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ABSTRACT

In 1965, the Nebraska State legislature recognized the need for a long-range program to establish a statewide system of area comprehensive community colleges. Authorization was given in that year for the creation of multi-county two-year institutions to meet area occupational needs; the bill provided for districts to be formed by a vote of electors. A great deal of resistance to the area system within the State slowed down implementation of the plan. In 1969, a bill passed by the legislature containing a statewide system incorporating all two-year institutions into one comprehensive system was vetoed by the governor because of questions concerning area boundaries and the constitutionality of the plan. Studies were then conducted of the definition of comprehensive community colleges and the development of a statewide community college system. Another bill was passed successfully in the 1971 session. Details concerning area boundaries and funding were then ironed out, and the total system was fully implemented on July 1, 1973. A schedule and general outline for a State master plan has been set up, and work on the plan has begun.
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THE EVOLUTION OF THE NEBRASKA
COMPREHENSIVE TECHNICAL
COMMUNITY COLLEGE
SYSTEM

JC 740 066

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FOREWORD

One of the distinguishing characteristics of the community college movement has been the enthusiastic willingness of operating institutions or systems to assist others at the initial stages of establishment or development. This phenomenon is relatively unusual in American post-secondary education by virtue of the historical tradition of separatism and autonomy.

The early colonial college set the stage for individual entrepreneurship. Even the subsequent development of public baccalaureate institutions tended to perpetuate the pattern. The spectacular increase in numbers of states establishing community college systems during the decade of the sixties witnessed a positive shift away from the earlier traditions.

State officials responsible for the development of community college systems demonstrated an openness and willingness to assist neighboring states during their embryo and infant developmental stages. This cooperation is a tribute to the calibre of those who served and continue to serve in these strategic positions. Countless millions of dollars have been saved by virtue of one state informing another of improved purchasing procedures, accounting systems, funding patterns, and so forth.

Thousands of students have benefitted from strong educational programs and better opportunities after their community college experience because of state directors counsel on needed legislation, regulations, or agreements to avoid pitfalls encountered in a given state or to capitalize upon an exemplary practice in another state.

This monograph, written by Dr. Robert C. Schleiger describing the evolution of the Nebraska Technical and Community College System, is testimony to such cooperation and resulting improved educational services. The report within this monograph is but a brief description of the variety of sources and resources utilized during the development of the Nebraska System which now is a visionary arrangement in at least one way. Contrary to the experience in too many states, Nebraska resolved the cleavage and separate jurisdictions between post-secondary occupational education and post-secondary academic education. It has been able to "put it all together" for the benefit of the people and the state. As a result, a number of other states throughout the nation whose community college systems are much older now should turn to Nebraska to learn of techniques, agreements, and regulations which bring continuity and unity to historically competing areas.

The FSU/UF Center for State and Regional Leadership is operated as a joint cooperative project by the Division

of Educational Management Systems of The Florida State University and the Institute of Higher Education of The University of Florida. The Center is financed in part by a grant from the W. K. Kellogg Foundation. Its primary objective is to foster improvement of state agencies which have direct or indirect responsibility for the development of community/junior college education. State agency officials or their designee who desire to identify and devote attention to an issue or problem related to community/junior college education within their state are encouraged to take advantage of the short-term in-service grant provided by the FSU/UF Center through the W. K. Kellogg Foundation Grant. In addition to these staff development opportunities, the FSU/UF Center provides secretariat services, program planning, and action research to the National Council of State Directors of Community/Junior Colleges and to its Standing Committees.

Appreciation is due to the following doctoral students and Kellogg Fellows who assisted in arrangements for the publication of this monograph: Mr. Frank D. Brown, Mr. Robert W. Day, and Mr. Horace McLean Holderfield. In addition, Dr. James L. Wattenbarger, Director of the Institute of Higher Education at the University of Florida, provided content and editorial suggestions.

Louis W. Bender
Professor of Higher Education

ACKNOWLEDGEMENTS

There has been a need for several years to develop some type of system for the two year institutions in the State of Nebraska. During this period of time, it has been possible to study many of the other state plans. In addition many officials of the state have been able to visit personally with many of the individuals involved in the administration of the two institutions of other states. There have been many opportunities to discuss problems of various concerns and to obtain recommendations for any future possible changes. Because of the expertise and recommendations of other individuals, Nebraska was able to circumvent many problems other states experienced in the development of their two year institutional system. A great deal of help has been obtained from the personnel in California, Colorado, Florida, Illinois, Virginia, Washington, and Oregon, in addition to several other state leaders of this movement throughout the country.

In addition every other state has submitted information in some form to the Florida State University Library which compiles this information for the use by state officials from other states to develop state plans or state systems. The author wishes to express gratitude to the Kellogg Foundation for providing information and research oppor-

tunities and to individuals like Dr. Lou Bender, Florida State University; Dr. James Wattenbarger, Florida University; Dr. Lee Henderson, State Director of the Florida System for providing information on other states during preparation of this monograph. The efforts of these leaders should be recognized and continued support should be made for their endeavors in the future. As the community system continues to expand throughout the nation, more and more problems will develop that may be unique to an individual state. With the compiling of this information at a central point, a great deal of duplication of effort will be avoided by states experiencing some of these same problems. In addition, each state has had a most helpful attitude to other states requesting information or suggestions regarding the development of a statewide system or of a master plan. There appears to be a definite "Espre De Corps" among the two year state systems across the country to help each other develop two year comprehensive systems that will meet the total needs for the present time or for any future time of the nation.

Robert C. Schleiger

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CHAPTER I

INTRODUCTION

The State of Nebraska has been very slow in developing any type of state wide system for the two year institutions. This has been particularly true regarding the development of any form of a comprehensive community college.

The first movement in the two year institutions in Nebraska occurred with the establishment of the traditional junior colleges. This movement was initially started when local school districts felt the need for local institutions and established these schools. The first two were established at McCook and Scottsbluff in 1926. Following these first two, schools were established at Norfolk in 1928, Fairbury in 1941, North Platte in 1965, and Platte College in Columbus in 1969. Because of the financial burden imposed on the local school districts, these institutions broadened their tax base to county wide operations during the ensuing years. Platte College was initially established under the county-wide approach.

The first postsecondary institution offering less than a baccalaureate degree to offer exclusive occupational or vocational programs had been established by the state legislature to be located in the city of Milford in 1941.

