the smaller school corporations were close to or above the state average.

**Figure 16. Graduation Rates for Public Schools in Wayne County, 1997-98 to 2000-2001 (Percent)**

|                                | <b>1997-98</b> | <b>1998-99</b> | <b>1999-2000</b> | <b>2000-01</b> |
|--------------------------------|----------------|----------------|------------------|----------------|
| <b>Indiana</b>                 |                |                | <b>89</b>        | <b>90</b>      |
| Richmond High School           | 74             | 77             | 79               | 83             |
| Hagerstown Jr.-Sr. High School | 91             | 93             | 94               | 95             |
| Northeastern High School       | 93             | 90             | 87               |                |
| Centerville Sr. High School    | 91             | 91             | 90               | 90             |
| Lincoln Sr. High School        | 95             | 86             | 96               | 87             |

Source: Indiana Department of Education

The comparatively low graduation rate in Richmond Community Schools reflects a serious “leakage” of students, especially in the transition from Middle School to 9<sup>th</sup> grade. The Richmond Community Schools’ Board of School Trustees and Superintendent clearly recognize this problem as illustrated by participation in the federally-funded Smaller Learning Communities program and the establishment of 9<sup>th</sup> grade academies designed specifically to transition from Middle School to the much larger Richmond High School. The improvement in the graduation rate from 74% in 1997-98 to 83% in 2000-2001 demonstrates that these efforts are yielding results.

***Percent of 10<sup>th</sup> grade students passing the General Qualifying Exam Math and Language Arts Standards***

Tenth graders' performance on the state General Qualifying Exam (GQE) differed significantly among Wayne County's school corporations.<sup>6</sup>

**Math**

A significantly lower percentage of students at Richmond High School passed the state General Qualifying Exam (GQE) standards for Math in 2000-2001 compared to the smaller school corporations and the state average (48% for Richmond High School compared to the state average of 67%). Northeastern High School had a pass rate at the state average and Centerville Senior High School had a pass rate significantly above the state average. The other two high schools, Hagerstown Junior-Senior High School and Lincoln Senior High School, had pass rates below the state average.

**Figure 17. Percent Grade 10 Passing GQE Math Standard**

|                                | <b>1998-99</b> | <b>1999-2000</b> | <b>2000-01</b> |
|--------------------------------|----------------|------------------|----------------|
| <b>Indiana</b>                 |                |                  | <b>67</b>      |
| Richmond High School           | 42             | 51               | 48             |
| Hagerstown Jr.-Sr. High School | 59             | 69               | 51             |
| Northeastern High School       | 64             | 68               | 67             |
| Centerville Sr. High School    | 69             | 67               | 78             |
| Lincoln Sr. High School        | 43             | 65               | 54             |

Source: Indiana Department of Education

**Language Arts**

In Language Arts, 10<sup>th</sup> graders in all school corporations except Richmond Community Schools had pass rates on Language Arts close to or above the state average. The pass rate for Richmond High School was 60% compared to the state average of 69%. Centerville and Northeastern had pass rates above the state average.

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<sup>6</sup>Indiana high school graduates must meet a Graduation Qualifying Exam (GQE) requirement in addition to earning their required credits in order to qualify for an Indiana high school diploma. The GQE measures Grade 9 skills in English/language arts and mathematics.

**Figure 18. Percent Grade 10 Passing GQE Language Arts Standard**

|                                | <b>1997-98</b> | <b>1998-99</b> | <b>1999-2000</b> |
|--------------------------------|----------------|----------------|------------------|
| <b>Indiana</b>                 |                |                | 69               |
| Richmond High School           | 63             | 58             | 60               |
| Hagerstown Jr.-Sr. High School | 73             | 81             | 68               |
| Northeastern High School       | 85             | 81             | 74               |
| Centerville Sr. High School    | 84             | 68             | 73               |
| Lincoln Sr. High School        | 67             | 74             | 67               |

Source: Indiana Department of Education

***Core 40 diplomas***

Overall, the percentage of Wayne County students graduating with Core 40 diplomas in 1999-2000 was below the state average of 54%.<sup>7</sup> Again, the percentages varied among school corporations. The lowest percentages were in Nettle Creek and West Wayne (37% and 32% respectively), while Northeastern Wayne was slightly above the state average.

**Figure 19. Percent of Graduates with Core 40 Diplomas**

|                                | <b>1997-98</b> | <b>1998-99</b> | <b>1999-2000</b> | <b>2000-01</b> |
|--------------------------------|----------------|----------------|------------------|----------------|
| <b>Indiana</b>                 |                |                | <b>54</b>        |                |
| Richmond High School           | 34             | 39             | 51               | 51             |
| Hagerstown Jr.-Sr. High School | 37             | 57             | 37               |                |
| Northeastern High School       | 55             | 52             | 55               |                |
| Centerville Sr. High School    | 32             | 49             | 51               |                |
| Lincoln Sr. High School        | 57             | 47             | 32               |                |

Source: Indiana Department of Education

Increasing the percentage of students graduating with a Core 40 diploma is a major priority for the State of Indiana and Richmond Community Schools and this emphasis is reflected in the improved performance at Richmond High School (an increased in the percentage from 34% to

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<sup>7</sup>Core 40 is the high school curriculum that prepares students minimally for college. Core 40 consists of a single, flexible high school curriculum that, except for electives, is based on a single set of agreed-upon competencies. These competencies direct the content of both college prep and tech prep courses. The difference between college prep and tech prep courses is not in content, but rather in the instructional and learning approaches of these courses. Core 40 includes a series of academically challenging courses in English, mathematics, science, and social studies.

51% from 1997-98 to 2000-2001). The comparatively high graduation rates and low percentage of Core 40 diplomas at Hagerstown Junior-Senior High School and Lincoln Senior High School raises a question of whether some students are graduating without the breadth of knowledge and skills that the State of Indiana considers to be the minimum for college-level work.

***Mixed performance on SATs***

The average SAT scores in 1999-2000 for all high schools in Wayne County except Northeastern High School were above the state average (Figure 20). Richmond High School had the highest average score, followed by Centerville Senior High School, Hagerstown Junior-Senior High School and Lincoln Senior High School. In 1999-2000, Richmond High School was the only high school in the county where the percentage of 12<sup>th</sup> graders taking the SAT exceeded the state average. Increasing the percentage of 12<sup>th</sup> graders taking the SAT is a priority at Richmond High School and this is reflected in the increase from 1998-99 to 1999-2000. That the average score also increased is a significant improvement. Performance on the SAT by students in the smaller high schools has been mixed in recent years with changes from year to year most likely determined by changes in percentages of comparatively small classes taking the SAT in each year.

The contrast is striking at Richmond High School between the high SAT scores of 12<sup>th</sup> graders and the comparative low performance of 10<sup>th</sup> graders on the GQE math and language arts exams. The low graduation rate at Richmond Community Schools suggests that a number of students (most likely lower-performing students) drop out after grade 10 and before they make it to 12<sup>th</sup> grade. This would leave a smaller class of better-prepared students available to take the SAT in 12<sup>th</sup> grade.

**Figure 20. SAT Scores and Percent of 12<sup>th</sup> Graders Taking SAT, High Schools in Wayne County**

|                                | 1997-98           |   | 1998-99           |   | 1999-2000         |   |
|--------------------------------|-------------------|---|-------------------|---|-------------------|---|
|                                | SAT Average Score | Percent 12 <sup>th</sup> Graders Taking SAT | SAT Average Score | Percent 12 <sup>th</sup> Graders Taking SAT | SAT Average Score | Percent 12 <sup>th</sup> Graders Taking SAT |
| <b>Indiana</b>                 |                   |   |                   |   | <b>999</b>        | <b>54</b>                                   |
| Richmond High School           | 989               | 41  | 1004              | 41  | 1024              | 58  |
| Hagerstown Jr.-Sr. High School | 1012              | 52  | 998               | 66  | 1014              | 45  |
| Northeastern High School       | 978               | 52  | 958               | 50  | 951               | 53  |
| Centerville Sr. High School    | 987               | 59  | 992               | 67  | 1036              | 48  |
| Lincoln Sr. High School        | 956               | 57  | 930               | 47  | 1010              | 32  |

Source: Indiana Department of Education

***Significant differences in performance that are highly correlated with socioeconomic status***

A basic tenant of school reform in Indiana and a strong commitment of the school leaders in Wayne County is that “All Children Can Learn” – regardless of race, ethnicity or socioeconomic status. That all children *can* learn and that schools *can narrow the disparities in performance* are well documented in the evaluation of successful school reforms across the U.S.<sup>8</sup> All schools in Wayne County –and Richmond Community Schools in particular – still exhibit wide disparities in performance that correlate highly with the socioeconomic status of schools’ students and their families.

Two measures available for the State of Indiana of socioeconomic status are the percentage of students receiving free lunch and textbooks and an index of socioeconomic status. As shown in Figure 21, the percentage of students receiving free lunch and textbooks is significantly above the state average in Richmond Community Schools and Western Wayne Schools, but significantly below the state average in the other school corporations. Also, the indices of socioeconomic status of students at Richmond High School and Lincoln Senior High School are significantly lower when compared to the indices for the other three high schools in the county.

