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NOTES FOR COMMUNITY COLLEGE TRUSTEES, I, II--REPORTS OF ANNUAL CONFERENCES CONDUCTED FOR COMMUNITY COLLEGE TRUSTEES AND PRESIDENTS BY THE MIDWEST COMMUNITY COLLEGE LEADERSHIP PROGRAM (1ST, 2D, 3D, ANN ARBOR, MICHIGAN).

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PAPERS PRESENTED AT THREE CONFERENCES FOR COMMUNITY COLLEGE TRUSTEES AND PRESIDENTS INCLUDED (1) A CONSIDERATION OF THE ROLES OF THE LIBERAL ARTS COLLEGE, THE UNIVERSITY, AND THE COMMUNITY COLLEGE, (2) FACULTY RELATIONS WITH ADMINISTRATION AND STAFF, (3) A CASE STUDY OF THE DEVELOPMENT OF THE ST. LOUIS JUNIOR COLLEGE DISTRICT, (4) FEDERAL ASSISTANCE FOR JUNIOR COLLEGE CONSTRUCTION, (5) THE ROLE OF THE COMMUNITY COLLEGE PRESIDENT, (6) THE ROLE, RESPONSIBILITIES, AND DUTIES OF TRUSTEES, (7) THE PRESS AND ITS RELATIONSHIP TO THE COMMUNITY COLLEGE. THIS DOCUMENT IS ALSO AVAILABLE FOR \$2.00 FROM MIDWEST COMMUNITY COLLEGE LEADERSHIP PROGRAM, 3032 RACKHAM, ANN ARBOR, MICHIGAN. (WO)

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NOTES FOR COMMUNITY COLLEGE TRUSTEES

**A report emanating from conferences conducted
for Community College Trustees and Presidents
by the Midwest Community College
Leadership Program**

**Sponsored in part by a grant from the
W. K. Kellogg Foundation**

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INTRODUCTION

"Notes For Community College Trustees" are drawn from two conferences which were held for trustees of independently organized community college districts in Michigan, Ohio and other selected areas.

The conferences were conducted for trustees of "independently organized community college districts" at their request as these trustees did not have membership in a state association which may have offered such training.

The Coordinating Council of the Midwest Community College Leadership Program is pleased to have worked with the Trustees and community college Presidents in this endeavor and looks forward to a continuing relationship.

George L. Hall
Director
Midwest Community College
Leadership Program
August, 1965

"NOTES FOR TRUSTEES"

James P. McCormick

Throughout all history, in every culture of which we have any record, human beings have assigned the important function of educating their young to the wisest people of the community. This function is delegated to the wise because it is necessary to the continuation and promulgation of the society.

As administrators and trustees of educational institutions, you probably do not think of yourselves as "the Elders," as the wisest people in the community, but in five hundred years this will be the historical interpretation of your role. This is your function, and one which tends to overwhelm most administrators and trustees because they feel insufficiently wise.

Every society determines its peculiar mechanisms for selecting its "wise." The democratic society of the United States utilizes the elective system. Our society selects you to guide the education of youth, tells you it is fundamental that you do so, and charges you with this responsibility.

You, therefore, have a daily responsibility to insure that our educational institutions are running. Often you become too involved with mundane, temporal, technical problems in the process. If you will always remember your historic position as wise elders of American society, however, it will help keep these problems in perspective. This role is a tremendous challenge, and I am convinced that history will salute you for your accomplishments. It requires a dedication of your thought and a devotion of your time. You function best by making a gift of your most creative activity to society.

I think that one of the great satisfactions that comes to those of us who associate professionally with education--one which is not always available to other occupations--is a sense of continual renewal. In education, every year we start afresh. We say to ourselves: "That thing I did wrong and that other I barely started, but now I have a new class of students and this year I am going to be better." To the extent that you are associated with educational institutions, this becomes one of your pleasures too. At the end of the year, you take a look and you say, "The budget wasn't big enough, we didn't have enough books, space, teachers, and the resulting education of our youth feel below my expectation--but next year I can start all over again." Members of the board and of the faculty are joined at this particular point.

To achieve these purposes and derive this satisfaction, a whole system of government of our educational institutions has been created. It is usually an elected body with taxation powers, and it

has responsibilities for the future of society through the creation of new ideas and the transmission of the culture. We consider it important enough to let it parallel in many ways the formal structure of our city, state and federal systems, for part of each school day you govern the activity of future citizens. This subsystem of government, however, has not been subject to as many studies as politics in general. One of the best books on the subject is J.J. Corson's The Governance of Colleges and Universities.¹ This book deals with four-year institutions of higher education, but many of the concepts can be applied to community colleges.

It becomes perfectly clear from reading Corson that one of the first tasks of the governing board is to see that the institution knows its own character and that it has an integrity of its own. The governing board can help the faculty in seeing that the institution defines its own purpose. One of the board's fundamental public functions is to ask of the people who are responsible for daily operation of the institution: what are you trying to do?--is this the right thing?--should we be doing something else?

This kind of dialogue about the purposes, character, and integrity of the institution can only be started at the top of the organization in most institutions. In mature institutions with a century or more of the tradition of excellence, such questioning can be started in the faculty. In younger or less stable colleges, it is very difficult to get constructive criticism started at this level. It, therefore, becomes a major function of the members of the governing board as they fulfill their public office as the wise elders of the community.

Another major problem of the governing board is the difficulty of distinguishing between policy-making and administration. The line between these activities is sometimes clear, but in many cases it is not precise. Board members must do two things to resolve this difficulty: 1) learn by experience what should or should not be done--that is, get a feel for making the distinction, and 2) follow the lead of the chief administrative officer. In many ways, the most important single decision the board will make is the selection of the dean or president. For example, if you select someone who is technically a good administrator, you will produce a safe institution. If you select, instead, someone to whom you can turn for educational leadership, you will establish a different kind of institution. This person will have creative imagination and the board will need to be prepared to accept the excitement and controversy that follow new ideas energetically pursued.

After selection of the president, the next problem of the board is to nurture him and give him every kind of assistance, including

¹Corson, J.J. The Governance of Colleges and Universities. The McGraw-Hill Book Company, New York, 1960.

human relationships. The presidency is a lonely office. Students look to their advisors, faculty members look to their chairmen, chairmen look to their president. This man is the end of the line inside the institution, and he has to make decisions to the best of his knowledge. The only direction he can turn is to his board.

Almost inevitably, the board will need to solve the problem of the use of "executive sessions." Every time a board meets in executive session, the public becomes concerned and asks, "What is going on?" In the case of personnel problems, executive sessions are considered by most to be acceptable. For example, the administration may need board approval to appoint a faculty member. This cannot be done publicly because the person involved may not have said yes yet and you don't want to embarrass him or his institution. Another example is cite selection, which may involve informal sessions in the early stages of discussion. When a decision is about to be made, however, this becomes a matter of high public concern and to do this in executive session opens the door to serious criticism.

A distinction can be made between an executive session and informal procedures. In the executive session the board takes action--it authorizes or directs the administration to do something which it later makes a matter of public record. Informal procedures involve telephone conversations or committee meetings or informal meetings. In such situations, the goals are to question, to exchange ideas, to identify issues, and to reach understanding. Action is not taken in terms of motions and seconds and votes.

Executive sessions, selection and support of a president, distinguishing between policy and administration, conduct of a dialogue on the aims and activities of the college, and striving for improvement in the process of continual renewal, which is the heart of education, are all concerns of the board of trustees of community colleges. To be concerned with them is simultaneously the responsibility and reward when you serve as the wise elders of the community.

"THE LIBERAL ARTS COLLEGE IN HIGHER EDUCATION"

Sigurd Rislov

Wayne State University

I wish to concentrate on making one point in connection with the liberal arts college and that is: it is quite possible that the liberal arts college is on its way out in this society! At least there are people who think that this is the case, and we expect to point out the main reasons for holding this belief. There are some others who sharply disagree, but all agree that the liberal arts college, as I shall define it, is being subjected to a real squeeze. Some think that the liberal arts college will have a revival and return. It is not my intention to predict what is going to happen---I will simply try to call your attention to some rather well-known facts and show how they bear on this one problem.

There is a distinction between the university on the one hand and the college of liberal arts on the other, but it may be less evident in practice than it is in my talk. Whenever we talk about phenomena it is necessary for us to make our definitions more precise than what they actually may be.

The main role of the liberal arts college is that of making more or less cosmopolitan persons out of those individuals who attend it. The theory goes something like this: in our society especially and all societies generally most individuals are reared in relatively parochial environments. They are reared in a family and they assimilate its particular cultural prejudices and characteristics. They are reared in a community and they assimilate it. In a large society, however, a wider perspective than is available in a parochial society is thought necessary for those who are to have surveillance over major institutions and government and whose concerns are to extend over the whole of society.

It is, therefore, the task of the college of liberal arts to introduce these people to larger groups so that they can see the world around them, not simply in the eyes or in the preview of their family or their local community---or even the community next to it---but to comprehensively view all mankind. The theory goes that such individuals are better able to take positions in a society in which their responsibilities extend over all communities and over all families. They are able to engage in relationships not only with this nation, but with people from other countries and other parts of the world. The traditional way of accomplishing this in the liberal arts college was to teach these individuals, if possible, the so-called disciplines of society, the disciplines of learning. For a long time these were primarily in the so-called humanities,

but later came to include the sciences as well. One basis for thinking that this type of training provides this broad perspective was that these disciplines were not parochial. They were ways of making sense out of the social, aesthetic, and ethical phenomena that were generally common, if not to mankind at least to Western Civilization. Consequently, the individuals who became acquainted with these disciplines presumably were able to make sense out of these kinds of phenomena in a universal way. This explains the concentration on the so-called academic disciplines.

In the late 1950's there was a great resurgence of emphasis on college preparatory courses in the secondary school. This has gone so far that many of the courses now given in the secondary schools were available only in colleges until World War II. This, of course, creates some great problems. For instance, the professor of mathematics has some students who have completed the so-called new math in high school, some who have had all their work in the conventional categories, and still others who may be completely befuddled having been taught by an individual who held a loyalty to the new math but lacked comprehension of it. The college professor has the problem of trying to bring all of these levels of understanding together on a common ground. This difficulty, however, is likely to be only temporary.

Why has this emphasis on college preparatory courses come into existence in the secondary school? It seems to me that it stems almost entirely from the pressures of graduate schools and universities. The pressure of graduate instruction has not only reached down through the undergraduate work, but it has reached further down to the secondary school. People in secondary schools are now being prepared to do what amounts to graduate work. In some areas this may be necessary.

I think it is a fact that almost all of the great discoveries or new designs in mathematics have been produced by people under the age of 30. If this is true, in the interest of our individual students and of society generally, it is quite possibly necessary for aspiring mathematicians to really get started in high school and have a consistent, sequential development of their work all the way up into graduate school. Any interposition in graduate school now is probably not likely to be very extensive.

Two major trends in higher education are: 1) the emphasis on scholarly research and learning, now being very heavily financed by the federal government, by industry and by foundations; 2) the notion that the liberal arts college is dedicated not so much to the furtherance of research and knowledge and understanding as it is to using them as means for the character development of their students. The role of instruction in those instances is to try to get this accomplished.

The tendency is that what goes on in the graduate school is also that which is transmitted to the freshmen and sophomores,

partly because a good deal of the instruction is done by graduate students who are associated with a professor who is doing research of some type. How could you expect these graduate students not to teach them what they know or things related to what they know? Since what graduate students are doing is research, and being associated with professors who are doing research, it seems to me unreasonable to expect that they will not reflect this in their relationships with the students, even though they intend not to.

Unless separate institutions with their own staff, etc., are set up within the university, the likelihood that the objectives of the college of liberal arts will be carried out in the university seems to me to be very small.

"THE ROLE OF THE UNIVERSITY"

Raymond J. Young

The University of Michigan

American higher education goes back very far in American history. Our system of higher education was molded from, and patterned after, the higher educational institutions in Europe, primarily from Germany and England. The first institution of higher education in the United States was a non-public institution known to us today as Harvard College, dating back to 1636. Almost 200 years lapsed before there was much deviation from the traditional European pattern. In this early era university education was primarily and almost entirely limited to the sons and daughters of the aristocracy of our country. An aristocracy whose roots were in Europe and who were wealthy, could pay for educating their youth abroad or for sending them to the early universities of this country. University education was primarily for the financially and socially elite; the sons, and later the daughters, of the governmental leaders and the entrepreneurs of business and industry which was starting to expand throughout the United States.

Two Presidents were influential in enunciating two basic fundamental philosophies of education pertaining to the common school system which was beginning to develop, as well as to education beyond the secondary school level. President Andrew Jackson believed that education, in a democracy with a social philosophy such as ours, depended upon the development of its human resources and a theoretical participation in a democratic form of government. He pleaded the cause for education of the masses. Thomas Jefferson was concerned about the development of the leadership of the nation, the education of the most confident. He sought to develop an educational system which would dedicate itself to the development, preservation and transmission of knowledge, primarily for those who were intellectually elite, who could at that time afford a university education.

The first part of the 1800's witnessed a growing feeling that education was an important commodity for the good of the nation. The University of Michigan was founded in 1837. At this time, secondary school education was still limited to those who could pay for it. Persons did not usually complete secondary school unless they were aspiring to a college or university education in order to enter one of the professions or the ministry. After the Civil War provision was made for the establishment of a new kind of institution, the land-grant college, of which

Michigan State University is the nation's pioneer. The concept of the land-grant college was that a college which would serve the common people; it was a college which would provide service, which would relate itself to the industrial-occupational and the agricultural and mechanical arts needs.

During the latter half of the 1800's another new concept was imbedded in higher education with founding and development of the University of Chicago under Rainey Harper, its first president. For the first time a university announced that its function would be to provide services of various types. Harper was concerned that the young, bright boys and girls could not afford to go the long distances often required to reach a university in order to attend. So, the need of training, at least during the first two years beyond the high school, became evident.

In the last half century, within the past 15 or 20 years, we have been developing a system of two-year colleges beyond the high school level to round out the system of higher education. In this system are some institutions which have geared themselves to education for the masses, and others which have geared themselves to the education of the leaders and the intellectually apt individuals. Following the creation and growth of the University of Michigan, public institutions have been developed to prepare students for the professions and to do research and to offer service. As they have expanded, their functions have been related to the development of knowledge through research and its dissemination through service in the field. Also, undergraduate teaching and graduate and professional education, for those who will be our nation's leaders and those who will function in the field of the professions have been strengthened. We have been developing public universities, teachers' colleges, community colleges and land-grant colleges to discharge the public responsibility not only of enlightening the masses, but of educating the leaders of tomorrow.

Some of these institutions are required by law (state) to admit all who would apply. Others, not restricted by law, have been able to impose selective admissions requirements. Those with constitutional autonomy may set and impose selective admission standards upon those who would be admitted to the university without fear of recrimination from political interference or from public pressure.

For those universities forced by state law to admit all who would apply, there have been internal selective admissions forces operating. For example, in the english classes, chemistry classes, etc., at least half of those admitted were denied further attendance at the university because of failure to attain high enough grades within the first or second semesters.

Primarily, the universities are engaged in working with the more intellectually able young people. The university exists for the discovery of new information, its dissemination, its

preservation, its transmission and in the application of such knowledge to professional training.

This is a most brief and informal description of the university.

"THE CONCEPT OF A COMMUNITY COLLEGE"

Max S. Smith

Michigan State University

During the past decade, the public Community Colleges have attained justifiable status and recognition in the American educational system by defining their role and making great strides toward fulfilling this role.

William Rainey Harper of the University of Chicago is credited with inventing the name "Junior College" at the turn of this century. The program of this two-year institution in the early 1900's, which was labeled the "Junior College," was limited to providing credit courses of a kind usually given in the freshman and sophomore years of a degree-granting institution.

Hold Distinct Position

In the relatively short time of sixty years, the role of the Community College has evolved, especially during the past decade, to a point where it has a distinct position in the pattern of public education. It still provides education opportunities that are also provided in institutions that are traditionally termed "higher educational institutions." But, it also provides services and educational opportunities that are not normally or traditionally found in either the secondary or other higher educational programs.

Thus, the program of the Community College deserves to be classified as "community college education," as distinguished from "secondary education" or "University education." Although the name "Junior College" is still used, the concept of a "community" institution is implied, whether the name "junior" or "community" is used. Today, the names mean the same thing and often the name "Community Junior College" is used.

At the same time institutional identity is recognized, the necessity for effective relationships with other levels of the American educational structure must be emphasized. Continuing relationships exist with the high schools on the one hand and with the four-year colleges and universities on the other. Close cooperation with industry and business in the area being served by the Community College, is also necessary.

The purpose of a Community College is to provide for all persons above the 12th grade age-level and within convenient commuting distance, education consistent with the purposes of individuals and the society of which it is a part. Thus the programs and

curriculums of the Community College are comprised of what is considered to be collegiate and non-collegiate courses of instruction, provided on a full or part-time basis.

Community College Functions

The five accepted functions of the public Community Colleges are to provide:

1. Programs usual to the first and second years of college which provide sound education of such quality that credits may be transferred to an accredited four-year college or university and applied towards degrees of the baccalaureate level or higher.
2. Vocational and technical programs in the industrial, agricultural, and semi-professional fields. Such programs are of long or short duration, depending on the amount of time needed by the student to complete the requirements for entrance into the occupation.
3. Programs or courses for adults and other Community College students, designed to provide general education and to improve self-government, healthful living, understanding of civic and public affairs, a vocational growth, cultural depth, and to facilitate occupational advancement.
4. Individual services to students, including guidance and counseling, assistance to career selections and removal of deficiencies in preparation for college programs.
5. Programs of community services for individuals and groups interested in cultural, civic, recreation, or other community betterment projects.

The degree with which the public Community College programs are carrying out these functions varies from locality to locality and from State to State throughout the United States. The very definition of public Community College indicates the diversity of program and the degree with which the functions are being performed.

Locally Controlled

A public Community College is simply defined as an institution that offers a two-year program at a post-high school level: is locally controlled as provided by State statute, financed in part by local tax funds and its program is designed to meet the educational needs of the area it serves. These criteria for a

public Community College, local control, local support, and meeting local needs, differentiate this institution from other forms of higher education and from the private junior colleges.

The Community College produces the most for the tax dollar. It avoids the expensive costs of building dormitories and of long distance transportation. It gives the student a chance to live at home, to find part-time work among his friends and neighbors and perhaps to combine education and work. From the viewpoint of business and industry, it permits planning of curriculum to meet local needs for technical and skilled manpower. It permits cooperative arrangements for use of technicians as instructors where faculty specialists are not available on a similar basis.