This state-operated institution was established in a rural community about twenty miles west of Lincoln and was designed to meet the total needs of the state for this type of education. This site was chosen to take advantage of an existing facility, the Old Soldiers and Sailor's Home, which was available to the state at that time. The State Departments of Education continued to administer this institution until the implementation of the new state wide system of two year postsecondary institutions on July 1, 1973.

The offerings at this institution had been limited to the basic technical, trade and industrial programs. The supply of individuals to meet the need for other programs was not being prepared at his institution. This was particularly true of the health related areas where nursing preparation had been conducted by hospitals which were limited both in numbers and financial resources. Many of the concerned individuals for the State of Nebraska began a long range program to institute the area concept of institutions to better serve the state. This took several years to develop because there had been a great deal of resistance from the existing structure within the state to limit this type of growth.

However, it wasn't until 1965 that the state legislature recognized this need and determined criteria for the

establishment of additional institutions throughout the state to meet the need for total comprehensive occupational education. Although this action had been taken long after the successful establishment of the comprehensive community colleges throughout the country, the direction at this time was taken to establish area vocational schools. With the successful passage of Legislative Bill 581, authorization was given for the creation of multi-county supported institutions to meet the occupational needs of these areas.

This bill provided for districts to be formed on a multi-county basis by a vote of electors. Not only did the individual citizens elect to form a district, but in essence, they also agreed to tax themselves up to a two mill local levy to maintain the institution in their area.

After a great deal of hard work on many individual's part, it appeared that the area system was able to be established. However, even after the passage of this legislation, a great deal of resistance was evidenced to slow down the implementation of this area system. Central Nebraska area vocational school in Hastings, Nebraska, was able to be established through some dedicated effort by the local citizens in that area.

Central Nebraska was the first of five institutions to be established under this legislation to meet these local area needs. A former Navy Ordinance Depot facility on the

outskirts of Hastings was chosen for this first site.

In following the successful effort of Central Nebraska and its outstanding board members, two other multi-county supported institutions were then established, Mid Plains at North Platte and Northeast at Norfolk. The criteria used in the original statute to establish these institutions did not take into consideration the naming of any single school district as an area school which was large enough in itself to offer all these services described in the criteria. Recognizing this situation in the 1967 legislative session, Legislative Bill 742 was passed naming the Omaha and the Lincoln School Districts as separate area schools. The names of the area schools were changed to Technical Colleges during the 1969 legislative session. It was also during this period of time that the State Department of Education realized the success of the area concept and moved to have an additional state operated school established. A second state operated institution was established at the former Sioux Army Ordnance Depot west of Sidney in the sparsely populated western section of the state. The area concept for occupational education was then fully implemented by the establishment of these institutions. During this period of time, there had been a great deal of emphasis to now begin offering occupational courses at the existing junior colleges.

During the developmental years of the two year post-secondary institutions, a number of meetings and discussions were held between administrators and board members of the junior colleges and the area vocational institutions to review the possibility of establishing a state wide system of all the two year institutions. A great deal of rapport had been established over the years since these initial meetings. One of the primary concerns of the representatives of these institutions was that all the two year schools, the six junior colleges, the five area vocational schools and the two state technical schools would be placed into one system. (Figure 1)

It was felt that the system would not be effective if any one of the thirteen institutions would be left out. This feeling had been particularly true about the two state operated schools that had been handicapped in the past by limiting legislation or inadequate funding that prevented them from properly expanding to meet the existing need of the state of Nebraska.

Former Institution Designation
Prior to July 1, 1973

1. Nebraska Western College
2. Western Nebraska Technical College
3. North Platte Junior College
4. Mid Plains Technical College
5. McCook College
6. Central Nebraska Technical College
7. Northeast Technical College
8. Northeastern College
9. Platte College
10. Nebraska Technical College
11. Fairbury Junior College
12. Lincoln Technical College
13. Eastern (no institution at this time)
14. Omaha Technical College

Current Institution Designation
After July 1, 1973

1. Nebraska Western Community College
2. Western Nebraska Technical
Community College
3. North Platte Community College
4. Mid Plains Technical Community
College
5. McCook Community College
6. Central Technical Community College
7. Northeast Technical Community
College
8. Merged with Northeast
9. Platte Technical Community College
10. Southeast Technical Community
College - Milford Campus
11. Southeast Technical Community
College - Fairbury Campus
12. Southeast Technical Community
College - Lincoln Campus
13. Eastern Technical Community College
14. Omaha Technical Community College

CHAPTER II

INITIAL LEGISLATION AND THE RESULTS

There had been a great deal of review and research into existing plans and existing systems of the two-year institutional systems throughout the country to examine the positive and negative factors of each system. After this examination there was a great deal of concern over several of the states who had a dual system of two year institutions with the comprehensive community colleges in one system and the area vocational or the technical schools in the other system. From all of the individuals interviewed and the review of many articles written pertaining to this subject it was evident that the dual system presented problems. Even the leading states in the community college movement throughout the country have had a great deal of difficulty with this dual system over the years. The emphasis and concern of the individuals developing legislation about the problems of dual systems mandated that the future of all the two year colleges in the state depended upon the successful merging of the existing two year institutions into one workable system. The problems occurred in the dual systems of other states have only been multiplied over the years since their inception. This further emphasized that a dual systems should not be developed in Nebraska.

The merger of all the two year institutions must be obtained in order to have the most effective system for the potential student at the most efficient use of the taxpayer's dollar. The philosophy behind the dual systems had been predicated upon the belief that each system was different and therefore had to remain separate. However, it has been demonstrated that the modern philosophy that occupational education is a viable part of postsecondary education and belongs in the mainstream of this endeavor. The bill was drafted for the establishment of the two year system in the state of Nebraska. Under no circumstances would any position but one of a combined system of two year institutions be considered during any legislative session.

It was only natural that the first bill passed by the legislature in 1969 contained a statewide system incorporating all the two year institutions into one total comprehensive Community College system. The governor at that time did not feel that the map creating the areas of the state had been drawn in correlation with some of the other economic development activities that were being instituted in the state. In addition some concern had been expressed that the transfer of state institutions and area institutions into other areas would be constitutionally

questionable. The governor therefore vetoed the original bill for these reasons. However, discussion of proposed future legislation continued during the interim period in anticipation of the 1971 legislative session.