**Figure 21. Differences in Socioeconomic Conditions within Wayne County**

|  | <b>Percent Free Lunch, Textbooks, 2000-2001</b> | <b>Socioeconomic Status, 1999-2000</b> |
|--|---|--|
| Indiana Average                        | 30  |  |
| Richmond Community Schools             | 51  |  |
| Richmond High School                   |   | 0.746                                  |
| Nettle Creek School Corporation        | 20  |  |
| Hagerstown Jr.-Sr. High School         |   | 0.854                                  |
| Northeastern Wayne Schools             | 16  |  |
| Northeastern High School               |   | 0.905                                  |
| Centerville-Abington Community Schools | 13  |  |
| Centerville Sr. High School            |   | 0.954                                  |
| Western Wayne Schools                  | 51  |  |
| Lincoln Sr. High School                |   | 0.712                                  |

Source: Indiana Department of Education, K-12 Data, Performance-based accreditation.

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<sup>8</sup> See for example Education Trust, *Dispelling the Myth* (2001). This report from the Education Trust identifies over 4,500 high-poverty and high-minority schools across the U.S. that perform among the top school in their states. <http://www.edtrust.org/main/index.asp>

Within Richmond Community Schools, there are significant disparities in the performance among elementary and middle schools and these are strongly correlated (at the levels of .75 for elementary schools and .95 for middle schools) with indicators of the socioeconomic status of a school's population. The socioeconomic status index for Richmond High School is .746 (1.00 being the highest), but the average index for the middle schools is .567. The average index for elementary schools is .555, but the range is from a low of .297 to a high of .824 and the median is .491.

These data paint a picture of a highly divided County and Richmond community in terms of socioeconomic status and the level of preparation for college-level work or entering the workforce. Which students make it through middle school and then on to high school and through to graduation is strongly related to socioeconomic status – and the opportunity to obtain the level of academic preparation necessary for success upon leaving school. Such a division between “haves” and “have nots” is clearly inconsistent with the goals of the school corporations and the State of Indiana. Narrowing the disparities should be the highest priority of the County's business, civic and education leaders.

### *Impressions of current reforms*

NCHEMS was impressed by the leadership of superintendents of the school corporations in Wayne County whom we interviewed in the course of this study. All are focused on achieving improved performance of all students in their respective districts and in implementing the new state requirements. Yet each faces significantly different conditions. For a relative small geographic area, Wayne County has important differences in socioeconomic conditions and culture. The differences are not only between Richmond and the smaller school corporations but also among the smaller communities themselves. Clearly, a “one-size-fits-all” strategy will not work in Wayne County.

All schools are participating in a promising new project, Community-in-Schools, affiliated and supported by the national Community-in-Schools initiative, intended to engage business and community leaders and organizations in support of school improvement. Other important projects include the Smaller Learning Communities project and the 9<sup>th</sup> grade academy intended to improve the transition of students from middle to high school. Pathways to College, a promising new Lilly Endowment funded project at the Richmond Area Career Center, is designed to help match junior and senior Career Education students' skills to their aspirations, help them succeed in high school, and help them proceed to a work-force oriented apprenticeship, certificate, associate degree or baccalaureate degree program.

Recognizing the severity of the problems in Richmond Community Schools, the leadership of the Superintendent and Board of School Trustees stand out for its clear focus on improving achievement of all students despite daunting circumstances. A citizens' committee, “Resources for Results,” is examining alternatives for the future of the school corporation (including potential school closings) and is to report to the Board and Superintendent in early 2002.

## High Level of Participation in Higher Education

The most surprising NCHEMS finding was that despite low levels of preparation and low levels of adult literacy, more people from Wayne County participate in higher education compared to most other counties in Indiana. The actual participation is even higher than that reported in the official school statistics about the level of college going from the County's high schools. Three of five school corporations (Centerville, Northeastern and Richmond) had percentages of students pursuing college in 1999-2000 at – or close to – the state average of 66%, while two corporations had college-going rates significantly below the state average (Nettle Creek – 52% and Western Wayne – 43%) (Figure 22).

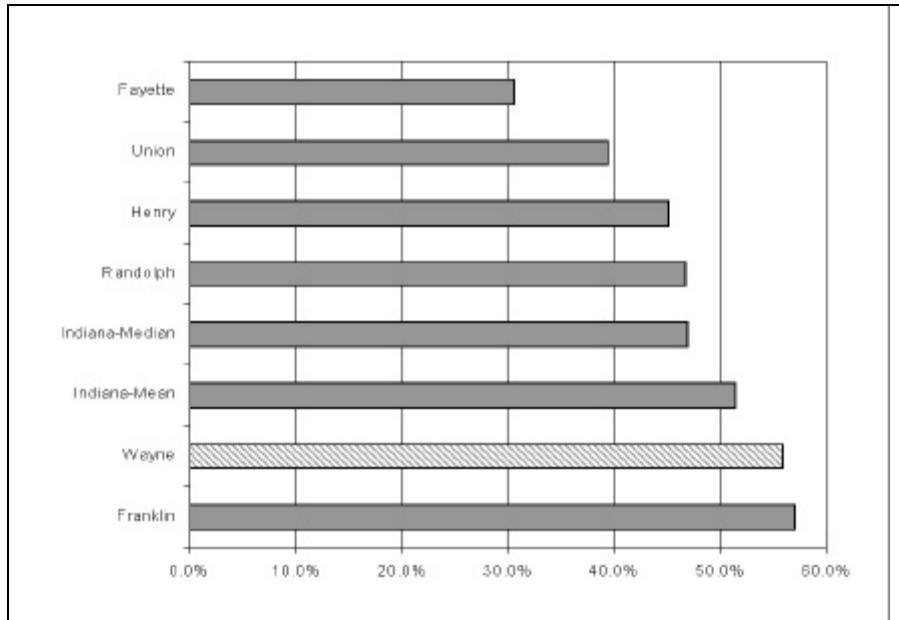
**Figure 22. College Going Rates for High Schools in Wayne County, 1997-98 to 1999-2000 (Percent)**

|                                | 1997-98 | 1998-99 | 1999-2000 |
|--------------------------------|---------|---------|-----------|
| Indiana                        |         |         | 66        |
| Richmond High School           | 59      | 63      | 67        |
| Hagerstown Jr.-Sr. High School | 51      | 72      | 52        |
| Northeastern High School       | 61      | 69      | 65        |
| Centerville Sr. High School    | 75      | 69      | 66        |
| Lincoln Sr. High School        | 45      | 63      | 43        |

Source: Indiana Department of Education

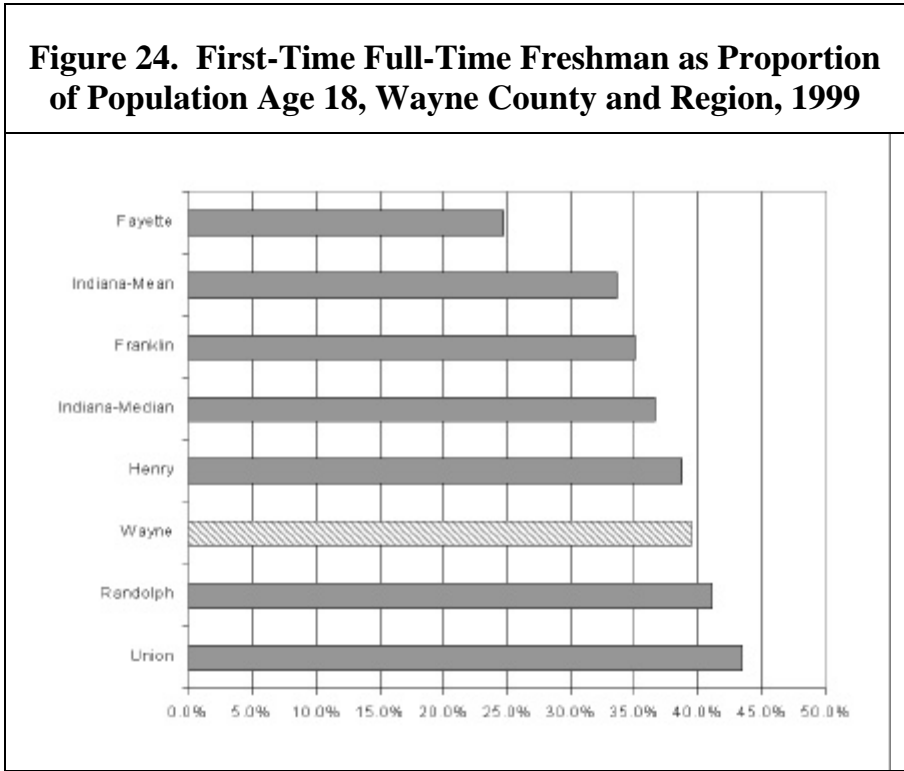
Wayne County ranked 17<sup>th</sup> among Indiana counties in the ratio of first-time full-time freshman attending Indiana public and private institutions in Fall 1999 compared to the number of the County's high school graduates in Spring 1999. Wayne County's 55.9% participation rate was significantly above the overall rate for Indiana of 51.5% (Figure 23).