Screens Students

The Community College serves as a screening device for the four-year college, a badly needed service since many of the freshman-sophomore classes in four-year institutions drop out at the end of the second year. By absorbing much of the freshman-sophomore load, the Community College makes it possible for the four-year colleges to do a more effective job on the remaining two years and in the professional schools.

The Community College expansion also eases the pressure on the many small, liberal arts colleges which do such an excellent job. Their continued existence in present form is essential and desirable. An important by-product of the establishment of a Community College is a continuing program of adult education for persons who are employed, but want to continue their studies. Community Colleges become the local cultural, as well as educational centers, and this fills a major need. Current trends leave no doubt that many million more adults of all ages will look to a growing variety of institutions and programs for the education and training they will need to adjust to the changing world.

This kind of college with wide open doors of opportunity to the student who wishes to try, is certainly needed today. There must be available a wide range of programs to meet various needs. Effective counseling must be provided so that these schools become great distributing agencies--some students will go on to the universities--some to occupational fields--and in many cases, this kind of college will salvage talent which our society critically needs. This kind of institution becomes a creative center of education that will continue to serve people throughout their lives.

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Needs Are Studied

A number of significant studies have been made in the midwest in recent years to determine what is needed and where it will be needed. One of these studies is the report of the Michigan Legislative Study Committee on Higher Education, which made its final recommendations in 1958. These studies, in turn, caused many Michigan communities to examine their own educational needs; to ask themselves what they want in the way of education beyond the twelfth grade, and how they'd best go about getting it for their area. The Community College has assumed an increasing importance in their eyes; the Community College, which exists to serve the changing requirements of its community.

An important point to remember about the Community College program is its adaptability. The liberal arts colleges supply society with four-year graduates who have met the standards of a liberal arts or arts-and-science curriculum. And these standards are necessarily much the same, wherever the school may be located. But the two-year Community College is peculiarly the reflection of the special needs of the community that supports it.

Attracts New Industry

Important changes have taken place in industry in recent years. More and more, business is requiring a higher level of education from prospective employees. The community which can provide people who can meet these professional or technical requirements, is best fitted to hold or attract industry. The community which cannot, or does not, give its citizens the needed preparation will lose ground in the competition for industry and business.

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"THE UNIQUE ROLE OF THE COMMUNITY COLLEGE"

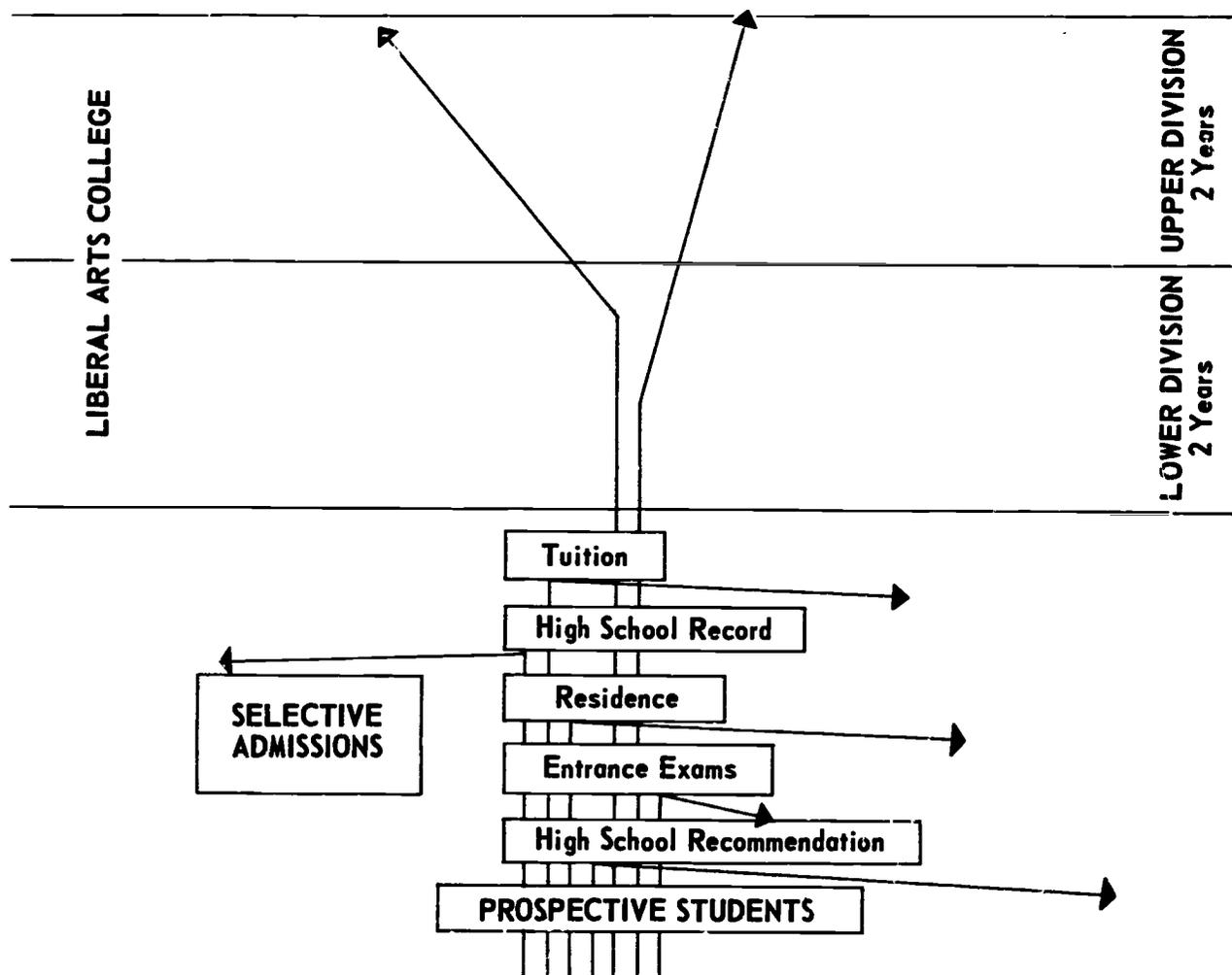
George L. Hall

Midwest Community College
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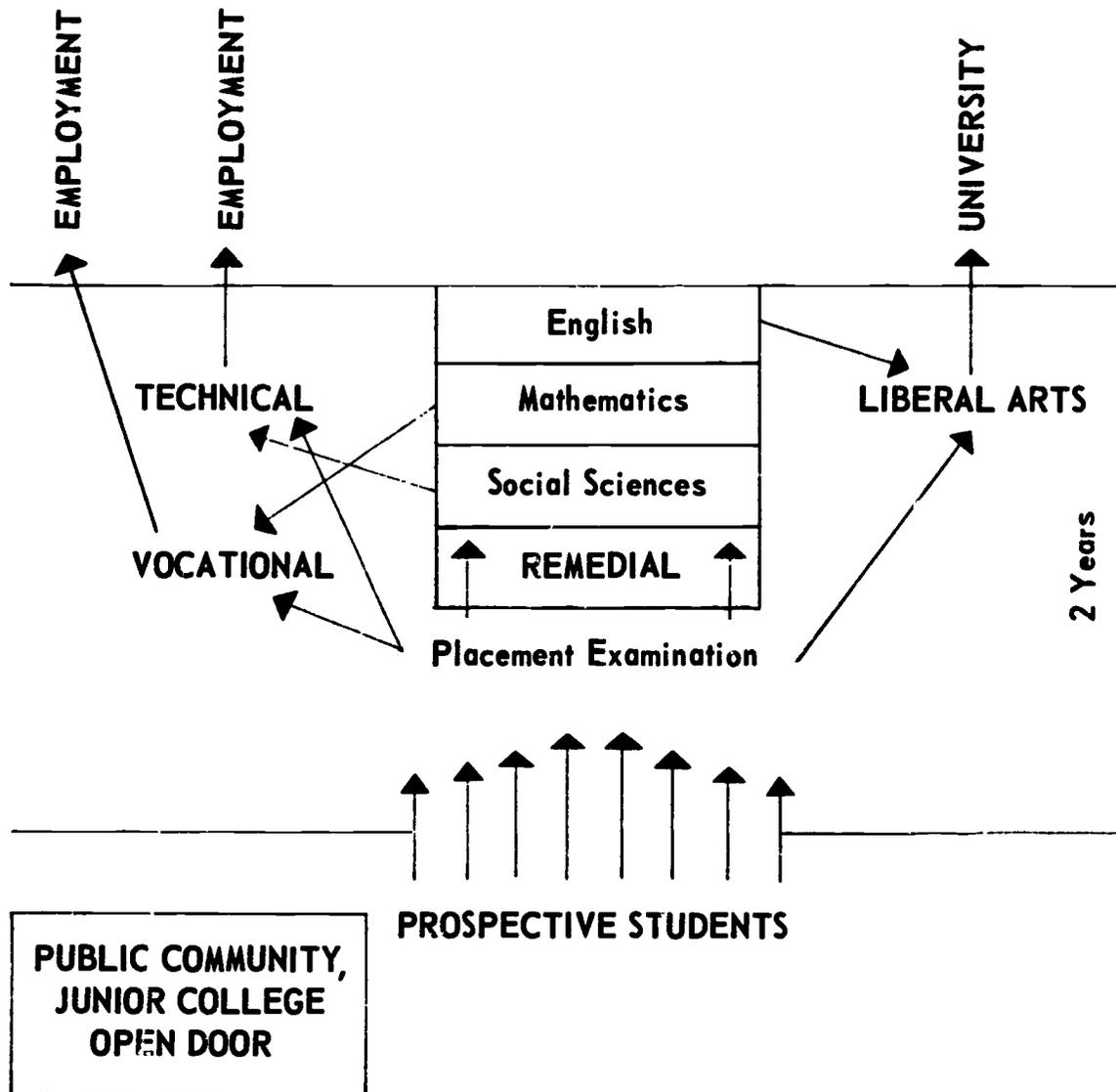
Sigurd Rislov has discussed the Liberal Arts College and its historic role in higher education. Raymond Young has talked about "The Role of The University" and Max Smith has reviewed the "Concept of the Community College." I wish to describe a basic difference between the university, the senior college and the community college and to indicate the unique role of the community college.

The community college is unique in terms of their enrolled students. We may say that the uniqueness is due to the fact that someone left the door open.

A diagram of a university with selective admissions appears as this.



A public community college with open-door admissions may be diagrammed as follows:



You will note the barriers to the university. I have illustrated five (5) of them. They are tuition, high school record, residence, entrance exams and high school recommendation.

The public community college has an open door. All high school graduates and mature persons are admitted. Once inside, however, they are confronted with placement examinations--- not to eliminate them but to assist them. Students are admitted to the college but not necessarily to educational objectives of their choice.

If the placement examination shows ability to succeed, students are admitted to the liberal arts transfer program, vocational curricula or technical programs.

If the students are found to be deficient in English, Algebra or U.S. History, they are advised to take remedial work in these subjects before continuing general education or their occupational curricula.

It is suggested that the community and junior colleges will occupy the place that the high school did a few years ago. It is true today that a majority of high school graduates enter college and it is also true that the numbers in high school are far greater. Because a larger percentage of students are going to college, the colleges must work with a greater spread of academic ability and interest. The public community college with its doors open to all high school graduates and to all mature persons will continue to receive more and more students representing high and low ability and all levels of interest and motivation. The community college is and will continue to be a proving ground for many. It welcomes those who wonder about their ability to do satisfactory collegiate work. It welcomes the "late bloomer" and the young person who needs to mature. Tuition charges are non-existent or at least reasonable in the community college, although there are many administrators who still argue that any tuition charge is too much of a financial hurdle for many students to clear. It may be truly stated, the community and junior colleges are democratizing higher education.

In the few states not presently served by junior colleges there appears an educational gap between high school and universities. The junior colleges provide rungs to the education ladder making the ladder far easier to climb. In some cases the community and junior colleges serve as a screening device for four-year colleges and universities. They round out the system being complementary rather than competitive with the four-year institutions. Most presidents of senior institutions are agreed that the community and junior colleges actually encourage more students to attend the universities---students who otherwise would not have gone on.

Thus, the college which was created as an extension of the high school to offer a few college credits has been shaped and

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re-shaped to meet society's changing order. Today they enroll one-fourth of all college-bound American youth and they provide for the continuing educational needs of adults; additionally they share a major role in supplying technicians for our nation's scientific advancement and they are asked to train millions of others for the world of work.

This is America's College--the community and junior college.

"FACULTY RELATIONS WITH ADMINISTRATION AND STAFF"

York Willbern

Indiana University

In a complex society, colleges are increasingly important and even necessary. A college is itself a complex institution: a community with many components.

The ordinary response, when a question is addressed to the size of a college, is in terms of the numbers of students enrolled. Students are, of course, indispensable to a college, but they constitute only one of its elements.

Another important element, which must never be forgotten in the program and plans of a college, is the parents of the students. Still in control, to a large degree, of the activities of their children, it is they who decide to commit a considerable segment of the lives of their most valuable possessions to an institution, and they need to be satisfied that the commitment is a desirable one.

Another vital segment of the college community, at least of those colleges with any history, is composed of the alumni. Their membership in the college community is not severed, but merely transformed, at the time of their graduation.

Perhaps the most central component of all is the faculty. In considerable measure, the faculty is the educational institution.

Clearly distinguishable from the faculty, although there may be some overlapping, is the administrative staff. The president, the deans, the various types of bookkeepers and custodians, not only perform essential services for the institution, but have a peculiarly important role in controlling its destiny.

Most American institutions have a governing board of citizens who have legal responsibility for the entire institution, but can manage to take actual responsibility for only a very few of the most crucial of the decisions involving it. In many respects, the better their job is accomplished, the less they have to do---a living, vital educational institution largely runs itself, with the citizen board serving largely to ratify and provide support. An emergency requiring greater participation is often caused by some instance of institutional pathology.

Then, there is a larger context of community, for whose service the college is instituted and maintained. For Oxford and Harvard, this community may be the nation or even the world, while a state university may be peculiarly the agent of the state which provides its primary support; a church college an expression of the interests of the religious community with which it is

affiliated; and a "community college" particularly associated with a single city or metropolis. In any case, the influential citizens of this larger community are also deeply involved in the characteristics and the welfare of the institution of higher education.

All of these segments are deeply involved in the life of a college. All must participate, all must cast their votes, must give their consent--usually it is more than consent, it needs to be active support--if the college is to grow and develop to fulfill its mission.

While all of these elements are indispensable, none is more indispensable than the faculty. It is the faculty which is the heart of the institution. It is the faculty which, primarily, does the work for which the institution was created. A generation of students is relatively short-lived; all of the other segments tend to have competing interests which are not the central ones of the institution. The faculty works at the institution's interests essentially full-time; its activities constitute their career. The difference between a good institution and a mediocre institution is almost entirely a difference of quality of faculty.

One of the central insights of modern research and practice in management is that social institutions are much more effective if there is a wide sharing and participation in decision-making. Even in factories and business institutions, not only the dignity of the participant in the institutional process, but the performance and effectiveness of the institution itself are greatly furthered if the participants are consulted about matters of importance to them--if they feel a part of the actions being taken.

If this is true where ordinary workers in economic enterprises are involved, it is much more true where professional people are involved. The doctors who constitute a hospital staff must have a wide and full sense of participation in decisions about the professional program at the hospital. The scientists in a research laboratory cannot be moved about as if they were checkers on a checker-board--the program will be effective only if it is a corporate program, in which all participate.

It is peculiarly and significantly true, then, that the faculty of an institution should be involved deeply and effectively in determining the policy and program of the institution. Of all the institutions of modern society, an institution of higher education especially is one where there must be a sense of sharing, of participation in a collective community.

In what areas of institutional policy need the faculty be involved? The short answer to this question is--in all of them, although there are certainly widely differing degrees of involvement which seem appropriate.

There can be little question about the necessary involvement of the faculty, both individually and collectively, in consideration

of curriculum and teaching program. The individual teacher, after all, is the only real determinant of what occurs in the classroom, the vital center of every educational program. The determination of what courses shall be required, the contents of the particular courses, and the standards to be required of students, are matters in which the other component elements of the educational community have some voice and some influence, but the central voice and central influence must be that of the faculty.

Since the faculty will determine the standards of scholarship to be expected of students, the faculty needs also to participate in the determination of policy about admission of students to the institution. Financial considerations, considerations of general public policy, considerations of relationships to the community---all these may require that the board and the administrative officials participate also in the making of policy about student admission and student standards, but the educational process will be more rational if the faculty has been involved in such decisions.

Perhaps next only to curriculum and student body, the faculty should be involved in decisions about its own composition. The best recruiting agents are faculty members. Particularly as a collegiate institution develops size and stature, the people best qualified to discover and to recruit promising new faculty members in a particular subject matter field are the persons who are already in that field. They have the contacts; they know the areas of intellectual development; they are able to judge the intellectual capacity of the prospective new faculty member.

The same consideration applies, perhaps even more strongly, with regard to the retention and advancement of faculty members. The best judges of the quality of work of a college faculty member are his peers. Furthermore, this is the greatest psychological spur to the development of a sense of high standards within the faculty itself. If it is entrusted with the responsibility, or at least the major responsibility, of assessing the quality of new and probationary colleagues, its sense of corporate pride and morale is greatly furthered.

While the factors of outside relationships become more important at higher levels, it is also important that the faculty be consulted even with regard to the selection of deans and presidents. They can contribute much in such a decision, and their feeling of loyalty and involvement is much greater if they think that their views have at least been considered in the choices. A dean or a president who is not acceptable to the faculty which he is expected to lead is placed in an impossible situation.

Even with regard to that most pressing and most delicate area of decision-making, that of the allocation of funds, there are many ways in which the faculty could well be involved. If funds are limited, and hard choices must be made, it may be possible that good ideas will come from the faculty; it is even more certain

that they will understand and sympathize with the choices if they have had some part in them.

The development of appropriate machinery for faculty participation in policy-making is a matter of considerable importance. In an institution of any size, the meeting of the faculty as a whole is too large and cumbersome a device to be used effectively for deliberation. Ordinarily, the key to faculty involvement, just as in democratic institutions generally, is through the channel of representation. A representative group of faculty members can participate in a faculty council, or faculty senate, or academic council---the names differ widely. In the larger institutions, such representative bodies may be desirable at several levels---the whole college, in each of several divisions, or even in large departments. There are differences of opinion as to appropriate size. My own preference is for smaller bodies.