Even though this bill had been vetoed, many key individuals in the state realized the necessity for legislation to establish a state wide system of comprehensive two year postsecondary institutions. To help define what this system should do, clarification was needed. Definitions of Comprehensive Community Colleges were reviewed and studied by various interested groups. The Arthur D. Little, Inc., report to the State Board of Trustees for regional Community Colleges in April, 1970, was one example used. The post high school program of less than a baccalaureate degree serving persons who: (1) desire to prepare for entrance into occupational fields that require more than a high school but less than a baccalaureate degree level of education and training, (2) want to improve their general cultural backgrounds but have no interest in preparing for either job or baccalaureate degree, (3) want to acquire job skills in a different field or want to upgrade themselves for advancement in the work in which they are employed, (4) wish to complete the first two years of Liberal Arts and Sciences or professional education near home and later transfer to a four year college or univer-

sity to complete the last two years of a baccalaureate degree, (5) fill the need for guidance and counseling assistance and career selection or the removal of deficiencies for college programs, (6) interest in the community to project cultural, civic, recreational, health or other types for which community colleges sources can be utilized. The report also dealt with the problems of individual students as shown by the following statement: (7) need a second chance for success under conditions most likely to foster success after failing to progress satisfactorily in the complex atmosphere of a large campus away from home, (8) failed to graduate from high school and who now desire to better their skills through higher education but have difficulty because of selected admission requirements of other types of institutions, (9) desire to obtain further education but for economic, family or other reasons, must work part or full-time and must therefore, be within reasonable commuting distance from home, (10) need maximum encouragement for culturally disadvantaged to attend college near home at a cost they can afford.

One basic assumption was that the state has the responsibility for providing equal educational opportunities throughout the state regardless of the number of private institutions. Equal opportunity means programs which are appropriate to interests and demands, at costs that do not

discriminate, at a time and place where people can attend and at the desire or the need of the individual participants. Another basic assumption was that the state has a primary concern for its obligation to the taxpaying citizens to supply educational services demanded by its citizens regardless of the tradition of select education for only the intellectually, socially and economically elite in non-public institutions. The economic, political and sociological factors remain relatively stable to indicate that past trends may be expected to continue in the future. In the interest of taxpayers, to insure the best utilization of state manpower and financial resources, attention was given to the different roles that each of the public segments of higher education would play in the immediate future. However, flexible guidelines had to be drawn to allow for possible change in the major emphasis of the now existing four year institutions. In the future, one possible alternative would allow possible concentration on the junior-senior, graduate and postgraduate work.

In order to attract potential students, youth and adults, it was essential to the success of the community colleges that they have their own identity separate from any other institution. The community college would be more than just a lower two years of a four year institution. The perception of this institution by the public must be

different from the stereotype traditional four year college and university.

A positive image which would foster community pride and respect was essential for effectiveness. The comprehensive community college had to be a symbol of belief in education as a sustaining force in democratic life and of an expression for its aspirations to be the center of educational, cultural and recreational life. The campus would play a symbolic role in the total community it would serve. The community college would truly be comprehensive in its offerings and programs. It would need to develop the best program either in the occupational area, in the liberal arts area or in the community services area by which it would be capable of meeting the needs of the students and the community. Programs would not be designed specifically for receiving by four year institutions as transfer credits. The primary function of the comprehensive community college would be in the planning of any program offered at that institution. The main emphasis would be for the student to obtain an entry level skill with the alternative after completion of the program to continue at a four year institution - if the student would desire.

During the period of developing legislation, State Senator Wayne Ziebarth was instrumental in obtaining state funds for a study to be made on this very critical issue of

establishing a system of comprehensive community colleges. When the funding became available, the Associated Consultants in Education Consulting Firm of Florida was contracted to make the very necessary study of the needs and to make recommendations for the State of Nebraska. This consulting firm was made up of outstanding individuals in the community college movement in the country who worked diligently with a group of interested citizens throughout the state in developing this study. The report "Community College Education in Nebraska" was published in the spring of 1971 and contained some very pertinent recommendations for the development of a state wide system. Several of these key recommendations were used as guidelines in developing new legislation for the state wide system:

- (1) All programs and activities dealing with less than baccalaureate degree should be centralized in one board.
- (2) No current board had the composition necessary to adequately represent the total thrust of the postsecondary two year system. Several boards could be altered to serve this function but it would be advisable to establish a special board for this function.
- (3) Because of the economic and geographic distribution of population throughout the state, it

would be advisable to have no more than six areas.

- (4) Adequate representation for the concerns of the communities and its students could best be met by having local area boards for the administration of the institutions.

CHAPTER III

DEVELOPMENT OF THE STATE STATUTE ESTABLISHING THE SYSTEM

It was early in the 1971 legislative session that those state senators who were vitally interested in implementing a two year system in the State met with presidents and board members of the two year institutions to develop some type of rationale in an attempt to insure passage and implementation of some bill during this session. It was during this session that a great deal of discussion and reaction was developed by various state senators and other interested individuals in regard to the funding and control of the system. However, during all the discussions regarding the bill, three main positions were defended. The first basic position was that under no circumstances would any alternative be considered which would separate the technical-occupational aspects into one system and the academic aspects into another system. No alternative would be considered that would place the existing two state institutions in a system separate from the other two year institutions of the state. Since the successful passage of the bill which incorporated all of the two year institutions into one statewide system. Many officials from other states have indicated that this was an outstanding positive basic position.

This basic position was a result of the new philosophy that has been developing throughout the country over the

past several years which emphasized that occupational education was indeed a part of the mainstream of post-secondary education. It was felt that the prestige and dignity of education must include all forms of postsecondary education and this philosophy was realized with the integration of the diverse two year institutions into one comprehensive system.

The second basic position held during the discussions was that the new Technical Community College System must have its own separate governing board at the state level. There had been some suggestions that the function of this state board could be incorporated under some other existing board or agency such as the State Department of Education or the State Board of Vocational Education. However, in further discussion it was clearly indicated that no other existing board or agency at that time would have the needed emphasis of postsecondary and adult education that a separate board would have if established specifically to coordinate the programs of the two year institution. It was from this position that the make-up of the State Board of Technical Community Colleges was evolved. In reference to the statement "Comprehensive Community College whose major emphasis shall be Occupational Education" contained in the bill, it was decided that whatever the make-up of the State Board would be, one member of the State Board of

Vocational Education should be a member of the board for the Community Colleges. The rest of the composition of the State Board would then be resolved by the matter in which the local area boards would be determined.

The third position was that the administration of the institutions would be maintained by a local area board, and that there must be contributions and financial support of these areas at the local level. From the inception of the community college movement it was felt very strongly that there must be administrative and financial involvement at the local area in order to have the best functioning system possible in the state.