**Figure 23. First-Time Full-Time Freshmen as Percent of High School Graduates, Wayne County and Region, Fall 1999**



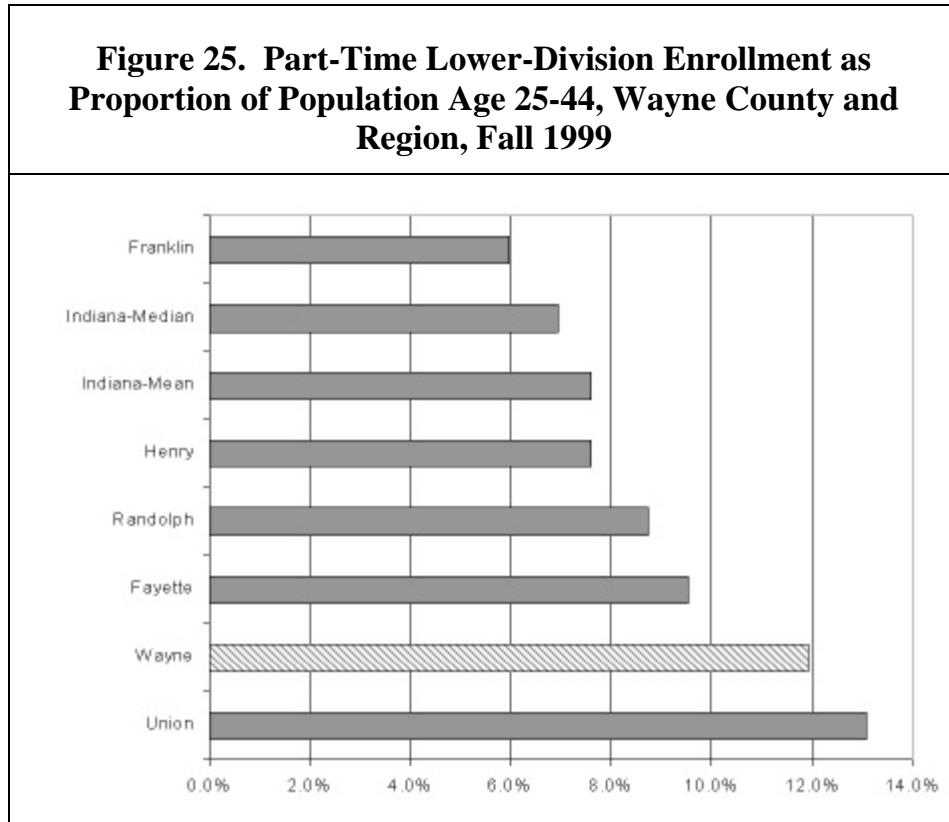
Source: Indiana Commission on Higher Education and NCHEMS analysis

High participation rates based on high school graduates can mask a deeper problem of high drop out rates. An alternative measure is the relationship of first-time full-time freshman to the population age 18 (including those who have dropped out of high school). As shown in Figure 24, the participation rate for Wayne County (39.5%) is still significantly above the state average (33.6%).



Source: Indiana Commission on Higher Education and NCHEMS analysis

Wayne County part-time lower-division (freshman and sophomore) enrollment rates are even higher compared to other Counties than first-time full-time enrollments. In Fall 1999, Wayne County ranked 3<sup>rd</sup> in the state with a part-time lower-division enrollment as a percentage of the population age 25-44 (11.9%) compared to Indiana (7.6%) (Figure 25).



Source: Indiana Commission on Higher Education and NCHEMS Analysis

### Where Do Wayne County Students Attend College?

The institutions in Wayne County monitor the residence of students to identify their primary service areas. For example, 89.2% of IU East’s total enrollment in Fall 1999 came from six counties: Wayne (47.5%), Fayette (13.0%), Henry (10.2%), Randolph (9.3%), Franklin (5.0%), and Union (4.1%). Another 10.8% came from other counties. Most of Ivy Tech’s students come from Wayne and Fayette Counties and the remainder come primarily from Franklin, Rush, Randolph and Union Counties.

NCHEMS analyzed enrollment patterns from the other direction – beginning with each county and tracking which Indiana institutions students from each county attend.

***First-time full-time freshman***

In Fall 1999, the most recent year for which statewide comparable data are available, six institutions in Indiana enrolled 30 or more first-time full-time students from Wayne County (Figure 26). IU East enrolled the largest percentage (35%). PU West Lafayette enrolled 8.6% of the students but these students include both students actually enrolled at West Lafayette as well those enrolled in the Statewide Technology Program in Richmond. Ball State enrolled 14.4%, Ivy Tech Region 9 enrolled 12.8% and another 1% of the students attended other Ivy Tech campuses. Saint Joseph's College enrolled 7.8% of the students and this institution and other Indiana private colleges enrolled 13.6% of the Wayne County students.

**Figure 26. Institutions Attended by 30 or More  
First-Time Full-Time Freshman from Wayne County, Fall 1999**

| <b>Institution</b>                  | <b>Institutional Control</b> | <b>Number of Students</b> | <b>Percent</b> |
|-------------------------------------|------------------------------|---------------------------|----------------|
| IU East                             | Public                       | 134                       | 35.0           |
| Ball State University               | Public                       | 55                        | 14.4           |
| ITSC Region 9-Richmond/Connersville | Public                       | 49                        | 12.8           |
| IU Bloomington                      | Public                       | 33                        | 8.6            |
| PU West Lafayette                   | Public                       | 31                        | 8.1            |
| Saint Joseph's College              | Private                      | 30                        | 7.8            |
| Other Institutions                  | Public and Private           | 50                        | 13.3           |
| Total                               |                              | 383                       | 100.0          |

***Part-time lower-division students***

Three institutions – ITSC Region 9, IU East and Purdue University West Lafayette enrolled 87.9% of the part-time lower division students in Fall 1999 (Figure 27). IU East enrolled the second largest percentage (37.6%). As indicated earlier, most of the Purdue students were enrolled locally in Purdue’s Statewide Technology Program in Richmond. ITSC Region 9 enrolled the largest percentage (45.4%) of Wayne part-time lower-division students and another 5% of the students attended other ITSC campuses. Only 1.4% of part-time students attended Indiana private institutions.

**Figure 27. Institutions Attended by Part-Time Lower-Division Students, Wayne County, Fall 1999**

| <b>Institution</b>                  | <b>Institutional Control</b> | <b>Number of Students</b> | <b>Percent</b> |
|-------------------------------------|------------------------------|---------------------------|----------------|
| ITSC Region 9-Richmond/Connersville | Public                       | 919                       | 45.4           |
| IU East                             | Public                       | 762                       | 37.6           |
| PU West Lafayette                   | Public                       | 99                        | 4.9            |
| Other Institutions                  | Public and Private           |                           | 12.1           |
| Total                               |                              | 2,024                     | 100.0          |

***Part-time upper-division students***

Most (64.2%) part-time upper-division students from Wayne County (students pursuing bachelor's degrees on a part-time basis) are enrolled at IU East (Figure 28). Again, most of the students enrolled in Purdue University West Lafayette are actually enrolled in Purdue Statewide Technology in Richmond. Only 2.6% of the part-time upper division students attend Indiana private institutions.

**Figure 28. Institutions Attended by Part-Time Upper-Division Students from Wayne County, 1999**

| <b>Institution</b>    | <b>Institutional Control</b> | <b>Number of Students</b> | <b>Percent</b> |
|-----------------------|------------------------------|---------------------------|----------------|
| IU East               | Public                       | 199                       | 64.2           |
| IUPUI                 | Public                       | 27                        | 8.7            |
| Ball State University | Public                       | 26                        | 8.4            |
| PU West Lafayette     | Public                       | 24                        | 7.7            |
| IU Bloomington        | Public                       | 14                        | 4.5            |
| Other institutions    | Public and Private           | 20                        | 6.5            |
| Total                 |                              | 50                        | 13.3           |

Source: Indiana Commission for Higher Education and NCHEMS Analysis

### *Part-time graduate students*

The largest percentage (44.6%) of part-time graduate students from Wayne County attends Ball State University (Figure 29). IU East enrolls 21.9% of the students and students enrolled at other IU campuses may take some of their course work in Richmond. In addition to the students enrolled part-time at IU East, IUPUI and Bloomington, another 3.4% of the part-time graduate students were enrolled at other IU campuses. Private institutions enrolled only 1.2% of the part-time graduate students.

**Figure 29. Institutions Attended by Part-Time Graduate Students from Wayne County, 1999**

| <b>Institution</b>    | <b>Institutional Control</b> | <b>Number of Students</b> | <b>Percent</b> |
|-----------------------|------------------------------|---------------------------|----------------|
| Ball State University | Public                       | 104                       | 44.6           |
| IU East               | Public                       | 51                        | 21.9           |
| IUPUI                 | Public                       | 26                        | 11.2           |
| PU West Lafayette     | Public                       | 20                        | 8.6            |
| IU Bloomington        | Public                       | 15                        | 6.4            |
| Other institutions    | Public and Private           | 17                        | 7.3            |
| Total                 |                              | 233                       | 100.0          |

These data underscore the extent to which the Richmond/Wayne County population relies upon either Ivy Tech Richmond/Connersville or IU East/Purdue University Programs for higher education at all levels. The only other institutions that serves a significant percentage of Wayne County students is Ball State – especially at the graduate level. Most students attend a college within commuting distance of their home and most attend on a part-time basis. One implication of these patterns is that the Wayne County public institutions play an important role in setting the expectations for college-level preparation at the County’s public schools. The students in the top 10% to 20% of a high school class will set their sights on admission to selective public and private institutions. Most other students will respond to the expectations and requirements set by local institutions. As described below, large numbers of students enter Wayne county institutions with significant deficits in preparation for college-level work.

### **Impact of High Participation and Low Preparation**

A common perception is that only those students who are in “college preparatory” tracks in high school go on to higher education. The reality is that a significant percentage of each high school class will pursue some form of postsecondary education within a few years of graduation. This phenomenon is graphically illustrated in Wayne County as shown by the comparatively high participation rates summarized earlier. The result is that many students in the bottom 50% to 75% of the high school graduating class – many of whom have not performed well on the GQE in math and language arts/reading and have not taken the Core 40 curriculum – end up

attempting to enter higher education. The institutions in which they tend to enroll are those that are open-access, comparatively low-priced, and geographically accessible.