The temptation for an administrative official, president or dean, is to consider that representation can be achieved through his own selection. This is a dangerous assumption. It is important not only that the faculty be consulted through representatives, but that they know and feel that they have been consulted. They know and feel this much better if they have themselves chosen their own representatives. There are many satisfactory compromises in this regard, however. Many faculty councils have ex-officio members from the administration. In other instances, a policy council or committee is chosen by the administrative official from a group of names nominated by the faculty as a whole.

In many particular instances the working channel of faculty involvement is, of course, the committee. The appropriate and proper use of faculty committees always involves difficult management choices. Direct administrative decision is frequently more expeditious and more effective than committee decision. Many faculty members feel---and properly so---that much of their time is wasted through involvement with committees. Yet, there are many areas of deliberation and policy-making in an educational institution where some such device as a committee is absolutely essential, both for the collective wisdom which can be brought to bear on the subject, and for the psychological value of wide consultation. The line between too much committee activity and too little committee activity is one which must be worked out from institution to institution.

Of course, there are problems involved in faculty participation in institutional policy development. It takes time to consult and discuss. There are short-sighted and selfish faculty people. To ask for counsel is to invite differences of opinion and possible friction.

But each of these problems and disadvantages has its obverse side. Deliberation, full consideration, often brings a far better decision. The addition of different views and opinions produces better understanding and more satisfactory conclusions. There are

wise, able and thoughtful men among college faculties, if there were not we would be hard put to justify the great expenditures of time, effort and money we are putting into such institutions.

But even if the decisions should be not quite so good (and the quality of a decision is very difficult to measure), this price must be paid for the psychic return. A member of the faculty---and the faculty is the heart of an educational institution---is loyal, productive, and effective in considerable measure only if he feels that he is a working partner in a worth-while enterprise.

The cornerstone of an arrangement for the sharing of decision-making responsibility---among boards, presidents, deans, faculty committees, and even students---lies most of all in a sense of mutual respect, a sense that each of these components is entitled to be involved and has much to contribute. As this respect grows, and is emphasized by action, the formalities of shared responsibility become less important. If a man whom you trust makes a decision without consulting you, little has been lost. But this mutual respect, among all parties, must ordinarily be earned; it does not come automatically.

Another aspect of faculty involvement in institutional policy should be suggested: faculty members, like other persons working in other places, have many opportunities to join organizations. This is an organized world, and Americans are joiners of organizations. If a faculty member does not feel a full participant within the community which is his educational institution, there are many opportunities for him to seek this participation through other organizations. A teachers' association, a chapter of the American Association of University Professors, or any other similar organization, can be cooperative and helpful and useful in furthering the goals of an educational institution. If members of the faculty feel any sense of frustration with regard to their participation in the central channels of institutional policy-making, such organizations are much more likely to be argumentative and even militant. In some cities and some states, teachers in the public schools are beginning to insist upon collective bargaining arrangements. This is beginning to appear even in some colleges. Collective bargaining is an institutionalized way of participation in decision-making. It involves the making of decisions through competitive argumentation of a two-party character. To the extent that policy-making can be considered to be much more complex and more subtle, and to involve faculty members, administrators, and other segments of the community at every stage, the formalized, antagonistic approaches of "collective bargaining" may be less necessary.

Is faculty involvement in institutional policy-making a necessary concern of board of trustees? Are not such relationships best left to the faculties and to the administrative officials to work out? On a day-to-day basis, this will, of course be true.

But it seems highly desirable that boards of trustees know as much as possible about their institutions and realize the value of institutional arrangements involving the whole academic community. In most instances, the board of trustees will deal directly with the chief executive officer of the institution. But, in well-run institutions, there will be many occasions when other channels of communication will also occur. And in times of crises, or when problems arise, the needs for multiple channels of communication may be even more apparent.

A college is one of the most attractive, as well as one of the most valuable, of human institutions. It brings a constantly renewing stream of young people, at a critical point in their life, into contact with each other and with a group of chosen faculty members, in an atmosphere of a search for knowledge, for truth, for beauty. The impact of this institutional environment on the minds and lives of every generation of our people is of incalculable importance. It is important that we do everything we can to make the institution a healthy and vigorous one, in which all of the participants feel a sense of involvement, a common concern, of mutual respect. The board, the administration, the faculty, the students, all must share in promoting the health of this institutional environment.

"THE ST. LOUIS JUNIOR COLLEGE STORY"

Joseph P. Cosand

St. Louis Junior College District

I would like to preface my remarks by this one comment: we have tried very hard to obtain for the St. Louis Junior College program, the best qualified people possible from throughout the United States. Our philosophy has been, "We don't have time to hold your hand. If you don't know what to do you don't belong here. Here's your job, do it."

Our administrative staff and our teaching staff have been imbued with an experimental approach, with an interest in research. We believe in research---lots of research. Often the experimentation has failed, but a great deal of our experimental work has succeeded with implications not only in our instructional program but also in our building plans. To know what you are going to put into the buildings is fundamentally important, not for today, and not for tomorrow, but for the day after tomorrow.

Look at science instruction alone. The laboratories that you and I have, and which are in existence in most institutions today, tend to be inadequate for the sciences being planned for tomorrow. We are experimenting with the audio-tutorial method of teaching science. We heard about this at Purdue University where Dr. Postalwait is using it in the teaching of botany. We also heard that there was similar experimentation under way at Penn State. Some of our people drove to Purdue to visit with Dr. Postalwait. He feels that the audio-tutorial method will cut the need for laboratories in half. One lab will do what two labs previously would have done. This is what I mean by the business of research in teaching.

I agree with those who say that the junior colleges are after teachers and not research people--and I disagree. We are after teachers who know how to teach and who want to teach, but also who want to do some research in teaching methodology. We're not talking about "publish or perish" as you hear so much. We are talking about the type of research which motivates six of our biology and two of our chemistry teachers to become vitally excited about this audio-tutorial method for the teaching of their sciences. We have a physics instructor who is excited about certain methods using television in the teaching of physics. My feeling is that if you can instill the experimental method in a faculty and in an administrative staff you are well on your way to success. And, the board will be pleased with the results because you are not a static institution but rather a dynamic institution. Not all of your faculty members, however, will want to do this.

Now, to get to the core of this talk: a case study of the St. Louis Junior College. Fourteen factors are responsible for the success of the junior college program in St. Louis. Let's go down these points.

1. The initial administrative staffing. I wanted to bring in four people:
 - a. A vice president for instruction who could help the community to build an instructional program. I wanted someone who could talk to bank presidents, labor leaders, engineers and presidents of colleges. I wanted someone who was confident and who didn't sit back and say, "After all, I'm only a junior college person."
 - b. A vice president for business who was an educator first, and a business administrator second. We hired a person who had his college degree in college business administration, but who academically was an engineer and who had been vice president of a technical institute. He understood education--he understood technical education--and he understood business.
 - c. The third person would be required to head up our first campus and be able to build the beginnings of future campuses. I wanted an experienced college administrator and we were able to get a president of a college in Missouri.
 - d. A person in instructional resources was needed, and I think that this is fundamental. The job of the director of instructional resources was to build the broadened library program which included not only books, but anything that would serve as a resource for the teacher and for the student. The buildings which house this type of program are labeled "instructional resource centers." We do not call them libraries for they are far broader than a library could be.
2. Develop a master plan. We developed it for ten years and obtained from schools all of the information on enrollments we could, from kindergarten all the way up. We obtained information on financing. We estimated how much our assessed valuation would increase; what percentage of students we would have from the high school graduating classes; and, as the junior college would grow in stature, how this percentage might well rise. We also estimated how

the retention power of the junior college might rise as the junior college grew in stature. We tried to come up with projected year by year enrollments. We also did this geographically, using the standpoint of all of the public and private schools in the district. Thus, we were able to come up with an estimated enrollment for 1964-65, 1965-66, and we carried this through to 1972-73. Then we took our finances and looked at them on the basis of what our estimated costs per student might be each year, taking into account the depreciation of the value of the district and the decreasing value of the dollar. In our master plan we showed that the ten-cent tax, which we were able to assess in St. Louis, would not be adequate, and that we would simply run out of operating money by 1970. Kansas City started a separate junior college district this year but had not checked carefully and they now find that on the ten-cent tax they will run out of operating moneys in another year.

Our state law does not permit taxation on the basis of wealth per student; it permits taxation on the basis of total assessed valuation of a district. There is a fallacy here. If you are over a billion dollars you can tax ten cents; if you are from \$500,000,000 to a billion you can tax 20 cents; and if you are from \$100,000,000 to \$500,000,000 you can tax 40 cents. After 1970 the ten-cent tax will not even keep us in operation, and Kansas City will be in trouble after next year, so there is a problem here of state law.

We must turn out another master plan. My advice would be to bring this master plan up to date at least every other year, projecting ten years forward each time so that we can see where we are going.

3. Community education. I made a promise to the board and to myself that we would have the best educated board of trustees in the United States. I think it is! Occasionally some of our staff members think that the board may be too well educated. This is not a negative statement, it's just that sometimes we feel that the board meetings last a long time. Our bi-monthly board meetings usually start at 6:00 p.m. and end sometime between 11:00 and 12:00 p.m. We bring into every board meeting a section on instruction. Our agenda is so set up that the first item in general business, the second is personnel, and the third is curriculum and instruction.

If we talk about putting in a nursing education program we discuss the cost of it, it's value to the community, what the board might expect to find in the way of criticism

with respect to this program, and why it may not necessarily be well accepted by the three-year hospital program. Then, when the board members go out into the community and someone says to one of them, "Say, what are you trying to do with that two-year nursing program of yours, downgrade nursing?" our board member could hopefully take that question and handle it. I think this is the most important point I have to make in this case study. A board of trustees, to do its job, has to be more than a board which approves expenditure of funds. A board's function is to help build an educational program and to be able to interpret it to the community.

The third point about this community education is that we also made a promise---and our staff and board have fulfilled it---that any request to speak before any group, regardless of size, will be honored. Consequently, we've had people go out in the community of one and one-half million people to talk junior colleges just as much as we can get invited to talk junior college. The same has been true on television, on the radio, and with the press. One thing with which we are very pleased is that the press, radio and television have always known in advance what we were doing and have been told the certain items which were confidential. For example, when we were purchasing sites we were constantly plied with "What about this site? How much is it going to cost?" We would tell them in return, "Now look! You can't publish this, because if you do you're apt to jump the price, but here are the facts." And we'd tell them the facts. They have never yet broken that confidence and I think it has helped a great deal in getting the support from them that we now have.

4. The use of automated equipment. In October of 1962, one month after I came to St. Louis, we talked about employing McDonnell Automation Center, part of McDonnell Aircraft, to run a survey on how we might best set up all of our systems in business and in student personnel services for the use of automated equipment. At that time they were at work with the St. Louis city schools on a \$200,000 study of their business procedures in which they were going to change all of the city school business procedures from their present method to the use of automated equipment. We wanted to be able to start from the very beginning and follow a pattern. We spent \$27,000, and now the people we employ, the systems we established, and the forms we set up are worked out in joint consultation with our staff, with McDonnell and with our auditing firm of Ernst and Ernst. In one and one-half years after we started with

our automated equipment, the use of which we have contracted with McDonnell, we are able to turn out to each of our campuses and to each of our division heads a complete breakdown showing all of the expenditures, the encumbrances, the unencumbered balance, etc. There is now no excuse why a campus administrative head, a business manager or a division chairman on a campus, or a man in a department should not know how much is left, for he receives this information monthly.

One of the criticisms of our system, which I will pass on to you, is that we did not hire a systems coordinator and we should have. As of two or three months ago we now have a systems coordinator and he has been invaluable. Had we hired him in the very beginning we would have saved ourselves and McDonnell a lot of headaches in launching this project. Systems coordinators are hard to find, but in a big system they are worth their weight in gold.

We also did the same thing in student personnel services. From the very first registration of 800 students in February of 1963, we were able to register with the use of I.B.M. procedures. Last July all of the high schools which sent students to us were given a complete breakdown of the success or lack of success of those students. We were able to do this through the use of McDonnell Automation Center. One more point on automated equipment: we have very little. We have not leased it nor have we purchased it because we don't think that we are yet ready for very much of it. We do have a sorter and a key punch, but it is more economical to contract with McDonnell than it is for us to get the equipment. In a survey that we requested there will be a point where the graphs will cross and indicate that it is cheaper to go ahead and obtain a certain piece of equipment---we feel that this is a pretty good way to do it.

One other project which was a bit of a gimmick---and I'll be the first to admit it---was the use of the computer on space utilization needs. We had first worked out our needs with paper and pencil. We based our figures on 80 percent minimum use of classroom space from eight o'clock in the morning until five o'clock in the afternoon, and 65 percent laboratory space based on multiple size rooms. We tried to approach 100 percent seat utilization, which is the key even more than the space utilization, so we would have rooms for 24, 35, 50, etc. But the architects wouldn't believe it. They said a building can't be built for this amount of space, with under 100 feet per student! To prove our point, Jack Tirrell talked with the McDonnell people and said, "If you can fly an airplane like the

Fathom and build it off of the computer, why can't you build a college this way?" McDonnell became excited; the Ford Foundation gave us \$15,000; and the computer made 27 runs on how to utilize this space, even with an added variable such as, "if there are two free hours every week for club meetings, how many extra rooms does this mean?" We took the computer results back to the architects and they tended to believe the computer much more than they were inclined to believe us, so we've been working on this basis.

5. The recruitment of teaching staff. Of everything you do, this is probably the most important. We tend to recruit short because we always want to be able to use part-time teachers from the community. There are some great people in the St. Louis area of whom we can make use, and we would like to be able to do so.

Where do you get your staff? We probably could have staffed our junior college 100 percent from people within Missouri or neighboring states, but we felt that we should recruit nationwide to avoid any form of provincialism. Therefore, we now have staff members from 22 states. About half of our people are from Missouri and the other half are from the other 21 states.

As we recruit we try to bring teachers onto the staff who are qualified in their subject matter field; who want to teach; who are aggressive and creative; and who are not afraid of research. We also hope that they are not too overly concerned with tenure because we don't have a tenure system. We have brought in many eager beavers and sometimes it seems as if it would have been easier to have done it another way. Our philosophy, however, has been that we'd rather put out a fire than have to start it.

The salary schedules are competitive; I think this is important to bring up at this time with the board members here. The board is committed to developing competitive salary schedules, salaries which are competitive with those in California, Michigan and New York. A teacher possessing a master's degree and without experience will earn \$6,300 in this coming year. Our salary schedule goes to a maximum of \$12,300. For the middlewest and Missouri that is a good schedule. I don't think that you can go out and get the kind of people that you want unless you are willing to pay the kind of salary which is professional. The same is true with our administrative salary schedule. The board has supported this right down the line.

As you can see, we have tried to bring in people who were committed to the comprehensive junior college

philosophy; committed to the two-year junior college; committed to the concept that "we're going to stay with this and build it and we're going to have technical programs and remedial programs and we're not going to teach just english literature or calculus but maybe remedial english or remedial arithmetic." We find that we have failed a few times, but in general, we have a staff who is committed. The staff is concerned with some of the problems which occur with the "open door" philosophy in which students come who cannot do the work. On our city campus we have a group of teachers trying to develop a program, which I tried to develop in California, where the negro students coming to us from the city of St. Louis with very poor preparation are able, through remedial work, to be prepared to move into some technical or some academic program. The impetus on this campus came from the faculty. It didn't come from me or Dr. Clark or Dr. Richardson. It came from the faculty because they realized that they simply weren't doing the job.

6. Administrative staffing. We have developed an organization chart for our maximum enrollment of 16,000 students; 4,500 on each of our two county campuses and 7,000 on our city campus. The chart tends to show where needed jobs would be filled as they become available. I'm not overly enthusiastic about organization charts, but I do think they are necessary and should be descriptive of your administrative structure. But, if you go by a chart entirely, you are going to have real problems because you can't take a group of people and fit them like checkers onto an organization chart checkerboard. It just doesn't work.
7. The policies and procedures manual. This was developed by our staff with wonderful cooperation from the board. The manual clearly delineates board policy and administrative procedure and this is important! The board is there to establish policy and to give guidance, and the administrative staff is there to administer with the staff. Our board and administrative staff understand this and we have a happy marriage. If the board were ever to start moving into administrative procedure, it would have to look for a new president. The board members know this and I don't think there is any question about it. I've seen the other sort of situation occur where the administrator would refuse to accept the responsibility for his particular job and would turn over the administrative responsibility to the board. Once an administrator has done that, he no longer deserves to be head of his institution. Therefore,

we do have a policies and procedures manual from which come all of our other manuals such as faculty handbooks and classified manuals. The manual is under continuous evaluation and change.

8. The educational program. We are not worried about the academic program or about the importance of counseling. We are worried about getting the counselors. Our board strongly believes in counselors and we are staffing one counselor for every 350 students. This is with strong board support, so we don't have to sell the need of counseling. Anybody can take a college catalogue and program a student. If that is how you are utilizing counselors, you don't really have counselors. Counseling is sitting down with a student and trying to work out something that makes sense. Where our problem comes is in vocational-technical education. This is not just a board problem or an administrative problem, it's a community problem. I would think that any of you who have area vocational schools, or high schools with vocational programs, have a real problem here of vested interests.

The A.A.J.C. is working very closely with Walter Arland of the U.S. Office of Education on encouraging cooperation at the junior college level between the old traditionalized vocational-education and the newer interpretation of technical education. We have a strong vocational school in St. Louis which offers cosmetology, auto mechanics, licensed practical nursing and other vocational programs. Shortly after I came to St. Louis we were asked to establish a program for licensed practical nurses, so I called the vocational school about it. I received this response, "You keep your cotton pickin' fingers out of that. This is my program." When you have this kind of a problem the board and staff have to work very carefully.

We do not have an educational program in our junior college for many of our students because they can't do the academic work and they can't do the technical-level work. If you put them in the technical program without the proper preparation they are going to fail. So, we are developing a remedial program, but we must have something in the way of vocational skill training if we're going to do anything for these people. If we are not going to do it then somebody else has to.

This is the problem that is facing California. Californians are moving philosophically more and more towards academic respectability and technical respectability and away from the vocational programs which they have had out there for years and years. This philosophy is changing primarily in the faculty with, I think, too much support

from administration and board. To me, and to Leland Medsker, I believe, the biggest problem facing California junior colleges and others across the country is, "Are you going to be a community, comprehensive college with your own status? Or are you going to be something which you think the other people feel makes you respectable and gives you a kind of status?"