In order to have the proper representation on the local area boards it was determined that there would be an approach of a 'one man, one vote' used in the election of each area board. Much research has been done throughout the country on the proper number of any board to function properly and to allow workable decisions at all times. It was found that the ideal number on a board should be between 9 and 12 and certainly no more than 15. There was a great deal of discussion concerning the need to have good representation on the local area board. It was felt that an eleven member board would allow the most workable number of participants on a local area board. To have proper representation it was determined that each area would be di-

vided into five local voting districts with the "one man, one vote" approach used in the selection of the boundaries for each of these five districts. The eleventh member would then be elected from the total area at large to make the complete board. The first local area boards would be appointed by the governor to serve until the next general election. At that time, five local area board members would be elected either for a two year term and five members for a four year term with the member at large elected for a two year term. At the time of re-election, each member would be elected for a four year term. This would insure the continuity of a board in which at the most only six members would be up for re-election at any one time.

In order to insure communication and continuity between the local area boards and the State Board, the local area boards themselves would appoint one member from each of the area boards to serve as a member of the State Board. The terms of each of these State Board members would be for six years unless their term expired on the local area board or they chose to resign. This would allow for effective communication for policy making decisions and for any implementation of discussions or program decisions at that time between the local area boards and the state board. Some criticism was presented on the method of selecting the state board in that it may not allow

sufficient checks and balances. This situation may have to be evaluated at a later date.

Legislative bill 759 was passed successfully in the 1971 session but did not contain a map placing each of the counties into an area or forming the new areas. Because of the past experience of controversy over the map and assigning counties, it was felt that the placing of new counties or the forming of new areas should be determined by a vote of the citizens of the state or by the State Legislature during the 1973 legislative session. Since the bill was not effective until July 1, 1973, it was not necessary to determine the areas in the 1971 session. During the time when the 1972 legislature actually provided funds for the State Board and the time when the 1973 legislature would convene, attempts were made to form the Western Nebraska Area prior to the January 1, 1973 deadline for establishing areas by a vote of the people. Other counties elected to join existing areas throughout the state or to form new areas during normal election procedures, with the exception of the eleven counties in the western part of the state and five counties in the eastern part of the state. Most of the decisions made by these counties for not electing to go into an area were either for political reasons or for the desire to avoid local financial support. A law suit was filed by eight of the counties in the western area on the

constitutionality of this bill for the funding of the system by the use of local tax contribution in addition to state sales and income tax. Those counties in this law suit did not pursue the formation of a new area or the joining of any existing area at that time. The law suit was challenged basically on the fact that a county could not sue another taxing agency, in this instance, the State of Nebraska. The lawsuit became dormant at that time but the issues involved had not been resolved.

There have been many comments regarding the term Technical Community Colleges to designate the institutions. A truly comprehensive community college has occupational education as one of the major areas of emphasis in the curriculum. However, to further emphasize this area, the individuals working on the original legislation felt the word "Technical" should be included. The state as a whole now understands how a comprehensive community college functions and the word "Technical" may be superflous in the future.

CHAPTER IV.

IMPLEMENTATION OF THE SYSTEM

The 1973 legislature had the responsibility to place uncommitted counties into existing areas or to form new areas during that legislative session. During this session attempts were made to clarify and to rectify any question of the constitutionality for the existing statute. Legislative Bill 533 was drafted to determine the areas and to place all uncommitted counties into either existing areas or to form new areas. (Figure 2) The legislation resulted in establishing seven areas in the state. The successful merger of the former junior college and the former area vocational institution in Norfolk into one comprehensive community college left twelve individual existing institutions and established one new institution. In addition the constitutional questions raised by the law suit regarding the sections dealing with the funding formula and the different methods used in the election of the local area boards were amended. However, during the discussion on the floor of the Legislature regarding the election of the local area boards, one exception was made. Six local area boards would have the same common method in the election of the membership, without opposition, because the Omaha Technical Community College area corresponded to the Omaha Public School District boundary, the school

board was designated as the local area board.

It would then appear that the constitutional issue of the election of membership to the local area board had not been completely resolved. However, a severance clause in the bill stipulated that if any one section of the bill was found to be unconstitutional, the total bill itself will not be unconstitutional. Corrective amendments could be made at a later date to any section found to be unconstitutional.

Interpretations from legal council indicate that the funding formula as amended during the 1973 legislative session does meet the constitutional question raised regarding the previous funding formula of the two-year community college system. The total area budget will be established by the State Legislature. From this total figure, tuition, other cash funds and anticipated federal funds would be deducted. In order to qualify for State General Funds, a local contribution of one mill would be mandatory from each county throughout the state. This amount of local contribution would then also be deducted. State General Fund money will then be appropriated for the difference between the amount derived by the previous calculations and the total approved budget. Under this new funding formula, capital construction will be included in the total budget.

Previously capitol construction was supported entirely by local contribution. The funding formula had been discussed with the legislature and the budget office of the executive branch before agreement was reached on this funding formula. Because of the concern to relieve the amount of property tax all parties agreed that this would be the most workable formula for the system at the present time.

The total system was fully implemented on July 1, 1973. There has been agreement by all parties that the bill passed in the 1971 Legislative Session should have been immediately implemented on July 1, 1971. The delay allowed for the polarization of those segments opposing the system. However, in spite of this opposition, it was possible to adequately solidify the system during this period of time.

During the 1973 Legislative Session there were several attempts by special interest groups in the state to break the establishment of the system. Several individuals were attempting to create a movement to return to the separation of the system into technical institutes in one segment and junior colleges into another segment. In addition the movement would place the institutions under some other existing state board. It was felt that any of these alternatives would retard any development of a comprehensive two-year institutional approach in the State of Nebraska.

The movement to separate the institutions into two

systems was not accepted by any of the administrative bodies or the legislators on the floor at any time. In fact, this movement could not receive even a formal motion or formal adoption for a vote on the floor during the legislative session. The unified effort that prevailed in the two-year institutional system reinforced the original position that all the two-year schools should be merged into one comprehensive community college system. This merger would be the most adaptable and the most acceptable method for the establishment of a state-wide two-year institutional system in the State of Nebraska. Continual examination of other state plans where two or more boards maintained control of the two-year institutional systems was found to produce many problems. The establishment of the separate board for the Comprehensive Technical Community College System gave this new system a new emphasis and prestige for the administration of this system. The major concern of this board would then be to implement and maintain a two-year system as established by Nebraska Statute 79-2600 through 79-2633. There would be no division of interest or of authority in the establishment of this new board. From past experience the two year institutions had not gained the full impetus needed at the post-secondary level without the establishment of a separate board.