A large number of students entering both Ivy Tech and IU East are identified as needing remedial work on math, reading and writing before they can enroll in college-level courses the consequence of under-prepared high school students attempting to pursue postsecondary education. Using the ACT Asset assessment, Ivy Tech refers approximately 75% of its incoming students to the remedial courses, especially to the basic remedial pre-algebra math course. IU East uses ETS COMPASS test to assess and place entering students. In academic year 2000-2001, 79% of the 336 students assessed for math skills were placed in basic math or elementary algebra, 16.8% of 310 students assessed for reading skills were placed in developmental reading, and 17.3% of 312 students assessed for writing skills were placed in developmental writing. Of the 1546 students who tested in math from January 3, 2001 to December 2, 2001, 656 (42%) tested into the basic developmental math course, M006.<sup>9</sup>

Persistence from the first to second year is one indicator of the extent to which beginning students are prepared for college level work. Only one out of every two beginning students at IU East returns for his or her second year.

- For the 2000 cohort of students, only 48.2% of beginning students returned in the second year – the lowest persistence rate of any IU regional campus. Full-time students returned at a higher rate (55.8%) compared to part-time students (36.6%) (Figure 30).

**Figure 30. Persistence to the Second Year by Cohort Status, 2000 Cohort, Indiana University East**

|                          | <b>Began</b> | <b>Returned</b> | <b>Percent Returned</b> |
|--------------------------|--------------|-----------------|-------------------------|
| All Beginners            | 415          | 200             | 48.2                    |
| Transfer                 | 105          | 64              | 61.0                    |
| Overall                  | 520          | 264             | 50.8                    |
| Full-Time Beginners Only | 251          | 140             | 55.8                    |
| Part-Time Beginners Only | 164          | 60              | 36.6                    |

Source: Indiana University, University Budget Office, Official Undergraduate Retention Report, Persistence to the Second Year, Vol. 11, No. 1.

- Persistence is highly correlated with high school rank of beginning students. Of IU East full-time students, 51.3% were from the bottom 50% of their high school graduating class and only 51% of these students returned in the second year. For part-time students, 57.1% were from the bottom 50% of their HS graduating class and only 30.4% returned in the second year.

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<sup>9</sup> Data provided by M. Diane Roberts, Vice Chancellor for Academic Affairs, IU East, December 6, 2001.

- IU East enrolled 37.6% of its full-time beginning students and 31.0% of its part-time students from Richmond High School. Only 48% of the Richmond High School students persisted to the second year compared to 75% for Connersville Senior HS and 70.6% for Centerville Senior HS. Only 11.5% percent of part-time students from Richmond High School persisted to the second year, compared to 42.1 % for Connersville Senior High School.

IU East is well aware of the challenge it faces in improving retention, persistence, and graduation rates. The University is implementing a number of strategies intended to achieve major improvements in retention over the next five years.

### **Higher Education’s Engagement in School Reform**

In the course of interviews with area school officials NCHEMS asked questions about the relationship between higher education and school reform. Many of the questions focused on teacher preparation: Where teachers had been educated, the sources of new teachers, assessments of the quality of education programs, and the extent to which the institutions were engaged in and supportive of school reform. Ball State and IU East as well as other nearby Indiana institutions were frequently mentioned and most of the schools participate as clinical sites for IU East as well as other teacher education programs. With few exceptions, the assessment of the programs and graduates were positive.

Our overall impression is that efforts are being made to reduce the degree of separation between higher education and school reform in Wayne County. Frequently mentioned examples include:

- Ivy Tech’s extensive dual credit opportunities for students enrolled in career programs through Richmond Area Career Center.
- The Earlham/Lilly Indiana Initiative (ELII), a five-year collaborative project to increase the number of Indiana students who pursue and complete a program of postsecondary education study. In Wayne County, ELII works with Northeastern, Western Wayne, Centerville, and Richmond Community Schools. ELII begins its work with 8<sup>th</sup> grade students who would be the first in their family to attend college and follows these students until high school graduation.
- 21<sup>st</sup> Century Scholars, a State of Indiana initiative that gives students a chance for a four-year scholarship to an Indiana institution. The program is coordinated through offices at IU East in Richmond and Connersville. Participants are recruited in eight grade. Through high school, the student has to maintain a 2.0 GPA, remain drug and alcohol free, and not be arrested to qualify for the scholarship.
- Career Days sponsored by the Chamber of Commerce and supported by IU East, Ivy Tech and Earlham designed to provide high school students with greater understanding and appreciation of the expectations of different careers.
- Other initiatives including Communities in Schools, Partners in Education and the Education Awareness Program.

Despite these and other important efforts, NCHEMS did not sense a deep engagement of the higher education community in a shared commitment with school leaders as well as the business and civic communities to improve student achievement and performance for *all* students at *every level* of the system. The serious problems of high demand for remedial and developmental services and the low rates of persistence and graduation at IU East and Ivy Tech have their roots far earlier in the county's public schools and in the attitudes and expectations of employers, parents and the broader community. Representatives of the Education Trust have presented excellent examples from other communities around the U.S. of how alignment of higher education standards and expectations with K-12 standards, and extensive collaborative efforts to improve education from early childhood through postsecondary education. These initiatives have had a demonstrable impact on narrowing the disparities in achievement among schools and among children from different socioeconomic, racial and ethnic backgrounds.<sup>10</sup>

### **Perspectives of Employers**

NCHEMS interviewed a cross section of employers in Wayne County in order to obtain a first-hand view of the knowledge and skills of the current workforce, sources of new employees, shortage areas, and perceptions of the providers of educational courses in the County and region. The following is a summary of the principal themes that emerged from these interviews.

#### ***Common themes***

- The major over-riding concern was about the quality of K-12 education and especially about Richmond Community School Corporation. A consistent theme was that the school district does an outstanding job educating the top 10 to 20 percent of its students but that the remaining 80 to 90 percent are not well served. Concerns about the quality of K-12 education related to both the capacity of the schools to prepare young people for the workforce or further education as well as the importance of a strong school system to the quality of life in Richmond/Wayne County. One employer in a service industry was especially frustrated with her employee's low level of basic skills – spelling, grammar and basic math – even though they were recent high school graduates. The ability of companies to attract and retain professional and management-level employees is often linked to perceptions of the quality of public education in the area.
- With the exception of the public schools and hospital, most employers interviewed by NCHEMS employ only a limited number of individuals for positions for which a baccalaureate or graduate degree is required. Most often these are at the senior management levels and in highly specialized areas such as professional engineering. For the largest percentage of the workforce not more than a high school education is required.
- Essentially all employers placed as much emphasis on basic “workplace literacy” as on formal education qualifications – especially with respect to “non-exempt” employees:

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<sup>10</sup>See <http://www.edtrust.org/main/index.asp> for information on successful models and research results from the Education Trust.

communication skills, quantitative literacy, computer skills, the ability to work with others on teams, being on time and accepting direction, customer-relations skills, and willingness to learn. Several employers cited an especially critical need for management training – training of people to handle the difficult human relations issues of supervision.

- Most employers report that they make extensive use of Ivy Tech’s Corporate and Community Services for specialized contract training to meet the company’s needs. This unit gets high marks for responsiveness and quality, especially in training related to the basic “workplace skills” cited above.
- Most employers NCHEMS interviewed said that they were having no major problems hiring qualified people to fill their needs. This finding obviously reflects the reality that the interviews were conducted at a time that the slowdown in the economy was affecting most businesses in the area. Only in certain fields (e.g., health care and education) and in specialized occupations were there concerns about the supply of qualified personnel.
- All the employers NCHEMS interviewed provide at least some financial assistance for employees to pursue further education often with basic conditions linked to length of employment, a percentage of tuition, and academic performance.
- The most pointed criticism of both Ivy Tech and IU East was that the degree-credit programs tend to be largely traditional course-based format with only limited opportunities for students to accelerate their progress toward a degree through assessment of prior learning or competency-based assessment. As described above, Ivy Tech and IU East/Purdue serve significant numbers of part-time students. Nevertheless, it was a surprise to NCHEMS that virtually every employer interviewed cited Indiana Wesleyan University as an increasingly important provider of part-time degree-credit opportunities for employees – even though the tuition is more than twice that of IU East. Indiana Wesleyan was consistently cited as more responsive to the needs of employees’ work schedules and more progressive in terms of assessment of prior learning, competency-based assessment and other approaches to shorten the time to degree. As one employer commented, why would a student want to take eight years to earn a baccalaureate degree at IU East when they can earn a degree in half the time at a more convenient schedule through Indiana Wesleyan – and the credits are transferable. Indiana Wesleyan did not appear as a major provider in the 1999 data used for the previous analysis but it is now the fastest growing institution in Indiana and is likely to show up as an important provider in Wayne County in future studies.
- Most employers were currently providing and would like to increase the number of internships, co-op education or apprenticeships in collaboration with IU East, Ivy Tech and the region’s high schools. They see these are valuable for the contributions that the students make to the business as well as for opportunity the programs provide for the businesses to identify promising candidates for future employment.
- The Machine Tool Council is widely recognized as the most successful effort to organize the needs of an industry cluster to communicate its needs to the education providers and organize programs to meet the industry’s workforce needs. Through the Machine Tool Council’s collaboration with Richmond Community Schools, the Richmond Area Career Center, and

Ivy Tech Richmond/Connersville, students are provided a clear pathway from secondary school, through apprenticeships, to the possibility of obtaining both journeyman certification and an associate degree. There are promising developments to extend this approach to other industry clusters, including the Plastics Council and health care.