9. **Financing.** We have had a surplus of money because our ten cent tax money has brought in three and one half million dollars each year and, in addition, we have the funds from our student fees and from the state. The first year that the tax levy was assessed we had practically no students, so almost all of the money was surplus. We immediately formed an advisory committee of three men, who were investment personnel from the city, to help us invest our money. We have kept our money invested every single day. When money comes in and matures it is immediately invested, usually on a bid basis. For the last money which we invested on a bid basis we received an interest rate of 4.5 percent. We paid a member of the committee to help us out a bit, so that through this committee we have been able to get a good deal of return on our surplus funds.

A second committee has been an advisory committee on financing our buildings. We have facing us a building program that will probably run over \$40,000,000. The committee has recommended that we go for a bond issue of from forty to fifty million dollars. We have sent their whole report out to over 2,000 citizens in the community and have asked for their recommendations on the basis of this report. For example, every school board member of 28 high school districts within our district, all of the so-called "members of the power structure" of St. Louis, and the newspapers, radio, and TV all were given copies of the report. So, there was never any question of anybody asking what was in the small print. We do have to come up with something, and we don't know at this time whether it will be a tax rate over-ride or whether it will be a bond issue. As some of you know, in Missouri a two-thirds vote is required for a bond issue. That's pretty rough.

10. **Cooperation with the other educational institutions.** We visited all of the four-year college people in the public institutions of Missouri and Washington University and St. Louis University, obtaining letters from them stating that they would accept our transfer students. This was important to us because whenever we went out in the community we were

asked whether or not Washington University and the University of Missouri would accept our transfers. We could answer that we had letters saying they would be accepted. Of course, I always qualified my response by adding that the student must take the right courses and get the right grades.

There is another point of cooperation which I think was important. When the district was formed, most of the high school district board members and administrators were supportive, but some were not. Consequently, as soon as I came to St. Louis, I was invited to meet monthly with the 27-member body of cooperating St. Louis County superintendents. It is extremely important for us, as a junior college district, to have representation at their monthly meeting because the high school superintendents never fail to raise some question about something that is going on at the junior college. If the high school people don't know what you are doing, you can't expect to get too much cooperation.

Another thing which we did with the support of the high school superintendents and principals was to get direct mailing privileges to the counselors. We now have a list of all of the counselors in all of the public and private high schools, and our mailings go directly to them, not to the principal!

We are trying to get cooperation with the vocational schools.

11. Number of campuses. How many should we have? The board spent many hours on this complicated topic, complicated for the simple reason that if we had only one campus, where would we locate it? If we located it in the city would it become a colored or a segregated campus? If we had one in the city and two in the country, would one be a segregated campus and the other two restricted for suburbia? Could we afford to duplicate three libraries, three sets of science equipment? After riding around the district in a helicopter and checking the best places for sites, and after determining where the population was growing, we ended up with three campuses.

The purchase of the two county sites was not difficult for we found good sites, justifiably located. But we wanted to find a location in the city of St. Louis which would encourage an integrated campus. We did not, under any circumstances, want a segregated campus. We purchased 35 acres on the other side of Forest Park and we want to buy another three. For this 38 or 39 acres we will have to pay three million dollars. The site was chosen because

we think that it has the best chances of becoming a fine integrated campus and an example to the community. As far as we are concerned, it will be the image site of our district, because it is on a large freeway where people pass by.

The final negotiation for the Forest Park site involved the sharing of parking area. A large arena, which joins the property, holds ice skating and other affairs accommodating up to 16,000 people. We will use some of their parking Monday through Friday and they will use our parking Saturday and Sunday. On the basis of this shared property, we were able to cut down measurably on the amount of ground that we had to buy, thus saving ourselves a good deal of money.

12. Physical facilities. We have three architects who, although very different from each other, have worked together for the first six to eight months. We have planned meetings with the staff and with all three architects so that the ideas of all would rub off. After we got to the point where we felt the ideas had intermingled enough, we began to meet separately. This plan of working with three architects has enabled us to save money, for when there are differences in ideas which also involve differences in costs, we can ask the architects to justify themselves on the basis of space needs and on the question of total space versus utilizable space.

We built a set of temporary buildings on each of the county campuses, but because of limited space, no temporary buildings were constructed on the city campus. The three architects, with us working with them, master-planned the three campuses so that the temporary buildings were erected in a location which would not interfere with the master-planning of the permanent campuses. One set of temporary buildings cost \$6.50 per square foot. Because of a fire marshal, the other set cost \$8.00 per square foot. We will use them to supplement our permanent buildings, as they are built on a graduated scale. The first core of permanent buildings is planned to start this coming spring on our city campus, and we hope we can start the first core of buildings on our two county campuses in the spring of 1966. We hope to have permanent facilities ready on all three campuses by the fall of 1967. The permanent buildings will be based on what we have in the way of temporary buildings. We would prefer not to build any science laboratories as yet; we want to complete experiments in our temporary building to be sure of just what we need in the science labs before we start construction on them. We are trying initially to build core buildings on our permanent campuses which can

be used for other things. For example, we will completely build our instructional resources center, but we won't have need for all of the library space at first, so we are going to put into this building a large number of classrooms or offices which can be removed when we need the space for the library. We don't want to build onto our library like a patch work; instead of playing dominoes, we would rather build each building in its entirety. We would like to build our student center in its entirety and use it for other purposes such as counseling, drama, music, and other activities related to student needs. Under the federal aid program you can't put classrooms into it, but you can put in student related activities. We feel that if we can borrow the money to build the student center and put other student activities into that center on an interim basis, then we have a building as a whole. Our board members have visited California junior colleges and others around the country, and have seen examples of the domino game which usually ends up with a hodge-podge.

13. Trimester Program. We are not happy with the trimester program. The reason we put it in is that we felt it would be better to experiment with it while we were a new institution. The articulation problems are very great and the scheduling of courses is difficult. The setting up of a new class is difficult because by the time you set it up for three trimesters of four or more classes per week, you end up with very small enrollments and it becomes costly. We may disband the trimester and go into two semesters with summer sessions.
14. Central control versus autonomy on the campuses. I think you must have campus autonomy and you must have campus responsibility. You must give a campus the right to provide leadership, but when you do this the campus must accept the responsibility. The central office must give a leadership which does not control. We give the campus administrators all the autonomy and all the responsibility in the world, with the understanding that they don't "pass the buck" when they shouldn't. In other words we say, "If you want the autonomy, accept the responsibility." But when you have a strong central office staff, it is sometimes very hard not to exert too much control out of the central office. For those of you who are working in, or are planning, multiple campus institutions, this is a rough problem.

We have a presidents' council where the three campus administrators, the vice presidents and myself meet weekly

for three hours and establish broad procedures for the three campuses. Each of the campus administrators, therefore, knows just exactly in what the other two are involved.

Our three campus administrators are always present at the board meetings, too. I have a philosophy here with which some of you may disagree. When some discussion comes up at a board meeting that pertains to business, our vice president for business can pick up the ball and talk to the point. If the discussion pertains to a certain campus, I expect that campus administrator to catch the ball and talk to that point to the board. This type of board meeting is interesting to observe. It's alive, it's argumentative, it's demanding of the administrators, and I think it's an educative process for the board members.

15. Mistakes in St. Louis. There were four areas where we made mistakes in setting up our program:
 - a. One problem was the tax rate election. We ran an election before we were ready and the community just didn't know enough about us.
 - b. We should have brought in a person in building development. We are now trying to find one.
 - c. We should have hired a systems coordinator. If any of you are going into automated equipment, be sure to get somebody who can work with your staff in the development of the systems needed for your automated equipment.
 - d. We didn't hire anyone in institutional development. You need somebody who understands federal laws and who can prepare proposals for them; who understands what foundations have to offer and who can go down the corridors of the U.S. Office of Education and find what each of those little offices has to offer.

A BOARD MEMBERLOOKS AT THE ST. LOUIS JUNIOR COLLEGE

G. V. Williamson*

St. Louis Junior College

It might be said this community college is one which could not have failed. The conditions for its support and growth, and the overwhelming need for it in the St. Louis area made some degree of success inevitable. The question which should be asked of a Board member is, "How unusually well is it succeeding, and how unusually well will it continue to meet its responsibilities?" What policies and efforts will carry it along its seeming path as one of the most promising institutions of its kind in the country? The St. Louis Junior College supporters and Board members have all along been determined that it must be one of the best.

The foundations of the college were simple but most adequate. Its formation was started by a group, of which this Board member was one, organized by an area-wide Greater St. Louis White House Conference on Education. These conferences are composed of educators at all levels, interested laymen, school workers, P.T.A. representatives, religious, labor and business leaders identified with education. The conference followed a thorough season's series of "Homework" meetings, and a full, professional report on "Higher Education in St. Louis," by Dr. Edward B. Shils and Associates. Thus the St. Louis Junior College founding was made hopeful because of a basic understanding by a sizeable number of people, and by the press and other news media.

This led to new permissive state legislation and then a campaign for establishment of the state's first new community college in St. Louis and St. Louis County. As Chairman of the Campaign Committee your reporting Board member understands the meaning of the Chinese curse, "May you live in interesting times." For although a substantial core of supporters did understand the community college, the public was only vaguely informed. However, an amazingly short, vigorous, but quite inexpensive six-week campaign succeeded, and the college and its basic tax rate was voted in by more than a two-to-one majority. Throughout the campaign the grass-roots preparatory work paid off, for enthusiastic, capable, and tireless supporters carried the word and aroused the vote. The superbly informed and understanding press gave telling support. A Citizens Committee recruited and campaigned for nominees for the

*Trustee, St. Louis-St. Louis County Junior College District.

six-man Board. An opposition of twenty-two other candidates for Board membership helped considerably, for each and all campaigned primarily for the College.

The significant thing during the campaign and since, however, has been the prompt response from each uninformed or skeptical lay audience, when the College is explained. With surprising quickness they see its great need and possibilities, and then join in with enthusiasm and support. One senses this quick understanding and acceptance everywhere. Anyone interested in education or in the problems of our complex, urban industrial society, grasps at once how wonderfully well the comprehensive community college and its wide span of educational programs fits into today's needs.

This, then, was a commendable start for a new community junior college--a Board informed as to its shape, purpose and exceptional possibilities and a core of civic and educational leaders who understood. In addition, cooperation, in fact not too gentle "advice," from representatives of the American Association of Junior Colleges and such educators as Dr. Leland Medsker, made an invaluable contribution. The St. Louis Board was united on its belief in a two-year comprehensive program and not, for example, a four-year solely academic one; it had a fair understanding of the difficult span it must bridge between high standards for academic education, and the expensive but all-significant technician programs. It had and still has a feeling of caution as to how many and what type of technician subjects should be taught, but the St. Louis Board was fortunate in being informed and in getting an early dedication to the comprehensive community college concept.

The College in its first two years has made amazing progress. It is widely visited by students of the junior college movement. It is regarded as a highly significant bellwether as to this trend in education. The explanations of its success are really simple; an informed and enthusiastic Staff and Board, a community quick to give support. Beyond that, however, is the strength of the junior college movement itself. In its great range of educational programs, in its adaptability to a wide span of student talents, interests and abilities, and in its basic low cost to community and family, the community junior college is of and for these times. The need has been great and will be even greater. The junior college is unquestionably this generation's contribution to education.

At this point a salient observation should be made. If any of the Board or Staff members, or observing laymen, had any doubt as to the type of college St. Louis needed, and the depth of technician education the College could support, it has been rapidly dispelled by the amazing response from the Board's appointed Advisory Committees. These have been no far-removed "General" Advisory Committees, but members of each advisory group were identified with specific professions and the area's job needs.

Prior to Committee response, the Board had partly feared slow acceptance and doubt as to its program. There was even a fear that our college might be thought interfering or intruding. Instead, the Board and school Staff have been swept up in the spontaneous and eager response of its Advisory Committee members who invariably were well informed about the needs and resources of the community so that they have seen immediately the contribution the College could make.

The Nursing program is only one example. Several leading hospitals had fine three-year programs leading to graduate registered nurses. But their vigorous response to the College two-year program was immediate and heart-warming. They knew the need for nurses. They understood the advantages of a school in academic and laboratory teaching. And they were quick to offer their hospitals for training the College students. Their support and cooperation has been whole-hearted and highly helpful. The College only hopes it lives up to the support it has received from the St. Louis hospitals.

The first and perhaps major responsibility of a Board is the recruiting of the College administrative staff, the President receiving top priority. Here two effective principles were followed: (1) Don't make educational or even policy commitments before the President and the staff heads are recruited. Board members are not educators. (2) Get professional advice on how and where to look for the top administrator, and what atmosphere to provide him. The St. Louis Board has been fortunate. Perhaps in these recruiting days it is not prudent to mention too many names of its highly capable administrators and teaching heads, but in its President, Dr. Joseph P. Cosand, the St. Louis College has found a splendid leader. In the short span of two years this Californian has been accepted as no less than a recognized civic leader.

Faculty recruiting for the rapidly growing Junior College is of course difficult--but all important. Here the Board has felt its responsibility for an adequate and a continuing study of salary policies; for pension and medical plans; for recognition of ability, and a feeling of Board interest in and Board concern for good teaching. The Board tries hard to understand what the teachers are endeavoring to do and what is needed. On the other hand, the overwhelming challenge and opportunity of the junior college movement has attracted to St. Louis outstanding teachers from fine institutions all over the country. Their quality and enthusiasm has given the Board an almost heavy feeling of its responsibility.

A listing of other Board policies may be of interest.

All Board committees are Ad Hoc for one purpose, and the Board is not divided into Committees. Committees tend to fractionate a Board.

A thorough, full scale Policy and Procedures Manual has been prepared, so as to avoid hasty improvisation for each new crisis.

Scrupulous attention is paid to expenditures, and a full machine-run tabulation of every expenditure is available monthly for each member.

The Budget is prepared in close cooperation between Staff and Board.

Highly expert advice is followed in controlling and investing funds. Competitive bids for all deposits are called for, and special trips to the bank for one extra day's interest is common.

A program of participation by the community in the College, and a program for informing the public are a key to explaining and extending the College's activities.

The Board meets often, visits campuses, and participates in week-end faculty seminars. It studies all architectural plans with care, and reviews construction progress.

It endeavors to keep a finger on the pulse of the College's needs, successes or failures, and in turn to sense the community's needs and wishes.

Above all the Board strives to keep informed on what a comprehensive, open door community college should be.

The St. Louis Junior College District now has in full operation, after its two years of existence, about five thousand students on three campuses. It owns three large sites, two in the county and one in the city. Two of these campuses have "temporary" but specially designed corps of buildings from designs created by firms of highly capable architects who have each worked from the start in creating compatible master plans for their campus. Campuses are operated from 8:00 A.M. to 10:00 P.M. in the county, throughout the year. The third campus is in a city high school from 4:00 P.M. to 10:00 P.M.

Accreditation is coming with satisfying promptness. There is in full swing a range of "technician" courses, from commercial art to law enforcement, from engineering technician to nursing, from dental assistants to fire fighting, and many others. Funds are being accumulated to start soon a corps of permanent buildings on

a superbly located city campus overlooking Forest Park, the campus and building design being in the hands of a nationally recognized architectural firm. Some Federal funds have been awarded for this construction; more State funds are being sought. But soon the voters of St. Louis and St. Louis County must be asked for additional funds for building construction. St. Louis has a long, proud history of supporting good education. It is believed the promise and hope of its Junior Community College will become part of that history and that St. Louis will see to its success.

"FEDERAL AID TO EDUCATION"

Joseph Perkins, Jr.
Director

College Construction Loan Section
Department of HEW
Office of Education

I'd like to discuss a few of the points of the Higher Education Facilities Act and touch on some problems which tie into the Vocational Act that concern you.

The Office of Education received its appropriation for this new Facilities Act about the first of October, 1964. This was quite late because of the civil rights debate. There now is a new bureau of higher education, with Peter Muirhead as the Associate Commissioner, which has brought together a number of the programs for higher education, including the higher education facilities act; and grant and loan programs, both graduate and undergraduate, in the NDEA student loan program. The work-study, and soon the graduate fellowship program will be moved into the new bureau.

The Higher Education Facilities Act has two branches; one for the grants and the other for the loans, but we must constantly have a liaison between the two because they are so totally involved. We have an Office of Education field staff, and ultimately there will be a Higher Education Facilities Act representative out in the regional offices whom you can call when you need local information. The graduate facilities division has just obtained a former Indianian, Dr. John Ashton, who was graduate dean at the University of Indiana. He joined our staff the first of February.

There is another area of which I think you should be aware. The Office of Education has entered into an inter-agency contract with the HHFA (Housing and Home Finance) community facilities administration to provide the field engineering services, field inspection, etc., using basically the same staff and the same operating structure as has been used quite successfully for the past 14 years in the college housing program. However, the decisions in regard to grants and loans and financial and legal decisions, will still come from the Office of Education. The Commissioner is charged by Congress to make these decisions and cannot delegate them to another agency.

I'd like now to touch on, specifically, Title I of the Higher Education Facilities Act. Title I is called an Undergraduate Facilities Grant Program but it's not simon pure. We can't say definitely a building will be for undergraduates only, because we know that you are going to end up with the four-year colleges, for example, having programmed use by graduate students. You will have

mixed classes of both undergraduate and graduate, but the thrust is, in Title I, towards the undergraduate. Actually, Title I breaks out into two distinct programs. The primary one in which you are interested in Section 103 for public junior colleges and public technical institutes. Of the authorization in the Act, 22 percent of the Title I money is specifically earmarked for public junior colleges and technical institutes. This amounts to fifty million, six hundred thousand dollars which is allotted throughout the states on the basis of a formula of average income and in some cases school construction costs. Section 104, which is for the regular four-year colleges and universities, both public and private, has a 78 percent allotment amounting to one hundred seventy nine million, four hundred thousand dollars. One thing you have to remember is that a given campus is eligible only under one or the other, but not both. You can participate under the grant program, under the loan program and other acts such as the Vocational Act, National Science Foundation Grants, NIH Grants for nursing schools or pre-nursing training, but the Title I, Sections 103 and 104, cannot be mixed.

The fiscal 1965 appropriation, which was finally approved for Title I, was two hundred and thirty million dollars. The President has presented to Congress a bill which doubles the amount for next year. The bill calls for four-hundred and sixty million dollars, which of course means it will be \$100,200,000 for the public junior colleges. There is a very distinct pattern in how this is handled. As you know, each state is charged to appoint a broadly representative state commission to administer the program and submit a state plan. The Commission has basically three roles: 1) to screen the institutions for their eligibility, 2) to verify the data that is submitted on the applications and to set priorities (that is, rank the need) and 3) to establish the Federal share. These state plans vary. With 50 states and five territories, we end up with 55 different types of plans.