All of the outside movements were successfully

handled during the 1973 Legislature Session and a great deal of support was gained to maintain the three major categories of the system. Again, then, these three segments were:

- (1) All two year institutions would be placed in one system
- (2) Separate State Board would be established to administer the two year system
- (3) Local area boards would be maintained with local contribution

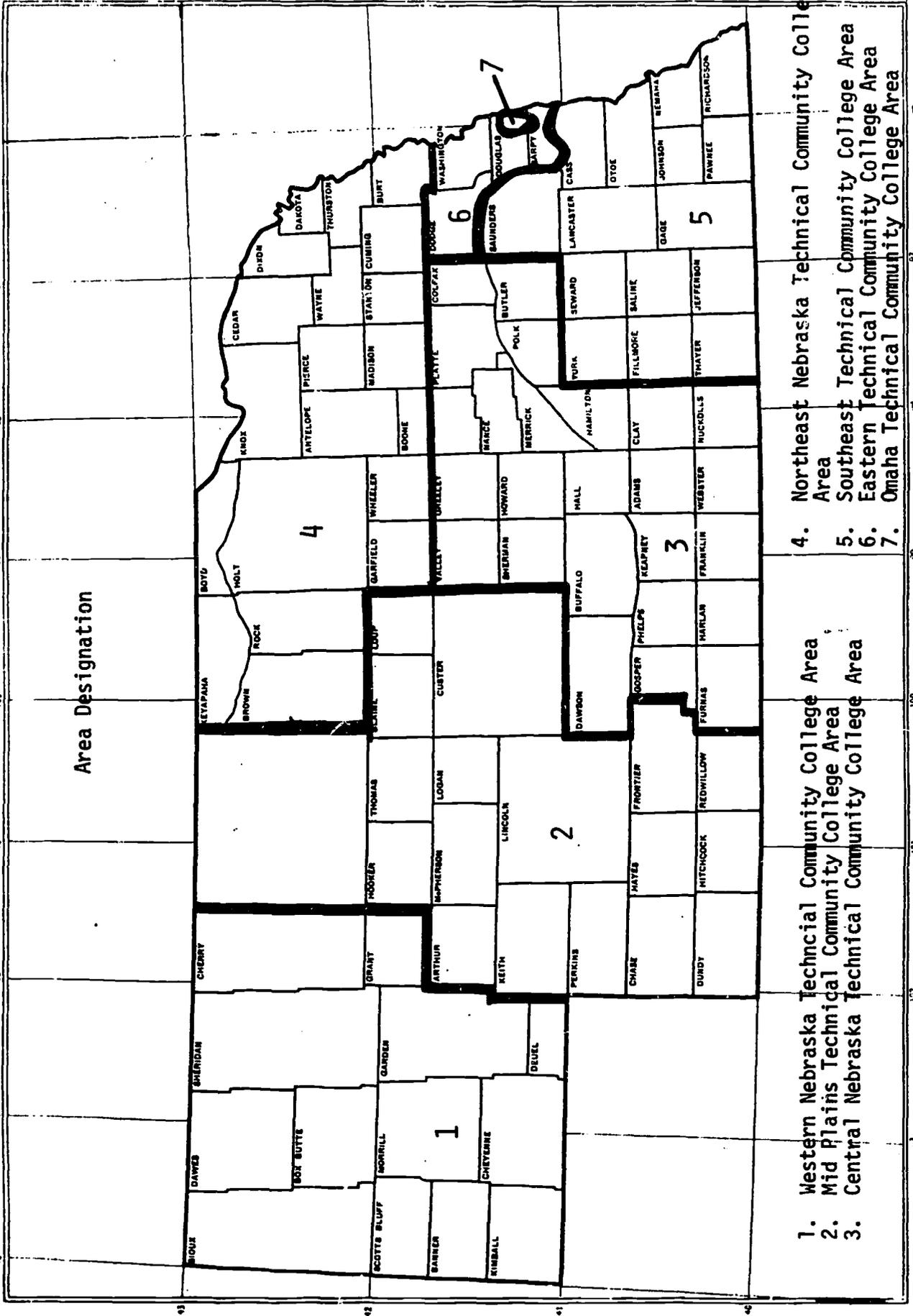
The role of the State Board for Technical Community Colleges was clearly outlined in this legislation.

In the establishment of good management policies and procedures for the system, the administrative control of these institutions would be maintained with the local area boards while the financial or budgetary procedure would be stabilized through the State Board.

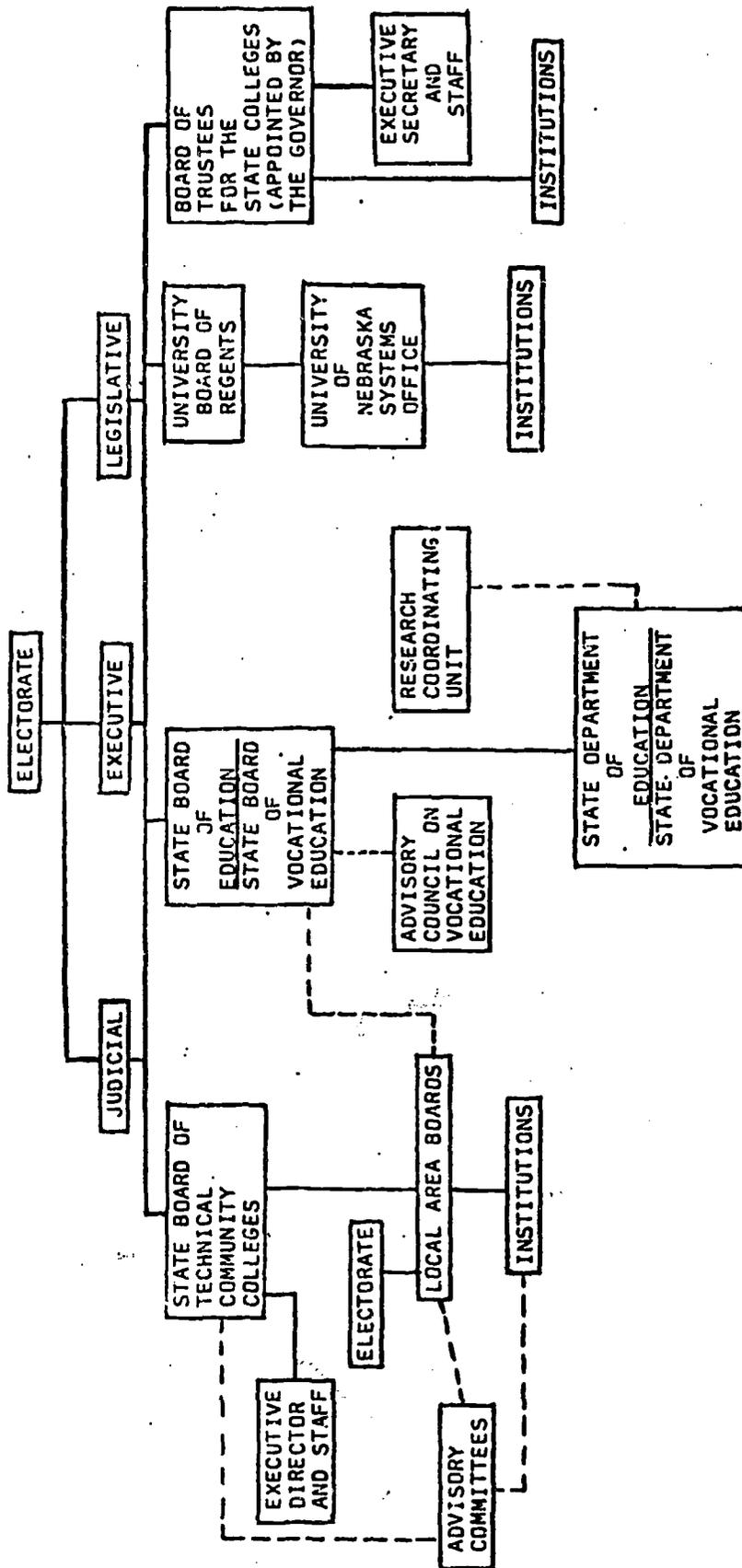
The basic function of a community college system is to identify local needs and to respond to these local needs. The comprehensive community colleges of Nebraska under the new system are in a better position to respond to these local needs both in the flexibility of its administration and the flexibility of its program offerings. The local area boards under the new system are in a better position to assess and to satisfy local needs.