- Employers are clearly frustrated with continuing barriers to transfer and articulation between Ivy Tech and IU East. One employer commented that she counsels employees who have a long-term interest in pursuing a higher degree (e.g., move from an associate degree to a bachelor's degree) not to attend Ivy Tech. The primary reason is at least the perception that many of the Ivy Tech credits will not transfer to IU East. An even more serious problem is the lack of a means to assess and certify basic competencies – especially in mathematics – so that students who gain these competencies at one level can move seamlessly through the system without being required to repeat the same courses.
- Ivy Tech receives high marks for its initiatives to expand opportunities for secondary school students to earn college credit in coordination with their secondary school career programs (dual credit) and the coordination of these programs. Secondary school students enrolled in programs through the Richmond Area Career Center are able to earn dual credit (both high school and at Ivy Tech) in seven career areas. Ivy Tech also has a program (Take a Course on Us) that allows high school students to take a course at Ivy Tech free of charge.

### *Health care professionals*

The planned development of a new campus for Reid Hospital and Health Care adjacent to the IU East and Ivy Tech campus represents an important opportunity to develop shared services between the institutions and the hospital in areas such as day care, professional development, administrative and other support services. The hospital is also planning a major new initiative to do open-heart surgery and this will increase the demand for highly trained professionals. Like all health institutions, Reid Hospital faces intense competition for nurses, and specialized fields such as respiratory therapists, health information management specialists, nuclear medical technicians, and radiation technicians and therapists. IU East, Ivy Tech, Ball State, Sinclair Community College in Dayton, and Indiana University Purdue University Indianapolis (IUPUI) are the principal sources of recently graduated nurses. The hospital recruits widely across Indiana, Ohio and beyond for certain positions such as pharmacists and dietitians. The hospital also draws on a wide range of institutions for employees' professional development including IU East and Ivy Tech as well as Ball State, Indiana Wesleyan, and the University of Miami of Ohio.

Reid Hospital, IU East, Ivy Tech and Miami University of Ohio are working together to develop shared services and plans for potential development of new academic programs. The most serious questions relate to what extent and in what fields IU East should plan new allied health programs in response to the hospital's current and future needs. At the time of NCHEMS' interviews there were clear tensions between the hospital's immediate needs and the slow pace of the traditional university deliberations about potential new academic programs. From NCHEMS' perspective the issues are far deeper than the immediate needs of filling positions at the hospital. Developing an adequate supply of health professionals will require intensified efforts beginning in the secondary schools to identify and counsel promising students to pursue the necessary rigorous curriculum in math and science required for success in most health

professions. While there may be serious needs for professionals in specialized fields, the numbers of these individuals actually needed in Richmond may not justify development of new full academic programs with all that such programs entail in terms of fixed commitments to faculty and facilities. As an alternative, it may make sense to organize collaborative programs with other universities through which cohorts of students from the Richmond area are trained (either in Richmond or at the site of the sponsoring university) and then given special incentives to return to Richmond for employment or professional practice. Much like the mechanism of the Machine Tool Council, there is a need for an on-going mechanism for communication between the hospital and the area health professions, on the one hand, and the educational institutions, on the other.

### **An Integrated Learning System: Vision versus Reality**

An integrated learning system should:

- Be focused on achievement and performance at the highest levels (e.g., at the level of the top 10% of counties in Indiana)
- Be driven primarily from the needs of learners, the community, and employers rather than by the priorities of the major education providers – although the County’s education leaders must be fully engaged in and supportive of the system.
- Engage *all* people – from early childhood, youth, working adults, and senior citizens – in continuous, lifelong learning.
- Demonstrate a shared commitment of all dimensions of the County – parents, employers, schools, institutions, civic leaders – to high achievement/performance of all children, youth and adults and to raising the education attainment of the County’s population to the level of the best performing counties in Indiana by the year 2010.
- Encompass all schools and institutions and employer-based education and training, drawing, as needed, on statewide and even global resources and providers to meet the learning needs of Richmond/Wayne County.
- Ensure seamless transfer and articulation for learners between and among providers (e.g., certification of competence in one part of the system should have credibility across all schools, institutions, and employers in the County).
- Reach all Wayne County-Richmond as well as Centerville, Cambridge City, Hagerstown, Fountain City, and all other the smaller communities throughout the County – and, preferably, being coordinated with a broader strategy for reviving the economy and quality of life of the entire region.
- Recognize and respect the distinct identities and cultures of the institutions in the region and be consistent with the unique culture and structure of Indiana higher education.

As logical and attractive as the vision of an integrated learning system may be, one should have no illusions about the difficulties in making such a system a reality in Richmond/Wayne County. The task is made especially difficult because of the significant differences among the institutions that reflect such different histories, cultures, and to a degree, socioeconomic status of their students, faculties, and leadership.

Schools, colleges and universities are social institutions that reflect the complexity of the communities of which they are a part and from which they draw their students. As emphasized throughout NCHEMS' interviews, despite the outward appearance of geographic, economic and historic continuity, Richmond/Wayne County is a highly diverse set of "communities" each with its own set of values and expectations. It is well known from the experience of corporate mergers to develop local governmental structures that it is exceptionally difficult to bridge deeply imbedded social and cultural differences with formal bureaucratic, rational structures. Therefore, any realistic plan to develop an "integrated learning system" in Richmond/Wayne County must begin with an understanding of the realities of the divisions that must be bridged to bring such a system to fruition.

In the earlier sections of this report, we discuss the apparent divisions within Richmond/Wayne County schools – and especially within Richmond Community Schools – and the relationship of these differences to academic performance and achievement. Socioeconomic status is highly correlated with how well students do in school. The evidence cited earlier in this report is that large percentages of the high school students in Wayne County enroll at either Ivy Tech or IU – East – either immediately or within a few years of graduation. The students who do so come predominantly from the lower 75% (if not lower 50%) of their high school classes. With few exceptions, the better-prepared students (those in the top 10% to 20% of their graduating classes) tend to attend colleges beyond commuting distance from their homes.<sup>11</sup> Unfortunately, these college-going patterns can reinforce, if not exacerbate, the out-migration of the better educated population from the County because those who go away tend not to return – often because there are no jobs available that relate to their educational background and career aspirations. Those who attend locally are more likely to remain in the community – but they are also those who had the most problems with academic preparation.

As summarized earlier, IU East and Ivy Tech serve most of the lower division (freshmen and sophomore), full- and part-time students in Wayne County. In the course of interviews, officials at IU East and Ivy Tech emphasized the significant differences between the students attending the two institutions both in level of preparation and in other more subtle socioeconomic and cultural dimensions.

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<sup>11</sup> Only a limited number of students from Wayne County appear to attend Earlham College. Either because the numbers were small or of data reporting problems, no students attending Earlham were recorded in the data reported to the Indiana Commission of Higher Education on which the NCHEMS' analysis was based. Nevertheless, as mentioned earlier in this report, Earlham is engaged in several initiatives with Wayne County schools. A reasonable assumption is that those students who eventually gain admission to Earlham would be among the top performing students from their graduating classes.

- Ivy Tech is also serving an increasing number of younger students, many of whom are secondary school students.<sup>12</sup>
- High school students enrolled in programs linked to the area career centers are increasingly able to earn dual credit at Ivy Tech and are more likely to attend Ivy Tech because of the links between the career programs at the two levels. Students who enroll in the career programs tend not to be enrolled in more rigorous secondary curricula (especially in upper level math courses and other courses in the Core 40 curriculum).<sup>13</sup>
- High school students and their parents tend to “track” themselves toward either Ivy Tech or IU East based on expectations regarding preparation for and the benefits of a more traditional higher education compared to more technical education and training.
- Both IU East and Ivy Tech face serious challenges in remedial and developmental education and in the persistence of students from the first to second year or to graduation. However, the levels of actual remedial and development courses and work differ based not only on the students but also on the requirements of the regular courses and programs for which the students are being prepared.

From NCHEMS’ interviews it is clear that the differences between the two student bodies are far deeper than issues of levels of academic preparation. The perennial issue of the difficulty students face in transferring credits from Ivy Tech to IU East is a case in point.

- Formal documents suggest that significant progress has been made in developing formal transfer agreements between the two institutions. For example, credits from 26 Ivy Tech courses now transfer to IU East. Program-to-program transfers have been negotiated for the AAS in Business Administration to the BS in Business Administration. Program-to-program transfer agreements are also in place in Computer Information Systems and Nursing. Transfers from Ivy Tech to the Purdue Statewide Technology Programs do not occur primarily because of the high-level of math (calculus) required in Purdue programs.
- In interviews with NCHEMS, officials at both Ivy Tech and IU East gave the impression that many Ivy Tech students simply *do not want* to transfer to IU East. Comments that students do not feel comfortable at IU East, “being looked down upon,” and “treated like second-class citizens” were common references.

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<sup>12</sup>From Spring 2000 to Spring 2001, the proportion of Ivy Tech’s total headcount enrollment of students ages 15 to 19 increased from 17.3% to 22%, an increase in the headcount enrollment from 230 to 388 in the 15 to 19 age group. The proportion of headcount enrollment of students who had not earned a high school diploma increased from 9.6% to 16.2%, an increase in the headcount enrollment from 128 to 276 in this category. These changes reflect Ivy Tech’s increasing enrollment of dual credit students in conjunction with programs offered through the Richmond Area Career Center. ITSC, Spring End of Term Count, Region, p. 26.

<sup>13</sup>This is an issue being addressed by the Lilly Endowment-funded Pathways to College project recently initiated at Richmond Area Career Center.

- Because of these issues of culture and attitude, Ivy Tech actually has stronger transfer arrangements with – and actual student transfer to – other Indiana institutions such as IUPUI, Indiana State University, Ball State University, many of the independent institutions such as Indiana Wesleyan, Anderson University, Rose-Hulman Institute of Technology, and Bethel College.