I think it is important you know that in the development of the state plans the Federal Act sets forth certain items which were required to be included. Working on the task force last spring and summer narrowed the scope of the Federal requirements to less than 50 percent. In other words, the priority we are required to build into the Federal Act or had to build into it by request of the Council is 45 percent; the other 55 percent is totally what the state wants to put in. States can decide that they want to place emphasis on libraries or they want to place emphasis on science buildings the first year, then they can revise their plans after two years and say, "Now it looks like we've got enough libraries, so we can change to something else." They can put an emphasis on the percentage increase of enrollment or they can put an emphasis on the numerical increase. You can see what this would do. A percentage increase would be helpful for the small schools and a

numerical increase would be more helpful to the large schools. These are choices which the state commissions can make and they may revise their plans from year to year. I say this because, as in any program where you have various echelons, there is always buck passing, back and forth.

Right about now I'm passing the buck to the state commissions because we know that in Washington they're saying they can't do this, and I'm saying to you right now, they can.

We have problems! All of the state plans are good, but some commission plans are, out of necessity, done in a hurry, and some are more sophisticated than others. If you have problems in regard to your state plan, I think you have the right to know that these plans are open and can be changed. It is essential that you recognize that on both the Federal level and the state level these plans must be flexible to meet the varied and changing needs for the types of education needed in your state.

The one particular thing that we insisted on after consultation with professional associations and associations such as yours, the Junior Colleges Association, is that the state plans have a set of objective methods and standards. Congress took care of the case of public junior colleges rather quickly for they fixed federal aid at a flat 40 percent differing from the regular four-year colleges, where they said it could be up to one-third. Here there has been a lot of by-play. In general, I think you'd be interested in knowing that all the states, plus the District of Columbia, Puerto Rico, the Virgin Islands and Guam, have now appointed state commissions. Under the allotment ratio, American Samoa will have the sum of \$14,000 out of the \$230,000,000 in grants. A ridiculous situation then developed. There is a separate fund which is to be paid to the state commissions to assist them in the administration of this act. The minimum amount set was \$30,000. American Samoa would have had \$30,000 to administer \$14,000 in grants.

Forty-nine states have submitted their plans. Forty-seven of these have been reviewed and approved and the other two, I think, probably will be finalized and approved this week. The status of the application grants at this moment: we have received public junior college applications from 14 states representing 29 grant requests. In round figures these grants amount to, \$11,200,000 out of this allotment of \$50,600,000, leaving a free balance at this moment of about 38 million dollars. One of them has received total approval; the other 28 are in process.

In the 104 Grants (for the regular four-year colleges both private and public), 15 states have submitted their applications. This represents 105 applications, about \$45,000,000 in grant requests, leaving about \$134,000,000 to be dispensed: again 1 approved and 104 in process.

You should know that most of these 134 grant applications have been received just in the last 25 days. States have varied

closing dates, after which the state commissions review the applications, rank them in order of priority, then send them in a batch to us. When I left yesterday morning we had received four cartons from New York State; we didn't even bother to open them and look at them. They usually come to us in huge bunches this way.

I'd like to talk about institutional eligibility under the Higher Education Facilities Act because this introduces a problem when we start talking about vocational education and the grants under that phase of it. First of all, it must be an institution of higher education and it must be accredited. If it is not accredited, it must be in the process of obtaining accreditation from one of the regional associations, or must have programs which have been approved by the Engineering Council for Professional Development (ECPD), or, as a final stop-gap, the college may start an interim approval through the Office of Education by having letters sent to three other institutions who will then certify back to the Office of Education that they will accept transfer credits of the students from this new institution. This is particularly important to new colleges, so you should be aware that you have to go through this accreditation system.

Question: If you are a new college, you never have had any students transferred and as a result, we found that any letters are useless.

Answer: We recognize this as a problem and we have a solution for it now. A certificate can be issued on the basis that upon completion of certain facilities and upon instituting certain programs, it is apparent that the credits will be transferable. Request the regional association to send a consultant (visitor) who can then certify your school to the Office of Education. This is the correct procedure. Use the same procedure if you never have had any students.

We found the definition of a branch campus a problem. (Some of the larger universities are using branch campuses.) Our office defines it as a site location that is beyond the reasonable commuting distance from its parent organization. And, if it is beyond this reasonable commuting distance, then it falls into section #103 and is, therefore, considered a public community or junior college.

I'm sure most of you are familiar with the fact that we cannot participate in a gymnasium or an auditorium unless the gymnasium is a basic part of and is principally used for instruction in physical education. We can't participate in a building where admission will regularly be charged. We cannot participate in the

whole medical field - medical, dental, nursing, etc. - because these buildings are already receiving federal financial assistance under the Public Health Education Act. For obvious reasons of the church-state constitutional problem, we cannot participate in buildings or portions of buildings involved with the schools of divinity or theology or the schools which lead to a vocation in any religious field.

I mentioned earlier that the Federal participation under Section 103 is 40 percent, a flat grant of the total development cost. Some of you may not be aware that if it is necessary that you acquire site, and the site is essential for the building then the cost of that site can be included as a development cost. Also, you may include equipment. This is the first Federal financing act of this type that has allowed equipment to be included, not only built in or fixed equipment, but movable equipment such as microscopes or comptometers or anything else that you might have in the laboratories.

Question: How much of the site could be considered eligible cost?

Answer: We have wrestled with this question in car pools, over coffee, over weekends, and the only answer that we can come up with is that we're going to use the test of reasonableness; we're going to look at each situation. We are normally thinking of the amount of space necessary to properly situate the building, to provide faculty and staff parking around it, and to provide access to this facility. Normally, this would be the basis for the test of reasonableness.

I will move for a second to the loan program. Again, we can loan money on all types of academic facilities. Although the Act allows us to loan up to 50 years, we are trying to hold them down to 30, primarily because, when you get up to 50 years, the interest costs greatly exceed the original capital investment. Some loans we are extending to 40 years at the specific request of the institution, because we recognize that there are many institutions where the problem is not what the gross cost ultimately will be, but what the cost to the student is right now. If you are slapping on too heavy a debt service or too much of a financial burden by having a 30-year loan, we are letting some of them go to 40.

Question: Are these loans for the construction of all types of buildings or only buildings that will be revenue producing?

Answer: No, all types of academic facilities. Dormitories, dining commons, student unions are under the Federal HHFA under the college housing bill. Parking lots can be financed under the Community Facilities Act. We talked about this and found that under the Community Facilities Act, colleges can be ruled as a community in themselves and therefore can participate in loans for parking facilities. The University of Tennessee is building a subterranean one under a 16-story skyscraper. Georgetown University is about to build a high-rise, open-air parking facility under this act.

I'm sure that most of you are aware that on a loan the interest is 3.75 percent. There is a limitation on the loans. The Act specifies that not more than 12.5 percent of the total appropriation may be loaned in any one state. This has not yet caused a problem, but I think it will in the long run. We have several states who are getting up into 12-14 or 15 million dollars worth of loans to institutions and we're going to have to keep a pretty careful check on those. It will become more of a problem next year, because in the 1965 fiscal year Congress appropriated in excess of the amount that the Act authorized. They appropriated \$169,250,000; the Act authorized \$120,000,000. They did this based on the concept that there was a backlog which would hit immediately, so they put in this extra -- in round figures, \$50,000,000. I can assure you the backlog did hit; they were standing outside the door with applications waiting for us.

In the President's budget request for next year they have cut this back to, \$120,000,000, in round figures. With the stir that we see in the field at this moment, I will say very frankly to you that I think we'll run out of money next year and will have to defer some because we may be out of money. If any of you are thinking of applying for a loan or know of institutions that are, I would suggest that you notify them that they would be better off to get it in this spring or early next summer.

Question: Are you implying that no funds are being held in reserve for slow starters, those who have not diagnosed their ills, those who have not determined their philosophy or have not determined, definitely, their sites? Nothing is in reserve? Is it all being spent as it is requested.

Answer: I have to give you a very flat answer. Yes, it is going to be spent, because we're under pressure to get it out since there is such a large demand for it. Let me react to this in a different way and

say that I don't think we're going to have any problem. For example, let's project ourselves to a year from now, working against a \$120,000,000 appropriation next year. Let's say you arranged or approved all \$120,000,000 in loans and you are stacked up with 50 applications or 40 or 10 or some number. I am hopeful that we will be able to go back to Congress for a supplemental appropriation. There is a great difference between going to Congress for a supplemental appropriation on loan money which they know they're going to get back, versus going and trying to get a supplemental on grant money. You might as well not even go near the door if you are talking about a supplemental on grants, but on loans you hopefully can get it. I don't want you to go away with a black feeling on this. I don't think that it will be any problem to you, but, in the loan program, we are going to move the money out on a first come, first serve basis. I can give you, historically, an example of this--as the college housing program developed in its early years they had an authorization, I think, of \$100,000,000 a year. They quickly used it up per year and each year for several years went back and got a supplemental appropriation. For the last seven or eight years they have been moving government bonds of the public institutions back out into the private financial world making more loan money available.

Question: Doesn't that encourage and create a mad scramble for this money and perhaps an unwise use of it? How does the taxpayer react to this? How does the taxpayer, who is not a board of trustee member or a college president, see this? To me it would look as if there were a mad scramble, everybody trying to get in on this.

Answer: I can only speak based on the experience, in reference to the loan program, of the applications that have come in, since the first of October to now. Ninety some percent of them have been grant-loan combinations in which the institution is running its grant application through the state commission and at the same time hoping to use the balancing money of the loan program up to 75 percent, which is the maximum federal assistance that can be in there. We are charged with a very

distinct responsibility stated in the very last sentence in the Act: "No department, agency, officer or employee of the United States shall, under the authority of this Act exercise any direction, supervision, or control over or impose any requirements or conditions with respect to the personnel, curriculum, methods of instruction, or administration of any educational institution." We have been charged with this to the nth degree, on the grant and loan operations both; we are to take the institution's word that this is in the best interest of the institution. It is not our judgment to make. If an institution says that they need this, we assume that they have wise people such as you board members, who have helped them make this decision.

Question: Do you have any guaranteed program in addition to an outright grant?

Answer: At this moment, there is not, in the Academic Facilities Act. That is why I was trying to respond to the gentlemen's question by saying that if we run out I hope it won't be a problem to get more. This is not true, of course, with the grants.

Question: Approximately how much of the grant money will be taken up by the states? You have mentioned that Utah does not have any community colleges, will that money be put back into a pool? And approximately how much money would that be?

Answer: The survey was completed, I think, Monday, and I believe out of the \$230,000,000 there is about \$440,000 that will not be used because of this problem, such as, the Virgin Islands does not have a four-year institution and Nevada does not have a two-year college. I think the total of this amount is somewhere in the neighborhood of between \$400,000 and \$500,000. The Commissioner could reallocate this as set forth in the Act.

Question: Must he reapportion this on the 22 percent basis, or can he reapportion on a first come, first serve basis?

Answer: He must reappropriation the Section 103 money on the basis of Section 103 requests. Likewise the Section 104 money must be reappropriated to the 104 budget. This, incidentally, is one of the technical amendments that is being considered to be presented to Congress this year. There are a couple of questions of this type, where there is no four-year or two-year institution within a state or territory.

Question: How serious is this business of securing enough funds for next year? How much help are you going to need and when do you want it?

Answer: If you are now specifically talking about loan money, I don't see any problem for the rest of this year. I can give you a quick summary of where we stand right now. We have 56 applications representing about \$55,000,000. Each loan application is averaging just slightly under \$1,000,000. This represents total construction costs of about \$95,000,000. I don't think we have a problem for next year. As a matter of fact, I think one of the best things for the program, and what will impress Congress more than anything else, is if we go up there with 25 applications which exceed our appropriation. I feel we'll be in a better position.

As you know, there are a number of states that have statutory limitations, or that do not have statutory authority to participate under Title III in the loan program. There are 38 state legislatures meeting this year and as we understand, practically every one of them are submitting enabling legislation for this. Most of them have had legislation which allows the colleges to participate in the College Housing Program, and apparently what they are going to do is just add the word College Housing and Academic Facilities to it.

Another thing some of you might be interested in, I've been talking with Dr. Beckes about, is where there is some doubt in your mind about receiving a grant. Perhaps you have a couple of facilities that you'd like to get started now, but you anticipate that you might not get a grant until a year from now. A number of institutions are submitting their loan application for the full

amount of their need, and we build into the loan agreement that, if they receive a grant, the grant will be used to reduce the loan. We offer them one of two ways they can reduce the loan. They can chop off the tail end of it or they may spread the grant across the entire life of the loan, thereby reducing the annual debt service. This gives them a chance to get their project going.

Basically, 25 percent of the grant can be obtained at the time the contracts are awarded. I think they are going to go through a different payment system and say: "All right, every time you have a payment on some portion of your construction (let's assume it's a 40 percent grant), you may then immediately apply for 40 percent of what you have paid." In other words you can keep up to date on it in this way.

The loan program differs from HHFA; where they do not close the loan until the project is 90 to 100 percent complete, which pushes you into a considerable amount of interim financing on the open market and sometimes at pretty rough rates, we are going in the opposite direction. We will close the loan within 90 days from the signing of the construction contracts. We'll buy the single bond from you and we're doing this, hopefully, for several reasons. We recognize that there must be 25 percent of non-federal funds, so we assume that with this 25 percent you have to supply, that you'll have enough money to get you through paying the architects fees and things of this type, and that, if you get your money within 90 days after the signing of the construction contracts, this will greatly reduce and maybe even eliminate the necessity for interim financing. We will provide for allowing you to capitalize the interest during the period of construction, but 3.75 percent is a lot better than 5.5 which most of them have to pay for interim financing.

Question: Supposing that under this year's grant program we were number two on the list and we went ahead with our construction starting April or May of this year. Would we be eligible to submit those for next year or would we have a possibility of getting those buildings next fiscal year program?

Answer: When you say you were number two on the list, did all the money go to number one?

Question: I don't know whether Macomb or Schoolcraft are number one.

Answer: If you submitted your application---if you've already submitted it---it can stay active and you may go ahead and start on your project up to April 1. The regulations provide that anyone who wanted to start

a project prior to April 1 of this year, 1965, could still participate even though they had already started, as long as they complied with the Davis-Bacon Act and had gotten competitive bids and negotiated contracts and this type of thing. After April 1 for any new projects, you cannot start construction until you have submitted your application and gone through the processing and received approval from the Office of Education.

Question: I believe the question was, "If the application has been submitted." The application has been submitted and is now in the higher education facilities commission of the state.

Answer: In that case he's fine, he could go ahead. What I'm saying is that after the first of April you can't; up until the first of April you can.

Any application that is filed with the state commission stays active for 18 months even though it doesn't get a priority the first go-around. It may stay in for the succeeding closing dates and will be considered active for a period of 18 months. Suppose you've started construction, say in December of 1964 or are going to start it between now and April 1. Any application that comes in prior to the first of April is all right; any application that comes in after that, no; you have to wait until you've gotten approval. Regarding applications that are currently in or will be in between now and the first of April, you are all right, and can go ahead with your construction.

I pointed out that we have about 55 or 56 institutions that applied for somewhere in the neighborhood of \$50 or \$55,000,000. We've got about 40 other institutions that have had their preliminary conference with us, at their request, which represents approximately \$45,000,000 more. Therefore, of the \$169,000,000, about \$99,000,000 is in the works right now, leaving about \$70,000,000 to go for those of you who may or may not need it.

Loan processing takes from the time we receive the application until you get an approved loan statement, etc., about 40 working days or about two months.

Grant processing time, at present, is about three months. We don't know how this is going to be speeded up, and it may slow down because of the engineering review time. This is the slowest part of the processing and we hope to speed it up in the next three weeks by decentralizing review into the regional offices, which will give us nine offices with a staff of engineers in each one.

Somebody was interested in how the loans would be managed on the repayment. We'll use a trustee, and utilize the Federal

Reserve Bank in Richmond as the overall management control. They are going to put the whole program on a computer.

One question in which I know many of you are interested is how do you tie in with the Vocational-Education Grant on a construction project and bring in the Higher Education Facilities money at the same time. This has been bounced back and forth by our General Counsel for some time, trying to decide whether general funds from two different sources of this kind can be used to participate in a single project. Although it has not finally been arrived at, I think the answer will be that if you can identify a portion of the building to be used for vocational-education, then you can apply the vocational grant money to that portion of the financing plan--and identify another portion of the building as Higher Education Facilities, and therefore apply to it the grant or loan. We get into one problem where you have a library or a large lecture hall that might have constant joint use, so we'll pro-rate on the basis of the actual enrollment. One key to it is, in order to participate under the Higher Educational Facilities Act, the institution must be principally organized as a college. You may have a separate vocational-education department or division in the college, but the principal thrust of the institution must be higher education facilities in order that it may participate under the Higher Education Facilities Act. Incidentally, even though it may be one building and have two identifiable portions, one vocational-education and one higher education, this will be treated, as far as the Office is concerned, as two separate projects.

Have the architect completely codify the drawings, put on the dimensions and the square footage. have him color code the assignable areas, and have him READ the instructions that come with the application. I think college presidents are just as bad as government officials; they don't read the instructions, so please ask your architect to read them.

One problem that has come up is this item called the average, annual, room period use. Again, if you'll read the instructions instead of just trying to fill out the form and skipping the instructions, I think you'll get along all right. If you have a problem, of course, we are as near as your telephone, and we are ready at any time to help or even send somebody out if you need assistance in the field.

We also have been having problems with equipment lists. Equipment lists have been coming in that say "Library Equipment, \$80,000; Science Equipment, \$60,000;" and that's it. We have to have a detailed list of equipment--it can be 80 tablet arm chairs, list price so much, total, but it has to be identified by units and unit costs in some way. We suggest, for budget purposes in setting up your estimated construction costs, that you use the list price, not the discounted price that you probably get on a bid. This way you'll have a cushion in there for price fluctuations and transportation charges.

Regarding site costs--you cannot count the appraised value of donated land as a site cost and as part of your matching funds. This has come up in several cases; you may not count donated land. It was Congress' intention that we provide funds to offset money that the college would actually spend. If you get something given to you, you're just that much further ahead. Those of you who are involved in contracts or buildings at the present time, or are contemplating any in the next few months, please remember that negotiated contracts are not eligible; they must be bid. You may publically advertise or you may select three or more bidders; you may go either route on that subject according to whatever your State and local laws say on it. Consultant fees are not eligible. This has come up on several occasions --educational consultants and master planning fees are not eligible. These we do not feel apply to a single project, and, to be frank, one of the basic reasons for not counting them is where do you cut it off? Central heating facilities you may pro-rate. If you already have a heating facility, or are planning to build one, you may pro-rate a portion of the central heating plant into a particular project and include it as a cost item. Use the term central utilities rather than central heating.