The State Board of Technical Community Colleges functions basically as a coordinating board and a policy making board. (Figure 4; Table I)

Area Designation



- 1. Western Nebraska Technical Community College Area
- 2. Mid Plains Technical Community College Area
- 3. Central Nebraska Technical Community College Area
- 4. Northeast Nebraska Technical Community College Area
- 5. Southeast Technical Community College Area
- 6. Eastern Technical Community College Area
- 7. Omaha Technical Community College Area



JULY 1, 1973

Figure 4

TABLE I

2.0 STATE BOARD: POWERS AND DUTIES

THE STATE BOARD SHALL HAVE GENERAL SUPERVISION AND CONTROL OVER THE STATE SYSTEM OF TECHNICAL COMMUNITY COLLEGES. IN ADDITION TO THE OTHER POWERS AND DUTIES IMPOSED UPON THE STATE BY STATUTE, THE STATE BOARD SHALL BE CHARGED WITH THE FOLLOWING POWERS, DUTIES AND RESPONSIBILITIES:

- 2.1 REVIEW AND RECOMMEND THE BUDGETS PREPARED BY THE AREA BOARDS.
- 2.2 ESTABLISH GUIDELINES FOR THE DISBURSEMENT OF FUNDS; AND RECEIVE AND DISBURSE SUCH FUNDS FOR MAINTENANCE AND OPERATION AND CAPITAL SUPPORT OF THE TECHNICAL COMMUNITY COLLEGE AREAS AS MAY BE AVAILABLE.
- 2.3 INSURE, THROUGH THE FULL USE OF ITS AUTHORITY:
- 2.31 THAT EACH TECHNICAL COMMUNITY COLLEGE AREA SHALL OFFER THOROUGHLY COMPREHENSIVE EDUCATIONAL TRAINING AND SERVICE PROGRAMS WITH HIGH STANDARDS OF EXCELLENCE TO MEET THE NEEDS OF BOTH THE COMMUNITIES AND STUDENTS SERVED BY COMBINING REALISTIC AND PRACTICAL COURSES IN OCCUPATIONAL EDUCATION IN ACADEMIC TRANSFER AND IN COMPREHENSIVE COMMUNITY SERVICES PROGRAMS, BOTH GRADED AND UPGRADED OF A CULTURAL AND RECREATIONAL NATURE.
- 2.32 THAT EACH TECHNICAL COMMUNITY COLLEGE AREA SHALL MAINTAIN AN OPEN-DOOR POLICY, TO THE END THAT NO STUDENT WILL BE DENIED ADMISSION BECAUSE OF HIS EDUCATIONAL BACKGROUND OR ABILITY, THAT, INsofar

TABLE I
(Continued)

AS IS PRACTICAL IN THE JUDGEMENT OF THE STATE BOARD, CURRICULUM OFFERINGS WILL BE PROVIDED TO MEET THE EDUCATIONAL AND TRAINING NEEDS OF THE COMMUNITY GENERALLY AND THE STUDENTS THEREOF; AND THAT ALL STUDENTS, REGARDLESS OF THEIR DIFFERING COURSES OF STUDY, WILL BE CONSIDERED, KNOWN AND RECOGNIZED EQUALLY AS MEMBERS OF THE STUDENT BODY; PROVIDED, THAT THE ADMINISTRATIVE OFFICERS OF A TECHNICAL COMMUNITY COLLEGE MAY DENY ADMISSION TO PROSPECTIVE STUDENT OR ATTENDANCE TO AN ENROLLED STUDENT IF, IN THEIR JUDGEMENT, HE WOULD NOT BE COMPETENT TO PROFIT FROM THE CURRICULUM OFFERINGS OF THE TECHNICAL COMMUNITY COLLEGE, OR WOULD BY HIS PRESENCE OR CONDUCT, CREATE A DISRUPTIVE ATMOSPHERE WITHIN THE TECHNICAL COMMUNITY COLLEGE NOT CONSISTENT WITH THE PURPOSES OF THE INSTITUTION.