The problem of a “cultural divide” between the two institutions extends far beyond the issue of transfer and articulation:

- Despite the physical proximity of the Ivy Tech main building to the core of the IU East facilities, there is little interaction between the two institutions by either faculty or students in the use of:
  - Libraries
  - Student services (including, for example, the new state-of-the-art learning center at IU East)
  - Classroom space
  - Technology (For example, Ivy Tech has its own network and does not choose to use IU East. The information technology systems of the two institutions are not linked.)
- Although the two institutions share the same bookstore, the symbolic difference is reflected in large number of red IU materials for sale and the virtual absence of materials that show the Ivy Tech logo or colors.
- The difference is striking between the two institutions in the scope and quality of the physical facilities as well as instructional and administrative equipment. The IU East campus is modern, coherent, open, well maintained. In contrast, the Ivy Tech facilities are dispersed across Richmond in older facilities and the main building shows the strains of years of overcrowding and under-funding. The new facility planned across from the IU East facilities is sorely needed, but the contentious process of obtaining this site has only reinforced the sense in some people’s minds that Ivy Tech is a “second-class citizen” on the larger campus.

In terms of programs and course offerings, there are few areas of overlap between the two institutions.

- As indicated earlier, both institutions serve large numbers of students in remedial and development programs. Both offer courses and have a technology base to serve these students. Nevertheless, the level and methodologies of these programs differ. Ivy Tech tends to enroll students in courses rather than depend heavily on self-paced, individualized study, primarily because many of the students do better in a more structured classroom environment. IU, in contrast, offers some courses but relies more on technology-based self-paced approaches.
- Both institutions enroll a large number of students in “general education” programs, but the curricula are fundamentally different.

- Ivy Tech’s faculty strengths are in math, sciences, basic English and language arts, and technical fields, but not arts and humanities and social sciences. It is primarily for this reason that the Community College of Indiana partnership will have Vincennes University offer Associate of Arts (A.A) and Associate of Science (A.S.) degrees at Ivy Tech sites. Vincennes will offer mostly general education (arts, humanities and social sciences) as well as calculus and 200-level math courses, while Ivy Tech will offer anatomy and physiology, computer literacy, 100-level math courses and all remedial education.
- IU East’s undergraduate curriculum reflects its academic and cultural connections with IU Bloomington in the greater emphasis and depth in arts, humanities and social sciences, as well as high level math and science courses.
- The one area of potential duplication is in nursing at the associate degree level (ADN). Discussions have taken place in the past about transfer of the IU East ADN program to Ivy Tech but the change did not take place. The reality is that the programs serve different students. Ivy Tech takes students with nursing experience (e.g., as licensed practical nurses) and in one year awards an associate degree. IU East takes non-experienced students into a two-year program and upon successful completion awards an associate degree. The Ivy Tech nursing graduates do well on the state licensure exams and compete well with the graduates from the IU East program.

Each of the institutions in Richmond/Wayne County operates within its own network or statewide system and these vertical “silos” tend to reinforce – if not exacerbate – the divisions at the County and community level.

Each of the public higher education institutions operating in Wayne County – IU East, Purdue, and Ivy Tech – operates as a unit of a statewide institution, each with its unique policies, culture, decision-making processes, alumni and political networks. It is well understood across Indiana that there are fundamental differences between the academic focus and cultures of IU and Purdue. These differences are deeply imbedded throughout the institutions – in faculty culture, student characteristics, academic programs and culture, administrative styles, and financing policies. For example, even at a comparably integrated institution such as Indiana University Purdue University Fort Wayne (IPFW), an institution for which Purdue has administrative responsibility, the two cultures thrive side-by-side and it has taken years to develop an effective “integrated” academic experience. Even more important, the universities, faculties, students, and communities *prefer* to maintain the separate identities of the two universities within the framework of IPFW. In other words, an “integrated learning system” in Fort Wayne (and throughout Indiana) means a system that still retains the identity of the statewide universities.

Not only are the local institutions separated by the statewide institutional structures, they also function within strongly competitive state and system financing policies. The policies of each statewide institution allocated resources primarily on the basis of student numbers (enrollment or credit hours) and the policies provide the units with strong incentives to generate revenue from tuition, fees and other entrepreneurial activities. As a consequence, there are few incentives for collaboration – either within the institutions (e.g., between IU campuses), or between institutions

(between IU East and Ivy Tech) – especially if this collaboration would lead to the loss of enrollment for one of the partners.

This same statewide structure is being followed in the design and implementation of the Community College of Indiana. In most community college systems in other states (e.g., in Illinois), community colleges are fundamentally local institutions with local boards and highly differentiated programs based on local needs and conditions. These local institutions function within the coordinating or governing authority of a state board. The Community College of Indiana as well as Ivy Tech State College are deliberately designed and governed as single, statewide institutions. The regional boards for Ivy Tech, for example, are primarily advisory.

Indiana’s higher education system is structured so that the local chancellors’ principal lines of accountability are vertical – to their respective senior officials and boards. Consequently, the politics of inter-institutional relationships are primarily statewide, not regional. The local officials have no authority to act independently in establishing inter-institutional agreements.

The “silos” are not limited to higher education. Each school corporation has its own culture and networks and operations in relationship to the policies of the Indiana Department of Education and state school reform. The County is served by three different area career centers and adult education centers, and these, in turn, are tied to statewide networks that operate somewhat apart from the school corporations. The regions established for the Workforce Investment Act are different from those established for Ivy Tech and the state’s economic development regions.

These policy and governance realities in Indiana have major implications for the design and implementation of an “integrated learning system” in Wayne County – or any region:

- The County cannot reasonably expect the leaders of local units of the statewide institutions (Ivy Tech, IU or Purdue) to take the lead in developing and implementing a local or regional initiative that depends at its core on collaboration, sharing of resources, or joint operations. There are few, if any, policy incentives for them to do so – in fact, there are distinct risks. The history of well-intended initiatives in Richmond/Wayne County substantiates this point.
- Indiana state policy and precedent as well as the culture of the statewide institutions strongly discourage –if not prevent – regional configurations or solutions that differ in any fundamental way from the statewide policy design. It was partially for this reason that the original efforts in the 1960s to establish a community college in Richmond were reoriented to make the local unit a part of Indiana University and not a separate, locally governed (and potentially competing) community college.

It is primarily for these reasons that NCHEMS argues strongly that the pressures and incentives for collaboration among institutions and for connection of these statewide entities to local needs *must come from outside the institutions—i.e., from the region’s business and civic leadership*. Successful models, such as Columbus, Indiana, are using a “third party” entity as the vehicle to provide leadership as well as consistent, coherent leadership for the local collaboration. Simply put, that leadership will not – and cannot – come from the institutions/providers themselves. As a corollary to this point, if a community is unable to provide the consistent, coherent leadership necessary to achieve collaboration and connect with regional needs, the centrifugal and

competitive forces in the system will inevitably splinter and undermine any regional effort that requires a degree of collaboration.

From the information NCHEMS gathered in the course of this study, we sense that these points have serious implications for Richmond/Wayne County's efforts to develop an integrated learning system. Despite many excellent, well-intentioned collaborative initiatives, Richmond/Wayne County faces serious challenges in bridging the social, culture, and economic divisions we have cited at several points in this report and in sustaining initiatives over a period of time. As the Toft report and the recent study for Main Street Richmond Wayne County have stressed, revitalization of the region's economy and quality of life will require a sustained, coordinated effort over the next decade and beyond. Without a formal organizational structure – led by the communities business and civic leaders – the changes envisioned in the “Leapfrog” scenario are unlikely.

### **Community College of Indiana and the Agreement on Regional Campus Development**

When NCHEMS was first contacted regarding this study, the issue of the relationships among IU East and Ivy Tech and the Community College of Indiana were especially sensitive. At that time, implementation of the Community College through a partnership between Vincennes University and Ivy Tech seemed – at least to some – to be uncertain. The potential impact on IU East was a special concern.

Since that time, the policy environment has gained greater clarity:

- While technical issues regarding the Ivy Tech/Vincennes partnership remain to be resolved, there is no question that the Community College of Indiana is a reality and will continue to be implemented on a step-by-step basis throughout the state – including in Region 9 beginning in Fall 2004.
- The “Agreement for the Continued Development of the Regional Campuses of IU and PU, and IUPUI, May 23, 2001,” provides a framework for the future development of IU East (and the Purdue programs) at the same time that Community College of Indiana is implemented in Region 9 (Ivy Tech's service area including Wayne County). The agreement provides for:
  - Support for the Community College of Indiana
  - Increasing the expectations for preparation of students admitted to the regional campuses, including alignment of those requirements with the state standards (e.g., the requirement that applicants complete the Core 40 curriculum or earn an Academic Honors diploma)
  - Referral of students from the regional campuses to the Community Colleges if they are not adequately prepared for admission
  - Improved articulation and transfer from the Community College to the regional campuses

- Emphasis of the regional campuses on baccalaureate and master’s degree programs linked to regional needs. The status of associate degree programs is to be worked out in relationship to regional needs and unique circumstances at each campus.
- A “Regional Campus Stability Initiative” that protects regional campuses for a specified period of time from the financial consequences of enrollment loss attributable to implementation of the Vincennes University elements of the Community College partnership.

NCHEMS recognizes that both the Community College of Indiana and the Agreement have profound implications for the future of Ivy Tech and IU East as well as the Purdue University Programs in Richmond. Despite the problems, we firmly believe that it is in the best interests of Richmond/Wayne County as well as the institutions to wholeheartedly embrace these policy directions and move ahead with necessary planning for effective implementation by Fall 2004 – if not before.