Concerning use of facilities---you may project as far in advance as five years for excessive building. You may temporarily use a facility for something else during that period while your enrollment builds up, particularly in new colleges or growing situations.

In the case of the loan program, a bond counsel preliminary memorandum is required, and for a particular reason. We had the choice of going one of two ways: staff up with a large legal staff in the office, or put it out in the hands of the private enterprise and take the bond counsel's opinion. If they give us a satisfactory preliminary memorandum this is good enough for us. A one year debt service reserve also is required for loans. This may either be collateralized immediately from unrestricted endowment funds or built up over the first four years out of deferred principal.

In closing I would like to re-emphasize that these programs are basically your programs, and that in the policies and procedures that we have tried to use as our guide lines we hope to steer a middle course between prudence and liberality. They can be changed. We try to adhere to existing concepts and practices in higher education and yet strive not to dampen future development of new concepts and practices.

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

UNIVERSITY OF CALIF.
LOS ANGELES

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trustees, II

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NOTES FOR COMMUNITY COLLEGE TRUSTEES, II

**A report of the Third Annual Conference conducted
for community college trustees and presidents by
the Midwest Community College Leadership Program.**

**Sponsored in part by a grant from the
W. K. Kellogg Foundation**

January, 1966

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INTRODUCTION

"Notes For Community College Trustees, II" are drawn from the Third Annual Conference held for trustees of independently organized community college districts in the Midwest Community College Leadership Program 19-state service area. Also invited were members of boards of trustees from unified school districts in Michigan.

The trustees of the independently organized community college districts have for the past three years requested the MWCLP to conduct these conferences, as they do not hold membership in a state or regional association which may offer such training.

The Coordinating Council of the Midwest Community College Leadership Program is pleased to have worked with the community college trustees and presidents in this endeavor and looks forward to a continuing relationship.

Ralph W. Banfield
Executive Secretary
Midwest Community College
Leadership Program
August, 1966

"THE TRUSTEES ROLE AS SEEN BY A COLLEGE PRESIDENT"

Ralph A. Austermilller
President
Muskegon County Community College

To be named a college trustee is a high honor, and the men and women selected usually respond with genuine devotion to the many and varied responsibilities of the position. As a trustee you represent one of over 700 junior and community colleges, and you are one of approximately 6000 trustees so serving. The high regard which citizens feel for your position as a trustee of a community college is a contributing factor and influence upon the health of American higher education. It helps to account for the high caliber of stewardship which characterizes community college boards of control.

What are the basic responsibilities of trustees as seen by a college president? The duties of a college trustee in the seventeenth century were refreshingly simple to define. The board's concern was for anything and everything that pertained to the college. In a policy manual for Harvard College for the years 1642 - 46, I found this statement:

"The laws, liberties, and orders of Harvard College and published for the scholars perpetual preservation of their welfare and government, decree among other things that scholars should be slow to speak, and should avoid not only oaths, lies, and uncertain rumors, but likewise all idle, scoffing, frothy, wanton words, and offensive gestures - nor shall any student, without the license of the overseers of the college, go out to another town."

With today's teach-in, teach-out, draft card burning, and trips to Fort Lauderdale, the modern trustee is sorely tempted to establish regulations not too different from these. However, he will find his power in the role of a trustee has become so vaguely defined that straight forward action on a particular matter is seldom possible. Indeed, precisely what responsibilities the trustee should assume are difficult to identify without becoming involved in generalizations so broad as to be essentially meaningless.

The difficulty arises when one attempts to find the "thin line" between policy-making and administrative function. The administrator establishes some policy inevitably in his day-

to-day management decisions. On the other hand, the board finds it difficult to establish policy in the absence of a thorough understanding of the administrative details which are affected by the policy in question.

How may a board determine the line between policy making and administrative decision? The answer probably most frequently used is that the "trustees should make the policy, but should not administer it." One writer in this field states that the "trustees should not manage the college, but rather make sure that it is being satisfactorily managed." That this point of view has its limitations is seen in the statement that follows - "But when trouble arrives and disputes occur, the board must hold itself as a court of last resort." To act intelligently in a court of last resort again implies a wide understanding of operating problems of the college which may only be secured from considerable exposure to the detail and complexities of managing the institution.

One leading specialist in the field of higher education defines the basic responsibility of the trustees as the "execution of a public trust." He states that, "it isn't so much that the trustees do many things, as it is they are responsible for seeing that the institution is well-managed, that its property is kept in tact, and in good condition, and that its program is consistent with its stated purpose as charted."

What are some of the specific responsibilities of boards of trustees? The obligation to fill the vacancies in the office of president is the one duty most likely to be accepted. In spite of the powerful influence which tradition, faculty, the board, and the student body exert upon the image of the institution, the president is still the most dominating factor. In terms of educational quality, morale, and financial stability, the president occupies a position of unique importance. And it is an extremely demanding one.

In the board's relationship to the college and in the discharge of its own responsibilities, a board operates almost exclusively through the president. The most important fact in understanding this dual relationship is that the president is the trustee's source of information, and at the same time he is the agent whom the board must hold responsible. It is in this unique relationship that much of the difficulty between presidents and boards are to be found. If a board accepts informal pipelines between itself and members of a college staff, it will soon be overwhelmed by a flood of facts, complaints, and rumors that it has invited. It will make itself the recipient of critical reports, pleas, and ill-

conceived suggestions which can only bring confusion or endless explanations by the president.

As one studies the complicated interaction in which the board's attitudes and participation in the affairs of the college are shaped by the president on one hand, while the president's role, in turn, is significantly determined by the board. Former President Wriston of Brown University states the principle of the trustee-principal relationship positively - "Proposals ought to be advanced with a view of obtaining consensus. They should be reshaped or modified until a consensus is in sight, or abandoned if compromise has ruined their value." Whether or not you agree, there isn't much room for outright disagreement.

A special and interesting problem is found in the relation between the president and the chairman of the board. The president has frequent occasions to confer with the board chairman in an advisory setting that is covered neither by charter nor by-laws. These items may range from agenda planning to exchange of advice between friends. In some situations, the chairman may spend such a large portion of his time on college affairs that he becomes an "alternate president." Devotion of this kind has done a great deal for some colleges, but as a rule, many trustees express doubts as to the wisdom of the extreme extension of activities of one trustee.

The past ten years have witnessed improvements in working conditions of the faculty. Faculties have better salaries, more fringe benefits, and more assistance from students. Although this improvement has been far from uniform, in pace-setting colleges, it has been considerable and other colleges are now seeking the same ends.

In contrast to faculty progress, working conditions for too many presidents in rapidly expanding institutions have worsened, or at least have not improved in proportion with those of the faculty. Administrative assistants, while sometimes assigned, have not kept pace with the extension of instructional activities. All too often, educational planning, and administration of a building program must be carried home by the president with work to be done on weekends and holidays. Many times a faculty is quick to criticize the added costs of any expansion of administrative staff, and too often the administrator defers to them. The result is that many presidents have been too modest in looking after their own working conditions as chief executives.

Today the field of college education has proven so complex that only the professional educator is considered

capable of judging the "degree of excellence" of the curricular program, and its management has long since passed to faculties. The legal and moral obligation of program supervision remains, but the means of exercising it have been removed. In a recent survey, many trustees candidly stated that the problem of how the trustee can best judge whether his college is fulfilling its educational purpose is a frustrating one.

More and more boards, however, are finding it possible to actively assist in educational matters without intruding upon the basic rights of faculty in their area. The faculty makes the educational decisions, but the trustees are informed about them, and given appropriate counsel. Particularly in community colleges and technical institutions, the trustees may be in the best position to sense unmet needs of the community that could be provided by the college, and to advise with the president and faculty in the best ways that the resources could be used to meet these needs.

Another problem common to many boards concerns the part the board and president should play in the appointment of faculty. The composition of the teaching staff is so clearly an essential characteristic of the college that most boards are quite concerned with the educational specifications of new staff members, the areas of search for replacements, and the availability of qualified personnel. In what form the board should express concern in a staff appointment is not always clear. It would appear that the board's involvement in faculty appointments is a test of the rule quoted earlier - "not to manage the institution but to see that it is well-managed." The application here would indicate that the board should delegate its responsibility for personnel selection. It would then be free to concentrate on periodic evaluations, designed to assure that methods of selection, breadth of search, promotion, tenure, and termination of contracts are soundly considered and administered.

The budget is one of the most sacred documents to be found on the campus. Even in a small college the complexity of the budget is such that it is no small wonder that trustees often become frustrated when they try to master the details. Adding to the problem of the budget's complexity, is that the board is often confronted with the budget at a time when little can be done to change it. In analyzing a typical college budget, 75% to 90% of the expenditures are frozen in the form of essential services, or in continuing salary commitments to staff. If the board wants to consider the budget in a setting which provides opportunity to modify it, timing is important. Even when boards make a practice of leaving the detailed determination to the president and his

staff, they can still exert influence on the trends of future budgets. More and more, budgeting reviews by the state require long-term planning and establishment of priorities to guide the board in making future budgets.

As we study the budget, the gap between the expenditures and the income from predictable sources, the character and scope of the fund raising problem is determined. While it has been fairly assumed that the primary responsibility for supplying the financial resources of the institution rest with the board, there are many cases where the presidents have worked actively with boards to seek to close the gap between desired programs (expenditures) and income.

The trustee's services in developing financial resources need not be restricted to personal giving, or to direct solicitation of gifts. By drawing on his knowledge of the community, he may formulate plans for developing new income resources. His interpretation of the college's needs and its program through group and individual contacts may pave the way for solicitation by others. Frequently, trustees have talent for campaign organization, or in developing plans for promoting bequests and annuities. All of these may contribute to the solution of the financial problems of the college.

In the space of twenty-four months, the trustees of the Muskegon County Community College have received gifts as follows: \$4200 from the Junior Women's Club, profit from an evenings sponsorship of the Bob Hope Show; a shelf of medical reference material for the Practical Nursing Program, valued at \$3500; \$1200 cash gift for student loans from the Exchange Club; \$7500 anonymous gift for pianos and stereophonic equipment for the music department; \$15,000 for equipment of student lounges and general reception areas in the new building; a gift of \$325,000 for a new Fine Arts Building, the first extension of buildings already underway on a new 110 acre, heavily wooded campus site.

Whatever may be the respective responsibilities of president and board for the financial welfare of the institution, there is certainly need of consistent attention to the inseparable nature of the educational program and the funds to support it.

A review of most college board agendas would reveal that the matters related to buildings, grounds, and non-academic services take a high place on the list of specific duties. Even though much work of this nature is done in committee meetings, the findings and recommendations still take considerable time on the part of the full board in reaching a

final decision. A wise board will limit itself to the many "housekeeping" duties so frequently found in this area. This time would better be spent on enrollment studies, campus planning, site selections, financing, employee benefits, plant utilization, to mention only a few areas. In the field of fund handling, the trustees will give close direction to the policies of investment, as well as the actual selection of securities.

In attempting to determine the basic responsibilities of the board of trustees as contrasted with those of the president, I have delegated those functions which cannot be satisfactorily performed by any other body or person to the board of trustees. With this limitation, I have arrived at a minimum list of basic trustee responsibilities which have this fundamental quality:

- (1) To oversee and appraise the kind of education offered by the community college and make certain that its quality meets the highest standards possible.
- (2) To fill presidential vacancies and make changes in the office of president.
- (3) To hold title and conserve the property.

As I analyze the duties that various boards undertake, I find that it is more characteristic of trustees to check and modify policies rather than to originate or even to decide them. Dr. J. C. Baker, in reporting on the role of trustees at Columbia University described their work in these terms: decide, confirm, counsel, and review. It was in the latter two categories of counsel and review that some of the most useful work was done. He concludes that the most effective directors are those who ask the "most discerning questions."

By emphasizing the trustee's responsibility to ask "discerning questions," I am not suggesting that the trustee's function is negative, and that the trustees can best serve by asking questions that badger, are obstructive, or are insensitive. A skilled trustee can probe deeply with a "discerning question" that still reflects sympathetic understanding of the problem.

During my thirty-five years of working with various boards, educational, business, or church related, an effective relationship can be clearly identified when this function of the discerning question is being executed intelligently by the board members, with the mutual confidence

of both parties.

The second basic duty of a trustee, that also cuts clearly across the duties earlier presented, is that of the protective function served by the board. As a board of trustees member, you occupy an unique position in which authority, enlightened interest, confidence of public, and impartiality are combined. You are in an excellent position to withstand undue pressure for hasty action - and to take a long point of view.

In such matters as academic freedom, accusation of staff members, book burning requests, and rights of students whose actions bring them under public attacks, the board may exercise its protective function.

The third general broad function of a trustee is that of "Public Relations." The college has many "publics" that it must meet - students, parents, alumni, contributors, to name only a few.

The trustee's part in public relations need not always be an active one. His name and prestige it represents may be an important contribution. Many trustees feel that their greatest usefulness in public relations is in bridging the gap between town and gown. As a trustee, you are in a favorable position to dispel misconceptions held by those in the business or academic community.

The fourth broad function of a board of trustees is to serve as a court of "last resort." Fortunately, occasions for the board to assume the role of final arbiter are rare in college circles. In most cases sufficient administrative authority has been delegated that the majority of issues are settled well short of board ruling.

These four are basic as we study the general functions of a board trustee: (a) The discerning question; (b) the protective function; (c) public relations; and (d) the court of last resort.

A few years ago, in opening bids for a small project for the building of sidewalks and curbing, a young bidder with limited capital or perhaps less "know how" of the concrete business, was announced to be the low bidder. Since his bid was only 10% of other bids submitted by reliable bidders, it was obvious that he had made a mistake. After the bidder had checked his mathematics, he rushed into the board room and asked to make a statement concerning his bid. "Sirs," he said, "I have confused square feet with square

2/

yards!" The board, sitting as a court of "last resort" excused him from his bid performance.

I hope in my presentation of the Trustee's Role, that I haven't confused square feet with square yards! Or that I haven't mistaken the board's and president's role! If so, I hope you will set me straight as you proceed to use the "discerning question" in our next session.

"THE ROLE OF THE PRESIDENT"

John Bates, Trustee

Macomb County Community College

Trustees are responsible for what has been repeatedly affirmed to be the most basic cultural institution in our society. Boards are not experts in education, therefore they must look to the president and his staff and faculties - the educational leaders - for definitions and explanations of present day educational philosophy. In this regard, the president has certain defined legal and professional responsibilities and obligations. This does not mean, certainly, that the trustees have no part in designing educational objectives; however, I am suggesting that the trustees should look to the president as a professional man, representing a professional field, involved day by day in project research, curriculum development, etc.

The president must aid the board in carrying out its functions and meeting its responsibilities to the students, faculties, staff, and the broader community. I believe that this is especially true today at a time when we are involved in such rapid and far-reaching changes in all areas of higher education. It is imperative that we strive for the best possible relationship between the head administrator and the board of trustees.

There are some who would claim that there are really only two responsibilities of a board of trustees. One, to hire an administrator, and two, leave him alone so he can run the business! It is my feeling that to follow such advise a board would fail in every respect the responsibility of its trusteeship. I feel that it is important for board members to consider themselves in a "trusteeship" situation. I'm attempting here to differentiate the administrative function of an institution from the policy-making function.

If a board does little more than the two functions mentioned earlier, it has divested the president of the most effective tool he might have to advance the program and insure the design of the institution. Without board participation, the president has lost the primary reflection of community attitude so necessary in articulating the programs of the college with the needs of the community it is to serve. The trusteeship, then, includes a responsibility for providing the community with the kind of

institution the people have agreed to support; therefore, this is one kind of reflective information the president looks for from his board.

We can discuss a philosophic frame of reference for the board - president relationship, but how do we translate this into day by day activity? First of all, since community colleges are being established in significant numbers across the country this very minute, there is the unique opportunity available to such newly established boards to find the right man at the beginning! I would hope that such boards would spend sufficient time to find a chief administrator with an effective educational philosophy; one that is sound and defensible, and reflects community college interests, because to a great extent the character of the institution will be determined by the chief administrator---and so it should be. And I don't mean to imply a lack of influence in the character of the institution from the board. I am simply pointing out the fact that the day by day operation of the college is the job of the president.

In operation, then, I am suggesting a partnership---board and president---based upon mutual confidence and respect; inasmuch as our purposes are one and the same. And, board members, if we have chosen wisely, we must offer our respect and provide the kind of confident atmosphere our administrator requires to get on with the business at hand; the operation of the best educational institution within our means.

I would hope that the board of trustees would know its president! I don't mean his name, rank, and serial number; I mean much beyond that. The board should know the personality of its president. It is important to know his likes and dislikes; in professional matters and in things personal as well. I would hope that the board members would have some feeling for him as a man. Boards that know their presidents know a pleasant security in being able to predict the man's action in typical matters, and consequently, are less prone to be upset when the president moves along course "A" in solving a problem instead of course "B".

Of course, the reciprocal of this point is true, also. Just as the board must know its president, so must the president know his trustees. He must know them not only as a collective agency---the board---but as individuals as well. He must learn to make use of the strong points of each board member. I am convinced that community college boards across the country are representative

of broad experience. College board members are usually rather capable individuals who are anxious to be of service to their communities; citizens who possess meaningful reservoirs of knowledge, background in community understanding, and experience. All of this potential can be of tremendous help in the advancement of the institution. It is up to the president to tap this ready reservoir.

To my way of thinking, a president must find himself in a somewhat ambivalent position oftentimes. On the one hand, he is the board's executive officer, and in that capacity must respond in terms of the interest and attitudes of the board. At the same time, however, I see him as the principal faculty member of the institution—certainly the faculty and staff look to him in this regard. So, he wears two hats almost constantly, and he must afford a balance as he directs and guides the business of the institution. And because he understands his professional role and its attendant commitments, he is most capable of doing this. I do not submit to the premise that it is impossible to compartmentalize. I believe that a capable man can successfully carry on these two seemingly conflicting roles. As a matter of fact, for proof I need only refer you to any successful educational institution.

I have been suggesting that the partnership that exists between a board and its chief administrator must be one marked by harmony. Such a relationship requires an efficient communications system. It is essential that each person in the partnership understand his responsibilities to keep the channels of communication functioning properly.

The establishment of an effective communication network I see as a primary responsibility of the president. I look to him to make certain that the board is always informed on important matters as far in advance as is humanly possible. At the same time, the board must make certain that workable policies are established so that clear channels of communication are possible. Here again I emphasize the policy function of the board and the administrative function of the president. While the board works to establish policies, implementation of those policies falls to the president, and since implementation is not an easy task, a modicum of patience must be exercised by the board in awaiting the results of policy formulation.