- 2.4 PREPARE A COMPREHENSIVE PLAN FOR THE DEVELOPMENT OF TECHNICAL COMMUNITY COLLEGE EDUCATION AND TRAINING IN THE STATE.
- 2.5 DEFINE AND ADMINISTER CRITERIA AND GUIDELINES FOR THE ESTABLISHMENT OF NEW TECHNICAL COMMUNITY COLLEGE CAMPUSES WITHIN THE EXISTING AREAS.
- 2.6 ESTABLISH MINIMUM STANDARDS TO GOVERN THE OPERATION OF THE TECHNICAL COMMUNITY COLLEGES WITH RESPECT TO:
 - 2.61 QUALIFICATIONS AND CREDENTIALS OF INSTRUCTIONAL AND KEY ADMINISTRATIVE PERSONNEL;
 - 2.62 INTERNAL BUDGETING, ACCOUNTING, AUDITING AND FINANCIAL PROCEDURES AS NECESSARY TO SUPPLEMENT THE GENERAL REQUIREMENTS PRESCRIBED BY LAW;

TABLE I
(Continued)

- 2.63 THE CONTENT OF THE CURRICULUM AND OTHER EDUCATIONAL AND TRAINING PROGRAMS, AND THE REQUIREMENTS, DEGREES AND DIPLOMAS AWARDED BY THE COLLEGES;
 - 2.64 STANDARD ADMISSION POLICIES, AND SUCH POLICIES MAY PROVIDE FOR PREFERENCE FOR NEBRASKA RESIDENTS IN THE EVENT FACILITIES ARE NOT ADEQUATE TO ACCOMMODATE ALL APPLICANTS FOR ADMISSION;
 - 2.65 STANDARD PROCEDURES FOR RECORDING AND REPORTING THE NUMBER OF WEEKLY INSTRUCTIONAL HOURS; AND
 - 2.66 THE USE OF ADVISORY COMMITTEES WHEREVER POSSIBLE.
-
- 2.7 ESTABLISH AND ADMINISTER CRITERIA AND PROCEDURES FOR ALL CAPITAL CONSTRUCTION INCLUDING THE ESTABLISHMENT, INSTALLATION, AND EXPANSION OF FACILITIES WITHIN THE VARIOUS TECHNICAL COMMUNITY COLLEGE AREAS;
 - 2.8 ENCOURAGE INNOVATION IN THE DEVELOPMENT OF NEW EDUCATIONAL AND TRAINING PROGRAMS AND INSTRUCTIONAL METHODS; COORDINATE RESEARCH EFFORTS TO THIS END; AND DISSEMINATE THE FINDINGS THEREOF;
 - 2.9 ESTABLISH DIRECTION FOR GRANTING APPROVAL TO THE LOCAL AREA BOARDS TO CONSTRUCT, LEASE, PURCHASE OR PURCHASE ON CONTRACT FACILITIES AS COMMUNITY NEEDS AND INTEREST DEMANDS;
 - 2.10 EXERCISE ANY OTHER POWERS, DUTIES AND RESPONSIBILITIES NECESSARY TO CARRY OUT THE PURPOSES OF SECTIONS 79-2633.

CHAPTER V

DEVELOPMENT OF THE STATE PLAN.

In the development of a planning document for a system of post-secondary education, the general public has indicated, as revealed by the recent Carnegie Commission Report, (May, 1970) that three basic areas must be reviewed:

1. Campuses have to be visible to show that they are manageable.
2. Campuses have to be visible to show that they are efficient in their total operation.
3. Campuses have to show convincing evidence that there is a uniform purpose for all the institutions within the system as in any business approach to management.

Long-range planning is a part of the total effort in the management procedure. The goals and objectives for the Technical Community College system for the State of Nebraska will be structured toward the output of the institutions and will be student oriented. Planning and budgeting are based upon the results of the institutions and this will be followed throughout the total system.

In any planning document, assumptions must be made in order to have any successful planning.

1. That the system planning process or the assumptions are basically known.

2. That everyone is aware of the consequences of each of these assumption.
3. That correct assumptions must be made of the future.
 - a. The system will continue to receive State support.
 - b. The local support will continue in the amount of a minimum of one mill levy.
 - c. The rise in the occupational type courses within institutions will continue so that in the near future there will be about a 50-50 percentage of the total credit offerings within each institution.
 - d. The growth and recognition in postsecondary or higher education of the two-year institutions will continue.
 - e. The rapid overall growth will tend to level off in a three to five year period with the continued level or slight increases in enrollment after that time.
 - f. The rise in the enrollment of the urban area institutions will continue even beyond the leveling off period of the rural area institutions within the system.

- g. The total growth of the two year institutions in the future will be in the development and expansion of adult education or community service programs.
- h. The general public will continue to support the two-year institutions in postsecondary education in the future.
- i. The public will continue to support the budgets of the two year institutions in the future.
- j. The continued trend towards the planning, programming and budgeting approach to the accountability of higher education throughout the state and the nation will continue.
- k. The continued demand for accurate data and information from all educational institutions will continue to rise in the future by all interested bodies, state agencies, legislatures, executive branches and the general public.
- l. The participation of all individuals in phases and elements of policy development of the system will continue.
- m. The goals and objectives of each institution and area will involve participation

at all levels, a "team building" type of approach.

- n. The continued successful association between faculty and administration at all levels will continue in the future.
- o. The most important task will be to devise careful techniques of communication to all levels of individuals and institutions, as more information is given and more accountability is demanded and needed.
- p. The fulfillment of personal goals will have as much priority in any planning document as institutional, area, or state goals.

In addition to these general assumptions, there must be additional assumptions dealing with the immediate concerns of this state:

1. That the opportunity for all students to study in an institution of post secondary education should be available and that these students should reasonably be expected to benefit from this study .
2. That society suffers a substantial loss because many qualified people do not enroll in any post-secondary education or drop out of an institution before completing a program or attaining

a skill that they desire. Capable students should be able to attend an institution of post-secondary education regardless of financial background.

3. That in addition to providing direct benefit to students, postsecondary education contributes positively to the cultural, physical and economic development of all people of the state. Because of the expanding need for individuals with professional and technical skills, opportunities should be made available for more students to attend those institutions that provide this type of an educational preparation.
4. That the principle of free choice be available to students so that they may attend the institution and the program of their choice. The principle would then be consistent with the policy of effective use of all resources within the state.
5. That a substantial benefit to the state will result from expanded programs of adult and continuing education as part of the main emphasis of the community services aspect of the community colleges.
6. That it is important that a continual evaluation

be made of the programs offered by the community colleges to see that they effectively are meeting the needs of the community.

7. That a continual improvement in the quality of program offerings be maintained and obtained at the most efficient expenditure of the taxpayers dollar while meeting the needs of the State of Nebraska.

One of the major goals defined for the comprehensive community college system will be the continual increase in the quality of programs. Part of the goal will be the increased development of the faculty of the institutions. In-service programs will be implemented in each of the institutions. Faculty members will be able to improve existing skills or to obtain new skills that will assist them to more efficiently perform their teaching responsibilities.