Some may still think that it would make more sense for the Community College of Indiana to be implemented in Region 9 by having IU East, not Vincennes, offer the Associate of Arts and Associate of Science degrees and liberal arts courses. NCHEMS believes that this alternative is *not* feasible or desirable. This alternative has been explicitly rejected by the relevant state boards and is inconsistent with the clear policy directions. The most important points, however, are that the alternative is not sound on either academic or economic grounds (problems of cost structure, price, academic programs and culture).

For Ivy Tech, the Vincennes partnership will certainly present challenges, but ultimately it can have a positive impact for the institution and the region, including:

- Student access, through CCI/Ivy Tech, to the Vincennes associate degree programs (Associate of Science and Associate of Arts) that are clearly recognized statewide for quality and transferability (including transfer to IU and Purdue)
- Full participation of the region in the statewide CCI institution and network
- The benefits for both students and the region of having a clearly identified “community college.”
- The benefits of an academically rigorous IU East with higher expectations for academic performance, and increased access to bachelor’s and master’s degree programs for the region’s population.

In several respects, the challenges for IU East are especially daunting. NCHEMS’ sense is that there is currently a significant mismatch between IU East’s programmatic offerings, curriculum, and faculty culture, and cost structure, on the one hand, and the characteristics of the institution’s student body and the immediate needs of the community on the other. Basically, IU East appears driven by an internal culture that is attempting to be a “regional lower-division Bloomington” but is doing so with a “community college” student population – a population with lower levels of preparation for college and significant needs for remedial and developmental education.

The problem, as we see it, is that it will be a significant stretch for the institution to move to the expectations of the “Agreement.”

- An increase in the expectations for admission to IU East could lead to a significant drop in enrollments – whether or not the Community College of Indiana is implemented. Because of the impact of the University’s expectations on K-12 reform, we believe it is especially important to align the University’s requirements with the State standards. In other words, all students should be required to have completed the Core 40 curriculum or have earned Academic Honors diplomas. The data indicating that half of IU East’s students graduate in the bottom half of their high school classes suggest that the University is now some distance from these higher expectations.
- IU East is the principal provider of part-time upper division (junior and senior year) opportunities in Wayne, Fayette, Henry, Union, Franklin and Randolph counties. The institution is clearly an important and valued source of opportunity at the baccalaureate level – especially for place-bound adults. The feedback we received in interviews, however, is that IU East is not as responsive to the needs of adult learners as some of the emerging providers (e.g., Indiana Wesleyan).
- NCHEMS’ interviews with employers in the County suggest that the demand for baccalaureate or master’s degree program graduates is limited. There is clearly a potential demand from place-bound professionals for access to further education (for example, programs in management and supervision, continuing education opportunities for professional engineers, and selected programs in the health fields). The numbers are relatively small, however, and there are likely to be other providers entering the market to serve some of these needs. A question remains as to whether there is sufficient demand to mount full new programs.
- The future of IU East at the baccalaureate and graduate levels may depend less on its ability to mount its own programs than on its ability to serve as a regional learning center/receive site for programs delivered by other IU or Purdue campuses as well as by other providers. In this scenario, IU East would:
  - Retain a strong undergraduate core with a significant number of students admitted as freshman to baccalaureate programs.
  - Maintain several strong, focused baccalaureate programs linked to the region’s needs (nursing and allied health, business, education, criminal justice).
  - Admit an increasing number of transfer students (from the Community College).
  - Serve as a regional learning center/receive site through which the university would give the region’s students and employers access to the best available baccalaureate, graduate, and other educational resources available in Indiana or elsewhere.

The problem with this scenario is that it would require a fundamental change in the academic culture not only of IU East but also of Indiana University as a whole. Furthermore, the

University's financing policies provide few positive incentives for the institution to play a major role as a receive-site/learning center.

- Feedback from employer interviews suggests that IU East is considerably less responsive to the needs of place-bound working adults than some of the emerging providers such as Indiana Wesleyan. IU East's ability to adapt in terms of pedagogy and modes of delivery will determine the extent to which it can play a greatly expanded role in serving the region's adult population. Again, barriers of culture and policy may inhibit the institution capacity to move rapidly in these directions.

All these issues and many others facing IU East and Ivy Tech will require extensive study within the institutions over the next three years. NCHEMS' conclusion is that it is important for the institutions – and the community – to move beyond the debate about the Community College of Indiana. Instead of asking “Why?” the questions should be “Why not?” and “How.”

## Conclusions and recommendations

The greatest challenge facing Richmond/Wayne County is to make a quantum leap in the expectation of employers, community leaders, and the population at large regarding the level of knowledge and skill necessary for *all youth and adults* to enter the workforce, be employed, pursue postsecondary education, or engage in lifelong learning.

Wayne County presents a basic contradiction:

- Wayne County has selected levels of excellent educational performance and a depth of educational and cultural resources that could rival many comparable communities across Indiana, the Midwest, and the U.S. This reality is reflected in the performance of the brightest and best prepared high school graduates, the quality of the academic institutions, the cultural resources such as the symphony, civic theatre, and Whitewater opera, and in the region's cultural heritage.
- In contrast, RWC has among the lowest levels of education attainment and adult literacy of any county in Indiana and two-thirds of the County's secondary school students perform significantly below state standards. Student performance is highly correlated with socioeconomic status – reflecting serious divisions within the County in terms of expectations for and access to learning.

The Toft report for the first phase of this project set forth a challenging “Leap Frog” scenario, “Compete on Innovation and Entrepreneurship,” that could achieve “twenty years gain in ten.” Many of the strategies would require leadership beyond education, but dramatic improvements in education and the quality of the region's workforce were at the core of the scenario. Developing an integrated learning system alone cannot transform Richmond Wayne County's future – but no other strategy will succeed unless RWC addresses the fundamental gaps in the knowledge and skills of its workforce and population, and the performance of the schools and institutions.

### Recommendations

NCHEMS recommends that Richmond/Wayne County:

1. Commit to a 10-year campaign to raise the education attainment and achievement of the County's youth and adult population to the level of the top 10 percent of Indiana's counties by the year 2012.
2. Establish an umbrella not-for-profit countywide learning corporation charged with leading the 10-year campaign. This entity would:
  - Provide continuity and coherence for measurable progress, and

- Provide the coordinating framework and organizational base for several current and new lines of work, including, but not limited to:
    - The P-16 initiative outlined in recommendation #4 below.
    - Business/industry/education clusters, developed on the model of the Machine Tool Council, in the health professions, plastics, and other critical areas, to ensure consistent communication of business/industry/employer needs to education institutions and providers.
    - Use of ACT WorkKeys as a tool to identify the knowledge and skills needed by employers and to inform the design of programs and services by the public schools, Ivy Tech, IU East, and other education providers.<sup>14</sup>
3. Move aggressively (a) to support the extension of Community College of Indiana to Region 9 of Ivy Tech State College as expeditiously as feasible (in Fall 2004 at the latest but preferably in Fall 2003), and (b) to support the transition in the mission of IU East/Purdue University Programs in a manner consistent with the “Agreement for the Continued Development of the Regional Campuses of Indiana University and Purdue University” dated May 23, 2001.
  4. Establish a “P-16 initiative” (early childhood through lifelong learning) as one of the first and highest priority initiatives of the new learning corporation. The goals would be to:
    - Marshal all the community’s energies and resources behind efforts to raise the achievement of *all* students in the school corporations in Wayne County to levels above the state average,
    - Narrow significantly the current differences in performance among schools, and
    - Achieve the 10-year goal of performance at the level of the top 10% of all Indiana Counties on key indicators in the state performance reports (PL 221-1999).

The following are the rationale and further explanation of each of these recommendations.

### **1. Ten-year goal**

The evidence regarding education attainment and performance should leave no doubt that a 10-year campaign is critical to the future quality of life and economy of Richmond/Wayne County. The year 2012 is recommended because it is both soon enough to compel immediate action and far enough away to allow realistic, step-by-step progress. The year 2012 is also when key data

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<sup>14</sup>NCHEMS recognizes that ACT WorkKeys is currently used by Ivy Tech. This recommendation would extend the use of this tool as a means to bridge the communication gap between employers and education regarding needed knowledge and skills.

will be available to assess Wayne County's progress in comparison to other counties and the nation, such as the 2010 Census and the 2012 edition of National Assessment of Adult Literacy.

## 2. Countywide learning corporation

NCHEMS believes that without an organizational structure to lead and to give coherence and persistence to the recommended campaign, Richmond/Wayne County will not make significant progress over the next decade in improving education attainment and education achievement/performance. Progress will not be made if it depends on the actions of individual institutions and other providers and a plethora of well-intentioned but uncoordinated and largely isolated initiatives. Key characteristics of such an organization include:

- A mission to lead a 10-year campaign to raise the education attainment and achievement of Wayne County and to provide a coordinating framework and organizational base for the multiple existing and new initiatives and lines of work necessary to achieve the long-term goal
- A governing board broadly representative of the County business and civic leaders. Preferably this board should be led by and a majority membership of lay persons who are not leaders of, in official positions at, or employed by IU East, Ivy Tech, Earlham, school corporations, or other education providers.
- Functions and responsibilities to include, but be limited to:
  - Establishing benchmarks and indicators for monitoring the County's progress toward the long-term goals and publishing an annual County report card on education progress and workforce quality. For example:
    - > Raise the percentage of students in *all* schools who meet or exceed the state average performance to the level of the top 10% of corporations in Indiana on the key indicators in the School Corporation Annual Performance Reports (IC 20-1-21).
    - > Increase the education attainment and literacy of the adult population/workforce to levels above the statewide average (measure changes in education attainment by U.S. Census in 2000 to 2010 and adult literacy as measured by the change from 2002 and 2012 on the National Assessment of Adult Literacy).
    - > Narrow the current disparities in performance between children from the lowest and highest levels of socioeconomic status in Wayne County to the end that no significant differences exist by the end of the decade.
  - Planning, organizing, implementing and evaluating specific initiatives or lines of work consistent with the overall goal and mission.
  - Acting on behalf of the community and employers to “purchase” the services of providers to meet specific education or training needs. The organization explicitly *would not* provide education and training services but would draw upon, “broker” and coordinate the institutions and schools in Wayne County as well as other providers, as necessary, to meet the needs of clients and carry out its initiatives. The intent would be that the entity

could draw upon institutions and providers, both public and private, from throughout Indiana or elsewhere, to meet the needs of clients in Wayne County.