As we look at the task we have prescribed for the president it becomes clear that we have defined a position for Superman! What we really mean in these conversations is the president and his administrative staff, since we know that the task is beyond the capabilities of any one

single individual. Simply because of the load, the president must delegate authority for certain matters. However, he can never delegate the responsibility! This is most important. Let me say it once more. The president may delegate authority but never the ultimate responsibility. I believe that it is important that trustees and presidents clearly understand this point. A perceptive president will make good use of his staff in gathering information for the use of the board in arriving at important decisions; however, his crystal ball may not function perfectly. There will be times when the board will not have, and should not expect, an immediate answer from the president. On such occasions the president should be given the courtesy of sufficient time to consult with his staff in an effort to bring back to the board the necessary information for meaningful and effective decisions.

A good program is based upon good policies. While it is the responsibility of the board of trustees to establish salary schedules, employee benefit programs, definitive statements on academic freedom, student conduct, and physical plant utilization, to name only a few, the wise board makes extensive use of its president in deciding on these important matters. In many cases the president may provide the real inspiration for creating the kinds of policies that insure the most effective use of resources, instructional facilities, as well as defining the educational atmosphere that will enhance the general goals of the institution. Not to use the president as a major resource in policy formulation would be to deny his professional competence.

Allowing that we have good policies to start with, the board must then back off and let the administrators do their work; the tough job of implementing the policies. Boards too often fail to "let go" at this point. Trustees, eager to do their task, can easily become involved in activities that are clearly administrative in nature. Such involvement does not enhance the relationship of the president and the board. Let me give an example of what I mean. Allow that a board has developed a salary schedule, and in the process has discussed the requirements for membership on the faculty. I shall, of course, assume that the discussions throughout have included the president. Now it is the task of the president and his staff to recruit and select prospective faculty members---within the guidelines of the policy. His judgments are presented to the board in the form of recommendations. This is, of course, the primary vehicle by which we move ahead; we look to the president to recommend courses of action in keeping with the goals and objectives of the institution as they are reflected in the policies established by the board. Once we have given him this task, it seems to

me, we should accept the president's recommendations so long as they fall within the frame of reference of the policies. I would hasten to add that I am not suggesting that clarifying questions should not be asked, or that dossiers should be restricted from board hands---that would get me into a real fight. Rather, I am convinced, there must be a feeling of faith and trust---mutual confidence and respect---present in the operation. It should be assumed that the president's recommendations are presented in the best interests of the institution. Boards and presidents should be interested in the president's batting average on recommendations presented. If too many recommendations are turned down it is time for a serious examination of the communications system.

There is a tendency for community college boards to move into administrative functions. This is often mentioned in the literature. I suppose that this is due to the fact that the institutions are closely tied to communities, and the board members representing the community feel much closer to the functioning of the institution, with a rather direct feeling of responsibility to the citizens of the college community. This is especially true because the community college pattern, being relatively new, has produced large numbers of "infant" institutions across the country. These organizations, starting from "scratch", have required trustees to be Jacks of all trades; doing the clerking, typing, making appointments, purchasing, negotiating land purchases, etc. It is no wonder that the trustee develops a tremendous emotional investment in the operation and finds it difficult to back away, even after qualified professional personnel are on the job! The shift is not an easy one, but it must be done; so that the president can effectively perform his function, and so that the board can move on to the important matters that represent its responsibility in a growing institution.

I'd like to close by offering a little definition of sorts that Bob Turner dug out of his file for me. It's titled "The Function of an Executive", and I think it offers a whale of a lot of insight. It was put together by George Nelson.

"An executive has practically nothing to do except to decide what is to be done; to tell somebody to do it; to listen to reasons why it shouldn't be done, why it should be done by someone else, or why it should be done in a different way; to follow up to see if the thing has been done; to discover that it has not; to inquire why; to listen to excuses from the person who should have done it; to follow

up again to see if the thing has been done, only to discover that it has been done incorrectly; to point out how it should have been done; to conclude that as long as it has been done, it may as well be left where it is; to wonder if it is not time to get rid of a person who cannot do a thing right; to reflect that he probably has a wife and a large family, and that certainly any successor would be just as bad, and maybe worse; to consider how much simpler and better the thing would have been done if one had done it one's self in the first place; to reflect sadly that one would have done it right in twenty minutes, and as things turned out, one has had to spend two days to find out why it has taken three weeks for somebody else to do it wrong.

"DUTIES OF JUNIOR COLLEGE BOARD MEMBERS"

C. C. Colvert
Professor and Consultant in
Junior College Education
The University of Texas

First, I would like to state that I hope the board members here will organize into an association in order to have at least annual meetings, for the purpose of discussing duties of board members and responsibilities and the differentiation between their duties and those of the executive offices and other administrative offices of the college. We have had an association of this kind in Texas for some fifteen years and we find that it is most helpful and very valuable to board members as well as administrative officers. As a matter of fact, the board members wanted the administrative officers to meet with them each year and so they do. This organization is called the "Association of Texas Junior College Board Members and Administrators".

In considering the functions of the boards of trustees, I would like to outline these in three sets of three topics:

- I. The first of these has to do with the three important principles that should govern broadly the assumption of the functions of the board of trustees.
 1. The board is a legislative, not an executive body. It delegates some of the policy-making or legislative powers to the faculty or some other agent. It must always delegate the application of its policies. It should never try to perform executive acts. This is a brick wall that should be run between the duties of the board and the duties of the president and his other executive officers and the faculty. The board makes broad policies but the executive officers and faculty carry them out.
 2. The board members should always clearly recognize the areas in which each of its members is personally competent and should always delegate authority over matters in which its members are not competent. This means, for example, that the board should delegate to the faculty the authority over the organization of the curriculum, attendance regulations, and other similar matters. Of course, again, through the president, the

board is to approve these actions.

3. Another very important point to remember is that the authority of the board resides only in the board as a whole and any individual member of the board as such has no authority, except as authority may have been specifically delegated to him. That is, the board may designate board member "A" to perform a certain act for the board. Then when he completes the task and reports back to the board, they thank him, discharge him, and the minutes reflect the action.

It is a good idea for a board member to say to a patron, when the patron says that he has something he wants to complain about, to write it out and he (the board member) will present it to the board or the patron can send it directly to the board, but the board member has no authority except when the board is in session. This saves a lot of headaches.

II. External Functions. There are three external functions.

1. To represent the constituency and interpret social trends in terms of institutional policy. This simply means that the board certainly has to listen to the public. Maybe the town wants the students to have dances in the gym, so the board approves it. If there is a strong argument against it they may not approve it, but the board has the right to set policies on these matters upon recommendation of the president and upon the request of the people in town. The same might be said of intercollegiate football, and others.
2. To obtain funds for the operation and extension of the institution. The board does have some responsibility for informing the public as to what monies are needed. In a public institution, upon the recommendation of the president, the board may recommend to the public that they need an additional tax rate, or if it is a private institution, the board may have to go to the church body or other constituents and ask for increased funds in order to operate this institution properly.
3. To bear the legal responsibility and authority for all aspects of the operation of the institution. This means that the board can sue and be sued, that the board is the one who is legally responsible for matters pertaining to the college.

III. Internal Functions.

1. To be responsible for the final determination of the institutional policies, or in some cases, for the delegation of that authority to the faculty or other agencies. The board is the final authority on policies and they delegate, sometimes, the carrying out of that authority to the faculty. For instance, the faculty may set up, as I said before, attendance regulations or scholastic probation rules, etc. The board does finally approve them, but the faculty works these things out and recommends them to the board.
2. To select the chief administrative officer or officers and in some cases, to select board members. The selection of a president is the most important single act of a board of trustees. The duty of the board is to select the president, and then, upon the recommendation of the president, appoint all other employees, administrative officers, faculty, janitors, etc. The board should not appoint anyone to any position, other than the president, without the approval of the president. The president recommends and the board approves or rejects. If the board rejects, then the president has to find another person to recommend. Of course, the board can recommend certain people to the president, but it is up to the president to accept or reject and decide whether or not he will present it to the board. This is a very important principle the board members and president should adhere to very strictly.
3. To consider, and either confirm or reject, recommendations of its administrative officers and faculty. No initiative should lie with the board on these matters. I covered this somewhat in number two, but again I want to emphasize that the board itself should not elect anyone unless he is approved by the president. Of course we say that no initiative should lie with the board, except, of course, the board may suggest names to the president and he can do with them as he pleases. Under this particular duty the board can establish requirements for admission of students, upon recommendation of the president and faculty. The board does grant the degrees upon recommendation of the faculty; the board approves the scale of tuitions and fees. The board also confirms all appointments and approves all legal contracts. The board approves grants for the physical development of the institutional plant. The board itself cannot do this, they must have experts such as educational consultants, architects, engineers,

etc., to make wise recommendations through the president to the board. The board also adopts and revises the budget from time to time upon the recommendation of the president. The board also receives annual reports and other reports of the president, and other officers of the college through the president.

As I stated in the beginning, I would hope that board members will organize an association and go into detail on some of these matters, study them, and really find out what board members are supposed to do and what the relationship is of the board to the president, and the president to the board, etc.

"THE JUNIOR COLLEGE PRESIDENT AND THE PRESS"

Clifford G. Erickson
President
Rock Valley College

The community college is an integral part of the life of its community. Relationships between the president and the community communication media must be cordial, continuing, and in mutual respect.

Perhaps no other institution has so many points of contact with the community. It provides formal and informal education for youth and adults of all ages. It works closely with professional groups, institutions, business and industry in developing and in continuously evaluating programs in vocational and technical education. It serves the entire community as a cultural center.

For this sophisticated audience, I regard it as unnecessary to dwell at length on the need for good press relationships. Rather, I wish to plunge into some specific examples of experience which point up more the "how to" of the president-press relationship than the "why" of this relationship. My remarks shall apply to radio and television media as well as to the published press.

I. Press Relations for Matters of Open Communication

Almost all of community college institutional life can and should be in the zone of open communication. The exceptions will be treated later.

It is my view that coverage in the news media are enhanced by some of the following:

A. Invite the news media to board meetings.

It is essential that the news media be invited to all open board meetings. Changes in meeting time, and special meetings, should be made known by mail and by telephone. If outstanding news items are to be made known or important decisions made in advance, suggestions concerning assignment of photographers and/or recording specialists are usually appreciated. Think of the news release from the standpoint of the news agency and its desire to make efficient use of

personnel and equipment in getting significant news for the community constituency.

B. Distribute to the press at board meetings written reports which include background information and precise recommendations for board action.

If members of the press are given the day's file of written board reports at the opening of each meeting, they can follow the deliberations of the board and note any changes approved. They will have in hand the basic materials for the writing of stories, which include background information, quotation material and the precise wording of the actions of the board. Radio and television representatives can select statements for recording in original or edited form for newscasts.

C. Distribute news releases on matters of human and institutional interest.

Between board meetings prepared news releases can provide a continuous flow of information to the press and thereby to the constituency. Releases should, whenever possible, predict or anticipate the newsworthy item. Quotations from key individuals can round out a story. The catalog of newsworthy items includes honors and awards to students and faculty, conference participation, new teaching techniques, enrollment projections and reports, distinguished visitors, grants, appointments, announcements of social, cultural and competitive events...ad infinitum. The president and his staff should not expect all releases to be carried in the news media or in the precise form of original preparation.

D. Suggest material for feature stories.

The president and his staff can sense human interest and feature stories and encourage the faculty to cooperate with the press in the preparation of such stories. Suggestions include, A Day in the Life of a Typical Teacher, College Plans Long Range Campus Development, College Meets Vocational and Technical Needs of Community, A Day in the Life of a College Student of Nursing, Faculty Wives Discuss College Plans at Tea, College Uses New Media to Improve Learning, College Uses Automation to Speed Service and Cut Costs. Feature story leads like these can

provide in depth interpretation of the work of the college and develop support on a broad base in the community. Of course, when feature story ideas are suggested by members of the press corps, all co-operation should be given to assist in their development.

E. Hold informal social gatherings for press, board, and administration.

An occasional informal social affair such as a coffee hour before a board meeting can provide an opportunity for members of the press to become better acquainted with the president, his staff, and the board, and to discuss mutual problems.

F. Be willing to answer questions and make statements for radio, television and press.

The president of a community college has an obligation to provide the news media with information (except as noted in another section to protect the best interests of persons or companies) within reason. Schedules should be adjusted to permit interviews, and recording and filming sessions to provide earliest possible release of news. Nothing can cool relationships between the president and the media like the statement, "No comment." It is usually possible to make some statement concerning a matter of public interest—"The matter is under careful study," "A recommendation will be forthcoming," or "Real progress is being made." The press, always seeking to report significant information to the constituency, will usually respect the desire of the college to avoid risk of the good name of the college or of any persons or organizations with which it may be dealing on a confidential basis prior to the announcement of a contract or decision.

G. Consider using the background briefing session before breaking a significant story.

When the college and press work in mutual confidence, it is possible to arrange a press conference hours or days before the release deadline for an important story. Members of the press will respect the future release time and will appreciate the opportunity to prepare authoritative news stories and visuals for

release at the time of a board meeting or significant event.

II. Press Relations for the Executive Session

And now let us turn to the handling of press relations for those matters which must be dealt with in executive session. Statutes and local practice usually provide for executive sessions on such matters as personnel appointments, separations and resignations, contract negotiations, consideration of purchase and sale of property, and other matters in which the reputations of individuals or agencies are at stake. The following observations are offered:

A. Use tact and provide information to press representatives before and after the executive session.

It is important that courtesy and tact be used in handling the press in retiring to and returning from private session. The press should be informed of the reason for the executive session and should, at the close of the session, be given the final outcome of the deliberation or information that the matter remains under study.

B. On matters of board-president relationship, avoid unilateral releases of information.

The press is not a means of dialogue between the president and the board. There are many examples of an almost irrevocable breakdown in communication between a president and board when either one of the parties releases unilaterally to the press information regarding the relationship between the two. Differences between the board and president should be aired in executive session and held in strict confidence. If either party releases information about separation or resignation or contractual arrangements before a meeting of the minds is reached, he moves the dialogue out into the public arena through the press. The result is controversy, misunderstanding, and a loss of public respect for the institution. In this kind of situation, it is only proper for the press to report the contest as it is evolving and to probe for more information.

In the confusion that follows, parties to the contest incorrectly tend to blame the press for contributing

to the controversy. The secret to success here lies in the proper use of executive session until solutions are worked out in confidence, after which a joint statement can be made by board and president.

C. Board and president should maintain strict security on matters dealt with in executive session.

Members of the board and the president must steel themselves to maintain security on matters discussed in executive session. An able reporter may call several board members, and learning one fact from one member offers this to others for reaction, thereby evoking responses and piecing together a story for publication.

It is on the deliberations of the executive session that the press can be advised that comment is inappropriate until a decision can be announced in a subsequent public session.

III. Press Relations for Controversial Matters---Two Case Studies

Now we turn to two case studies on press relations in matters of public controversy.

Certain controversies of concern to a community college can quickly zoom out of focus if the president and his staff and the board do not maintain a responsible relationship to each other and to the controversial issue. It is the duty of the press to report all statements made by representatives of the college and to report accusations made by the constituency. The Biblical injunction, "There is a time to speak and a time to be silent" becomes of great importance. The following two examples will show the value of the appropriate use of the posture of silence when under attack.

A. The case of the controversial book for a literature course.

When I was in charge of the Chicago City Junior College, a parent of a young adult student of literature at one of the campuses requested that a book be proscribed from the literature of the curriculum. When the college did not yield to the demand, the parent communicated the charge to a newspaper, and thereby made it known to the constituency. The college released to the press a statement on

curriculum principles and academic freedom. Thereafter, it undertook a posture of silence despite tremendous pressure from the newspaper, from the City Council, and even from some voices in the state legislature. It was my view that the issue of curriculum policy was a matter for the board to establish or to reaffirm. During the weeks of silence, many outside agencies, including competing newspapers, came to support the college in the matter. The press was invited to be present when the college administration made formal presentations to the board to guide it in its deliberations on this important question. After complete presentations to the board on the development of the case, and on principles of curriculum development and academic freedom, the board voted nine to zero to uphold and to commend the administration. Had there been a continuing dialogue of charges and counter-charges between the college and the several hostile agencies, there would have been confusion in the minds of the board, a loss of public respect for the college, and the final outcome may have been quite different.

B. The case of litigation retarding the development of a college.

From my more recent experience, I draw an example for the posture of the president and the board in the presence of litigation initiated by a member of the constituency. In the months before opening of the college, the legal status of a community college was challenged in the courts by a member of the community. During a period of the accusations and the legal proceedings, the president and the board remained basically silent, offering only interpretative statements to the community and meeting the legal issues in the courts with appropriately drawn counter-proposals. Because of this posture, it was possible for the community to move quickly into a position of support of the college when it was opened. A public contest would have provided the climate for many observers to remain hostile to the college after the legal issue was settled in the courts. During the critical period, the college and the press helped to maintain a proper perspective on the issue and to report the various steps in the legal development in a dispassionate and factual manner.

IV. Helps for Good Press Relations are Available

With regard to the mechanics for institutional relationships with the press, there are a number of printed documents which can guide the president and his staff. One which was not developed for the college specifically, but which is easily read and which elucidates some principles with particular clarity, is the little document, "The Schools and the Press," published by the National School Public School Relations Association, Washington, D.C., in 1965. This booklet includes such topics as, "What is News?" "How to Write Copy," "How to Organize for News," "How to Handle an Unfavorable Press," "False Rumors and the Like," and includes sample news releases for the guidance of the president and his staff.

In summary, good press relations with newspaper, radio, and television media provide a necessary and vital link between a community college and its community. It has been our purpose to enumerate some of the techniques for nurturing these relationships and for avoiding unnecessary breakdowns in good communication between board, president, press, and constituency. The rewards to all concerned are well worth the effort to achieve these good press relationships.

"THE COLLEGE AND THE PRESS"

Robert L. Lewis, Trustee

Cuyahoga Community College, Cleveland, Ohio

When one addresses an audience of the incomparable completed academic achievements of this one, one must be careful to insure that his grammar is impeccable. If I depart from grammatical purity at any time within the next few minutes, it will be because of passion for the subject. In a moment of passion---of almost any type---one's participles may understandably dangle; his metaphors mix.

I love the college and I love the press, both with the passion of which I spoke a moment ago.

The function of the press with relation to the community college---perhaps typically Cuyahoga Community College---can best be appreciated only when some of the history of our college is known. In the last half of the 1950's, a mere one-half century after the concept of the community college was evolved and experience with it had begun to be felt, Ohio began to arouse from its educational slumber. Its conscience pricked by a pitifully small number of pioneers and stalwarts---one of the most effective of whom, Mrs. Thomas Hale Ham (Finney Ham), sits in our audience today---there began to be rumbles, some discussions, and even, surprisingly, some action. In fact, in 1959 by an inexplicable coincidence of miracles and anomalies, a community college law was passed in Ohio by a legislature which was opposed to the idea of a community college, and then promptly vetoed by the governor who favored it. Yet, fortunately, the efforts, the interests and the discussions continued. Subsequently, in the fall of 1961 Ohio passed enabling legislation permitting any county in the state, by simple resolution of its county commissioners, to declare its area a community college district, appoint a board of seven citizens as the trustees, and bless them with the task of establishing this new institution. We must look, however, at the climate and atmosphere in which the events leading to the passing of this legislation took place.

Certainly at the time there were some people, however few, in our state with a commitment to the community college idea. They appreciated and admired its ability to help in the muffling of the two major explosions in education: the numbers explosion and the in-dept explosion. These advocates appreci-

ated the help that the community college could offer in meeting the burgeoning demands for classrooms and for instruction at the higher educational level as well as the help it could offer both as a feeder and a filter for the senior colleges and universities. This same group could understand the panacea-like quality and texture of the community college: its serving in the university parallel area; in the technical-occupational area; in the community service area with its functions in adult education, refresher courses, retraining courses, and courses requested by business or industry in the county and designed to meet some sudden and critical need or shortages. They understood its massive approach to morassy problems.

There existed a second group, also small, whose support of the community college concept was nicely negative and suspiciously subtle. Let us, however, at least say the words, for to state their philosophy is tantamount to identifying them. They took the approach that if the poison of public higher education had to spread, it could (God forbid) take the form of a 4-year state university unless something less dangerous, more innocuous and less effective could be created immediately in order to distract the public: hence, in the idiom of one of my favorite uncles, "better it should be a community college."

A third group, a bit larger, much less vocal, much more subtle, infinitely more effective made its influence felt. They opposed the community college, either in concept or because they feared its effect. With some few limitations and omissions, this group comprised the state universities and their proponents. Their sophistication was either too great or too small to permit recognition of the means to orderly solutions to disorderly problems, they felt, would be a weakness. They foresaw invasions of their two favorite private sanctuaries: exclusive control of all public supported educational institutions beyond the high school level and exclusive enjoyment of the educational tax dollar for that level of education. To them, local control, a characteristic of the community college, was anathema; sharing the tax dollar sacrilegious.

There was still a fourth group, the largest group of all: the uninvolved people of the state of Ohio. For our purposes, however, and for efficiency in analysis and in exemplification, let's refer to the people of Cuyahoga County, greater Cleveland. Their intuitions told them that public higher education was heading for trouble. As they looked about at their youngsters in the family circle they knew that something had to be done---but what, how, and by whom?

Meanwhile, the law to which I referred---community college

legislation---became a reality (now late fall of 1961,) the first two counties to act under the legislation were the neighboring Ohio counties of Lorain and Cuyahoga. (What I have just said is an historical first; it is the first time that anyone from Cuyahoga County mentioned Lorain County first in any sequence). Legislation was now in existence, but what legislation?

Question A - Where were capital funds for this new community college to come from? They were to come only from the county of its creation (the county, by the way, whose past 5-year history was 60-40 against the passage of any capital improvement levy or bond issue).

Question B - From what source would operating funds for this new community college come? They were to come only from student fees and a state subsidy. Two more elements should be noted with respect to this question, however, first, the amount of the state subsidy was indefinite; second, the subsidy could not be realized until the college would be operational. This was an extremely interesting problem. This wasn't enabling legislation, this was a challenge! Create your district and appoint your board. Then, when you have completed your studies, amassed your staff, selected your faculty, recruited your students, established your facilities, planned and created your course offerings, and when your classes are in session, come back and see us!

Question C - What about curriculum for this new community college? Well, it just coincidentally happened not to include technical-occupational. It is what lawyers call "lip service legislation."

Why did it happen this way? Perhaps 3 reasons: First, the state of Ohio is divided into 2 illogical parts: the state of Ohio minus the Lorain-Cleveland area, and the Lorain-Cleveland area; and the impetus happened to have come from the Lorain-Cleveland area, the kiss of death. Second, we had a republican legislature with the impetus coming from predominantly democratic districts. Third, the community college was a new concept in Ohio, virtually unknown and untested; and when it comes to innovations, progressive ideas, or untested functions, the legislature of Ohio must indeed show a justifiable modesty.

But now we're appointed the unholy seven on whose rounded and arthritic shoulders rests the future of so many youngsters. What do we do? Well boldly and complete without regard for reality, we start making predictions and promises. It is now November of 1962 and we write asking the state community col-

lege board, now dissolved, for our charter. In our covering letter we say, "We find the need for a community college in our district to be so compelling as to be startling, and the enthusiasm and encouragement from all areas and elements of the district for its establishment so strong as to be inspiring. It is obvious that this missing element in our system of public education must be supplied immediately and the abundant support and energies of the community now available be channeled into the effort at fulfilling the need. It is for this reason that we designate September of 1963 as the month during which we expect the community college to commence instruction as an operating entity."

Now we've said it; we've put our foot in deep; now what? We're aware of the need for a public community college, but is the public, this fourth largest group? We're aware of the concept of the comprehensive community college, but is the public? We're aware of the deficiencies and the inequities in the law as it now stands, but is the public? We are aware of the enormity of the financial contributions that must come from our geographical subdivision with the consent of the electorates---that same lethargic public. We are aware of all of the problems, but is the public aware? And, once aware, will it respond favorably? Where comes the impetus? Who tells our story? The answer is very simple: the press! We must go to the public media and get help.

The press starts to devote itself to the task with energy and determination. The pages of the press are replete with stories, with narrative, with editorials. The needs are finally articulated; the energies finally channeled. Unnecessary technical delays caused by the legislature or its committees are flailed publicly; the so-called establishment pilloried for any incidence of non-cooperation. Public opinion is formed and felt behind every issue and problem. Four hundred thousand dollars of seed money is raised privately and used to begin the venture. A staff and a faculty are employed, facilities are found and rented, course offerings are planned, students apply and are accepted. Classes begin in September, 1963. The law now having been changed, the county may supply operational as well as capital funds and the state's contribution is firmed up. Our curriculum may now include the technical-occupational. We go to the voters of our county three different times within two calendar years and each of the three times they vote us the levy that we ask by a resounding affirmative majority. We open our doors with 3,000 youngsters in 1963, 6,000 in 1964, 9,000 in the fall of 1965, and 10,000 at the recent midterm. After the third levy was passed, our city witnessed the most refreshing student demonstration in the history of our recent

past. Our youngsters gathered in the Public Square of Cleveland and marched up the main street with placards reading, "Thank you, Voters."

Where did the press, where did the public media figure in this? Merely every step of the way. I cannot tell you how in your particular instance to exploit your public media; I can tell you only that you must. In your own area you have your own editor. Our principle has always been one of candor; a clear delineation of the problem, however complex. The press wants to help; the press wants to be asked; the press is willing to be asked, and even has the sophistication to answer the bootstrap question "How can we exploit you?" Dr. Erickson, you, epitomizing the community college and its concept I repeat, I Love You' Mr. Schoepfle, you, epitomizing the press and the help it has been, I repeat, I Love You; and I certainly love all of you.

"THE COLLEGE AND THE PRESS"

Otto B. Schoepfle, Editor

The Chronicle-Telegram - Elyria, Ohio

Our subject "The College and The Press" sounds like a nice innocent subject. To enliven it I shall run the risk of pragmatism and create a situation. If this created situation bears resemblance to one in which any of you have been involved it is coincidental, unplanned, and unintentional - that is my disclaimer. This is the situation--The president of a community college is arrested while driving his automobile. The policeman charges him with speeding, driving left of center, driving while intoxicated. There is another passenger in the car, a woman. She too has been drinking and she gives the officer a piece of her mind. Both are arrested and jailed, and detailed charges are recorded on the police blotter. The police blotter is privileged. The most influential of the college trustees is routed out of bed and informed of the situation. He is a friend of the publisher of the local newspaper and he calls the publisher early the next morning and asks that the story be treated lightly. The local radio station has reported the affair on its early newscast, but radio doesn't print; the effects are not as lasting and damning.

Let's go to the newsroom of the daily newspaper. It's a dull day for news. The wire report has as its top story a debate in the U.N. in which the Russian delegate has called our nation a warmonger. To save the day in comes the city hall reporter with a good story: "Dr. Brown, College Prexy Jailed." This is front page stuff! Things begin to hum. Get a 2-column pix of Dr. Brown, see if we have one of the woman, call up the chairman of the trustees and ask him if he has any comment, get out to the campus and circulate and pick up student reaction. Meanwhile the publisher has been conferring with the Editor. He relates the telephone call from the chairman of the trustees. The trustees are most anxious to avoid unpleasant publicity that could adversely affect the coming campaign for an additional tax levy to finance a building program that the college needs badly. The Editor looks at the copy of the story written by his city hall reporter. Apparently the publisher was not told all of the facts. Dr. Brown's violation was much more serious than a traffic violation. This Editor previously had written several sharp editorials on drivers who combine their drinking and driving and endanger the lives of others. These editorials had called for strict enforcement of laws against such behavior,

the publisher had approved these editorials. Both Editor and publisher enjoy a couple of cocktails before dinner---

How should a newspaper handle a situation like this? I would run the story on the front page with the picture of Dr. Brown. The language of the story would be restrained, the story would be factual. I would carry a quote from the chairman of the board of trustees if he would make a printable quote (I hope all of you college presidents have a chairman who has sense enough to be temperate and restrained in language, also truthful. If not, then do something about it when you return home.)

If this bit of fiction I have just related to you indicates your press relations are more unpredictable than many other problems you college administrators will wrestle with, may I recommend this simple formula. Tell the facts that pertain and tell your trustees and faculty to restrain themselves to the facts, if they don't know the facts, tell them to remain quiet. When a college or its people makes news it is the function of the paper to print it. It is not the function of the paper to punish enemies or to push friends. We may have to flunk one of you just as you may have to flunk the child of a good friend; that is unpleasant for both of us. The coin also has a better side. There is a lot of news about colleges and their people that escapes the press. I have stumbled on to interesting stories in Oberlin, Ohio and these stories have concerned Oberlin College. The paper of which I am publisher circulates there. Oberlin College has a good publicity department with a competent staff, yet a good reporter can always find something interesting to write about Oberlin College. It may not always be good but it will be interesting. Because the nature of news is mostly connected with crime, violence, and misbehavior, newsmen become somewhat accustomed to these unpleasant aspects of the human race. But we do not lose our humanity; rather, I believe we become more hungry for it and we rejoice in human interest stories in which man overcomes the limitations of body and environment. Our readers enjoy these stories too. Surely there are students at your colleges who are moving heaven and earth to get an education. They are overcoming obstacles that might overwhelm you and me. Here are testimonials that may make man look just a little lower than the angels. Here is inspiration and this world could use some of that. There are stories you should be telling me and I should be telling the world. I don't need to preach this gospel to your coaches, and alumni associations that seem to exist mainly to help coaches, but I do need to reach your Deans and those who should be promoting the recognition of scholarship in your colleges. The public should be told who makes

the Dean's list, Phi Beta Kappa, and other scholastic achievements. This would certainly improve the image of many colleges, you educators, and those who are exposed to you. Since community colleges receive support from tax payers I am sure most of you have problems with the sensitive tax payer. He may be one of those people who is tired of editorials on the financial profligacy of Washington and has on occasion suggested to our Editor a warmer place of abode. He has as a rule put his children through school and when a new tax levy is on the ballot he is dead against it. He is no friend of the community college that needs additional tax payer support. This tax payer frequently writes letters to the Editor for publication, he is not complimentary to either you or me. Sometimes these letters provide excellent material for editorial comment; we can disagree with the writer and in the ensuing dialogue become your advocate.

The college and the press have another problem in common. The college trustee who wants to air his or her differences with you and the other trustees in the daily newspaper. Unfortunately you may be saddled with some trustees appointed by politicians who consider popularity, religion and other criteria more essential than the capacity to think and counsel. This type of person with the ever flapping mandible is best handled with silence. Consult with the Editor on this matter before you clam up in silence and give some possible credence to an unmanageable trustee. The college administrators are imaginative and you may come up with the all-embracing panacea, put the publisher or Editor on the board of trustees. In my opinion that is an honor the publisher or Editor should decline with thanks. I refer to local tax supported colleges such as community colleges, news of which is covered by the publisher's local newspaper. I do not include the distant alma mater of Editor or publisher and would not deny the publisher the privilege of endowing his school, or the school the privilege of awarding an honorary degree (and how these two facts got so closely associated in these remarks escapes me for the moment).

Let me recommend to you this morning that you examine very carefully the rapport that exists between you, your college and the press. Like a garden it must be cultivated and the time to cultivate is before a difficult situation arises. Frankness between you and the paper is essential and as an employer of college trained people permit me this last pitch. If you have any literate, intelligent students capable of concise and exact writing, I shall be obliged to you for their names and for a good word with them in my behalf.

"THE ASSOCIATION OF GOVERNING BOARDS AND
THE COMMUNITY COLLEGE"

J. L. Zwingle *
Executive Vice President
Association of Governing Boards

This idea of organizing for increased effectiveness of trustees is not new; but the increasing scope and complexity of higher education has produced a new level of manifest interest in this area. Now I discover that everybody thinks that something should be done, but not many people think much can be done.

At the risk of repetition I am going to make a few observations about the organization of higher education; then, a few words about our organization; and then, if any one is still here, I'll be glad to answer questions.

It became the pattern in this country to establish a corporation as the form of official governance of institutions of learning. The "corporation" is a fairly recent factor in Western history, arising with the mercantile period. The corporation was devised as a legal method to limit the liability of individuals for actions of a group. It is a negative thing, in this sense. To organize for limitation of liability is not exactly positive, but essentially it provided reassurance, in case of litigation, that the individuals involved would not be under punitive threats. But people do not usually organize for pure self protection, except in a military sense. The financial and industrial apparatus of this nation did not reach its present level through people who were merely self protective but through people who worked to accomplish a goal, within reasonable limits of risk.

When you look at the board of a typical corporation you will see people who were selected for their competence in the activity of that organization, and the key directors are

* The purpose of Dr. Zwingle's presentation was to introduce to those present the Association of Governing Boards (AGB) and to discuss with them how AGB might assist the community college.

likely to be officers of the company itself. The prime concern of that board is to make sure that management is doing the best possible job. If results are not satisfactory, there is usually a new management, sometimes a new board (but not often).

On the other hand for boards in higher education you have the reverse. Trustees are not commonly elected because of their supposed competence in educational matters. The hopes of an institution concerning its board may range from financial support to general influence. So sharply has the line been drawn between the educational function of the institution and the function of the board itself that one might assume the best qualification for a trustee is lack of concern for education as such.

Of course, education is elusive. It involves the whole public interest (we now know). From the days of Socrates we should have known how it involved the entire public outlook. But more, education involves that aspect of human development about which we still know the least. I have done my share of reading in educational theory and about educational practice. The principal thing that I have learned is that we still do not know enough about education.

The further fact that education is intended to probe the very well-springs of human development and social development means that education is inescapably controversial. An educational program which does not at some time or other experience controversy is likely not to be a vital program. Here we are at a stage in our supposedly developed society where we want a well-run, well-supported, effective machine for educational activity but we are unclear how to bring all this into being. Then when controversy breaks out we certainly do not know what to do. Just read the half dozen headline stories of the last 12 months, and it becomes pretty clear that for all our expertness in a great many things, we know just about as little about how to handle educational controversy as we know about some aspects of foreign relations.

For the last year I have been in extended conference about what can be done to assist in the development of the trustee function and have come to some conclusions.

One further preliminary observation and then the description. Presidents have some reason to be concerned about outsiders who want to deal with their trustees. There is a feeling, easy to understand, that if trustees start meeting around talking at random, the only result will be more work and more trouble back home.

Now for a few words about AGB. Back in 1922 a group of trustees in the Middle West decided that one way to break their solitude was to meet occasionally and talk about common problems. So they began to meet informally. This organization existed from 1922 until 1958 without staff. There were many fine trustees who devoted a lot of time to this activity to the benefit of their institutions. By about 1958 nearly every state university in the country was or had been a member of this association.

Then there was an effort to conduct the affairs with part-time staff. That clearly was not going to do. With the increase of interest in these areas I have mentioned it was concluded that something larger should be undertaken. The constitution had been revised, the name of the organization was changed, and the program enlarged. Now we propose to develop a network which will provide a scheme of central services, and a national program which will be inclusive but not monopolistic. We are ready to cooperate with anybody to see what can be done to stabilize and to enlarge effective lay participation in the leadership of higher education.

How to do this? There are from 20,000 to 40,000 (depending on the categories) American citizens in the 50 states devoting some of their time, some of their means, and a great deal of their concern to higher education. I foresee that with the growth of state organizations of trustees and with the cooperation of the regional organizations already in effect, it may be possible without large overhead to establish in Washington a service to these groups. What are these ways? One of the methods is to hold meetings of trustees but not just generalized meetings to repeat the already threadbare cliches about trusteeship. Instead we have begun to concentrate on certain topics of current importance in education so that trustees in company with each other can confront the larger issues which seldom find their way into agenda of their own meetings.

Another service is that of publications. We have here a few samples for you to examine. The need for this kind of publication meets a clear need as evidenced by the number of requests already coming in for additional copies. This is not material created by AGB but put in form for trustee readership. It is not reasonable to expect a trustee to scan the literature of higher education in addition to keeping up with his own professional or technical reading. Hence these small reprints serve an obviously good purpose.

Still another avenue of assistance is that of special studies. I will not enumerate the dozen or so which we now

have under consideration but there are areas of higher education which need to be studied from the particular point of view of trustees and administrators, studies not frequently undertaken by other groups.

Now we come to observe the strength of the tribal distinctions in higher education. It is commonly thought that trustees of one type of institution can have very little common interest with those of another type. Demonstrably this is not the case but since this is the state of mind, it is important to organize meetings and to hold discussions with the special interest of the various types of college in view.

This is still a new venture even though under another name the organization had an earlier life of some several decades. Just where these efforts will lead, no one can predict.

I am now ready however to respond to your questions as representatives of the community college and assure you of my interest in your work as I solicit your interest in mine.