- Legal authority to:
  - Establish subsidiary enterprise (revenue generating) units to carry out functions that cannot easily be carried out by any single institution. For example, the organization could provide a “third party” mechanism for IU East, the Community College of Indiana/Ivy Tech, and other institutions to share administrative and support services. The entity could also establish conference/seminar services and lease facilities to organizations whose missions are consistent with the overall goal.
  - Own or lease facilities in Richmond and at sites (preferably at or in proximity to existing education facilities) throughout Wayne County. The intent would be for the organization to have two or more sites in the County – including at least one in Western Wayne County.

NCHEMS recognizes that there are precedents for this kind of entity in Richmond/Wayne County. In some respects it is similar to the establishment in 1969 of Eastern Indiana Community College Inc. to establish a new institution serving the region’s postsecondary education needs. In this case, however, the initiative would *not* be to establish a new institution but would be to draw together the existing institutions and resources into an integrated learning system designed to achieve a long-term goal.

The “Community Learning System,” being developed by the Columbus (Indiana) Community Education Coalition is an excellent model for the system NCHEMS is recommending for Richmond/Wayne County. The goals of Coalition are to:

- Improve the learning system within Bartholomew County and the surrounding counties so that it truly serves the lifelong learning needs of the residents in a coordinated, synergistic manner; and
- Develop and seek to continue a communication process among education providers and businesses and community organizations so that education and learning needs are identified, understood, planned for, delivered, and measured.

In contrast to the Columbus model, the structure recommended for Richmond/Wayne County would not necessarily focus in the early stages on construction of a new facility or “center.” Such a focus (and the related debates about location, design and financing) could detract from the core substantive mission and functions. It would be important for Richmond/Wayne County to draw from the Columbus experience and to adopt these lessons to the unique culture, economy, and configuration of local public and private schools and institutions.

### 3. Community College of Indiana, Ivy Tech and IU East/Purdue University programs

NCHEMS recommends that Richmond/Wayne County convey its strong support for:

- Implementation of the Community College of Indiana (CCI) in Region 9 as soon as feasible (not later than the planned date of Fall 2004 but as early as Fall 2003, if possible).
- Redefining the mission of IU East and the Purdue University Programs in a manner consistent with the May 23, 2001 “Agreement.”

In making this recommendation, NCHEMS fully recognizes the remaining difficult – but largely technical – issues involved in implementing the Community College of Indiana through a coordinated partnership between Ivy State College and Vincennes University. NCHEMS also recognizes that the change in mission for IU East (and, to a more limited extent, the Purdue University Programs in Richmond) will have profound educational and financial implications for the institutions. Nevertheless, several points make these changes critical to the future of Richmond/Wayne County:

- The continued uncertainties as well as conflicts about mission sap energy and resources away from the capacity of these institutions to serve their students and the region. A firm decision by all parties to *move ahead* will allow time for the extensive planning necessary to make the transition.
- It is difficult to justify from either academic or economic perspectives from the State of Indiana to continue to have IU East serve a community college mission and clientele with an academic structure and culture as well as cost/price structure of a university.
- The Community College of Indiana is established by State Law and firmly backed by state policy. Even though there are clearly issues in how the Vincennes/Ivy Tech partnership will be implemented, there is little question that it *will* be implemented. It has already been demonstrated that alternative arrangements (such as having IU East provide the programs instead of Vincennes) will not be acceptable to state leaders.

For Wayne County and all of Region 9, the CCI/Ivy Tech combination and the revised IU East Mission will mean:

- Student access to through CCI/Ivy Tech to the Vincennes associate degree programs (Associate of Science and Associate of Arts) that are clearly recognized statewide for quality and transferability (including transfer to IU and Purdue).
- Full participation of the region in the statewide CCI institution and network.
- The benefits for both students and the region of having a clearly identified “community college.”
- The benefits of an academically rigorous IU East with higher expectations for academic performance, and increased access to bachelor’s and master’s degree programs for the region’s population.

For IU East, the change will require a fundamental rethinking of programs and academic resources in a manner consistent with the “Agreement,” including, for example:

- A sharp increase in the requirements for admission, including alignment of these requirements with the State Standards for K-12.
- A significant reduction in remedial and developmental education.
- Retention of only selected, highly specialized associate degree programs.
- Increasing admission of students only to baccalaureate or graduate programs and a continuing increase in the range of baccalaureate programs available in the region (especially in areas directly related to the region’s needs such as education, business and health sciences).
- Increasing the availability of graduate programs in the region offered either by IU East alone or in conjunction with other IU campuses.
- Serving as a “learning center/receive site” through which the region’s population can gain access to baccalaureate, graduate, and other courses provided not only by other IU campuses but also from the best available providers in the nation and world.

#### **4. “P-16 initiative” (early childhood through lifelong learning)**

As emphasized throughout this report, raising expectations about achievement and performance of *all* students must be the highest priority for Wayne County. The proposal to the Lilly Endowment for a planning grant under the Community Alliances to Promote Education (CAPE) would have been a first step in developing the kind of initiative we are recommending. Several current projects, such as Communities in Schools, 21<sup>st</sup> Century Scholars, and the Earlham/Lilly Indiana Initiative (ELII), have important contributions that could contribute to a broader strategy.

NCHEMS recommends that Richmond/Wayne seek the advice of the Education Trust in establishing a local K-16 council (within the framework of the proposed learning corporation) and in identifying successful models of K-16 initiatives in other communities around the nation. Excellent resource materials are available on the Trust’s web site: <http://www.edtrust.org/main/index.asp>.

## List of Interviewees

Rick Ahaus, Ahaus Tool and Engineering

Kevin Agee, Summersault

Javier Aguilar, Bethel Design and Associates\*

Brian Alenskis, Director, Purdue University Programs, Richmond

Phllis Amick, Superintendent, Richmond Community Schools\*

Cheryl Amos, FIND Center

Vivian Ashmawi, Communities in Schools

Joe Backmeyer, Superintendent, Nettle Creek Schools

Rick Barnett, Visteon

Douglas Bennett, President, Earlham College\*

Roger Bingham, Executive Director, Regional Business Affairs and Facilities, Ivy Tech  
Richmond/Connersville

Boyce Bitner, Holland Colors

Clint Bolser, Green Acres

Marcie Chamness, Peoples Bank and Trust

Dick Crowell, Transilwrap Company, Inc.\*

Jim Daugherty, Richmond Power and Light

David Fulton, Chancellor, IU East\*

Tony Gillam, Chair, Workforce Analysis Committee, Richmond-Wayne Chamber of  
Commerce\*

Lorena Gromer, WorkOne, Richmond, Indiana Workforce Development\*

Chris Hardie, Summersault

Cathy Hays, First Bank

Patricia Heiny, Contemporary Consulting, and member Board of School Trustees, Richmond  
Community Schools Corporation\*

Mary Heyob, County Commissioner\*

Dennis Hicks, Registrar, IU East

Tom Hilkert, M.E.G., Cambridge City\*

James Hizer, Economic Development Corporation\*

Linda Hockaday, Pathways to College

Stanley G. Jones, Commissioner, Indiana Commission for Higher Education

Shelley Miller, Mayor City of Richmond

Dave Nixon, Nixon Tool\*

David Osburn, Richmond Power & Light\*

Deb Patlan, Green Acres

Judy Patton, Wernle

Linda Porter, Holiday Inn

Sabrina Pennington, Dean of Student Affairs, Ivy Tech Richmond/Connersville

Ted Sobol, Vice President, Reid Hospital and Health Care

Phil Stephenson, Principal, Centerville-Abington High School

Lynn Sheets, Superintendent, Western Wayne Schools

Steve Reynolds, Vice Chancellor of Information Technology, IU East

Diane Roberts, Vice Chancellor for Academic Affairs, IU East

Kenneth Sauer, Indiana Commission for Higher Education

Harlan Schafir, Professional Staff Management\*

Marjorie Sharp, Wayne County Council\*

Richard Smith, Earlham College

David Stidham

James Steck, Chancellor, Ivy Tech State College – Richmond/Connersville\*

Mark Stosberg, Summersault

Dan Sweet, J.S. Sweet

Kim Thurlow, Director, Business and Industry Training, Ivy Tech Richmond/Connersville

Steven Tincher, Dean of Academic Affairs, Ivy Tech, Richmond/Connersville

Mary Walker, Tourism Bureau

Michael Walton, Richmond Area Career Center

Kent Weldon, Deputy Commissioner, Indiana Commission for Higher Education

Peter Wickman, Belden Wire and Cable\*

Ben Young, Vice Chancellor of Enrollment Services, IU East

\*Individuals participating in the initial project meeting or project planning committee meetings