The goals established for any education plan must:

- (1) have a concern for students and their learning environments and opportunities,
- (2) have a framework for the development of curriculum and of instructional procedures,
- (3) have a basis for measuring progress and for determining the effectiveness of the procedures, and
- (4) have a design to assist every institution to provide

adequate opportunities for all students in postsecondary education. Such goals should always be based upon determined needs and must:

- (1) be clearly stated and accepted,
- (2) be clearly understood by those who are concerned,
- (3) be fully implemented,
- (4) be periodically evaluated,
- (5) be modified as necessary.

These educational goals should help identify and discard elements of the social and cultural heritage that are no longer relevant or that may handicap or prevent needed changes. A continuing search for new constructive solutions to current and emerging problems should be encouraged to insure excellence. There must be individual goals as well as social goals. These should include academic goals, personal achievement goals unique to the individual, and practical goals for living in a complex society.

Planning in general is to insure that there will be allocation of both financial and facility resources for the most efficient use of the taxpayer's dollar in the most effective program for the students in the State of Nebraska. The planning must be centered around output orientation of students and how they are able to function in society. Definite planning can then be made for any

input into the long range planning.

In planning, individual participants should widen any conceptional framework beyond any current limitations. Some of the priorities of this system will be: to develop motivation for further learning; to develop the ability to use knowledge constructively; and, to develop an ability to participate actively in the development of society. Planning will be oriented toward the future and will develop alternative patterns or solutions to follow for certain goals. Decisions based upon current knowledge will not limit in any way alternatives in any possible future situation or development. Planning will be the basis for decisions today which will safeguard the possibility of alternative decisions in the future.

The planning unit must be part of the organization or system which it serves. The planning unit must provide service and must not be part of an authoritarian or administrative body nor used in a leadership role, over the other units. Planning provides that communication should be maintained from other agencies or committees within the system. The planning unit should not be called upon to defend policies or practices which result from decisions made for planning by the administrative heads.

The total planning for the State System of Technical Community Colleges will involve several phases and task

forces. To begin this plan, it was determined after reviews with several professional consultants and other state plans that there should be three separate group areas: overall steering committee, state level task force and local level task force.

1. Steering Committee:

This group will not be a working group, but will oversee the overall procedures and act in the role essentially of the supreme court. This group will meet and review the procedures before the implementation, will be kept informed during the activities and will meet at the conclusion of Phase I. The group will then be kept informed during and will meet at the conclusion of Phase II. This steering committee will consist of a designated chairman, the governor or a member of his staff, the chairman of the legislative education committee, the chairman of the legislative appropriations committee, the chairman and the vice-chairman of the State Board of Technical Community Colleges, and a member from an institution advisory committee.

2. Phase I - State Level.

These task forces will consist of members from administration, faculty, student body, area

boards and advisory committees who will meet approximately three times during the Phase I period. Each task force will work to define general objectives and measurable objectives for one of the goals assigned to them. The State Board of Technical Community Colleges will assign each task force from names supplied by each area.

3. Phase II - Local Level.

Each area and each institution will review the state system goals and objectives in light of establishing area and institutional goals and objectives. Each area will assign its own membership to the area and institutional task forces. It would be desirable to have a similar broad representation on these task forces similar to the Phase I task forces.

The President's Council will review the completed results of Phase II together with the results of Phase I before submission to the Steering Committee for their final review and endorsement. After Phase I and II, three additional steps will be needed for completion of the total state plan.

4. Phase III.

The results of the amalgamation of Phase I

and Phase II will be the restatement of goals and objectives for the state system. After this review, the State Board of Technical Community Colleges will adopt these statements for the total system.

5. Phase IV.

The development of the six year plan for the state system. The plan must be related to total development of programs and not limited to only goals and objectives.

6. Phase V.

The evaluation of the outcome will be made yearly and totally at the end of the plan.

The majority of the basic goals were defined and described when the original legislative bill was written and submitted to the State Legislature. The intent of some of the goals had been clarified with the incorporation into the bill of the statement of comprehensive community colleges. The legislative bill included statements and procedures as goals which were normally accepted in a comprehensive community college system. The first part of identifying goals in Phase I activity had been determined in the passage of the legislative bill creating the state-wide system.

STATEMENT OF GOALS

Throughout all the revised Nebraska statutes pertaining to the Technical Community College System, the major emphasis was on the needs of the students and how they can best be served. Implied in the statutes are other areas of concern that support this main effort. The administrative and instructional staffs were certainly one of these major concerns. The student can best be served when the administrative and instructional staffs of institutions can themselves feel some advancement toward professional goals.

- I. To establish a statewide system in which over ninety (90) percent of the population in the state will be able to commute to the main campus or to one of the satellite campuses of a Technical Community College.

- II. To establish a system wherein each Technical Community College will offer a thoroughly comprehensive educational, training and community service program to meet the needs of both the communities and the students in courses of occupational, academic, and community services of an educational, cultural and recreational nature either for

credit or non-credit.

- III. To establish an open-door policy at each Technical Community College so that no student will be denied admission because of his location of residence, educational background or ability.

Sub Goals:

- A) To establish the concept of open entry and open exit at each institution where program restriction will allow.
- B) To establish definite efforts to increase minority participation in programs.
- C) To establish definite efforts to increase retention of minority participation in programs.

- IV. To establish policies to develop high standards of excellence in all instructional programs and courses that are offered.

Sub Goals:

- A) To establish a program that each Technical Community College will obtain full accreditation by the North Central Association in 1977.
- B) To establish a program that behavioral objectives and performance objectives will be established for levels of programs.

- V. To develop organizational structures and oper-

ational procedures that will involve faculty, administrators, board members, students and the community in the formation of policies and operating decisions that will affect them.

- VI. To encourage innovation in the development of new educational and training programs and in instructional methods.

Sub Goal:

- A) To tailor individual programs to meet individual needs.

- VII. To establish minimum standards to govern the operation of the Technical Community Colleges in respect to internal budgeting, accounting, auditing, financial and management procedures.

Sub Goals:

- A) To establish uniform chart of accounts for the total system.
- B) To establish program budgeting with uniform cost centers for the total system by time of the 1974-75 budget submission.
- C) To establish management information system for the total system by July 1, 1974.

- VIII. To establish and administer criteria and procedures for all capital construction, including the

establishment, installation and expansion of facilities within the various Technical Community College areas.

IX. To provide the environment and the procedures so that each individual may obtain professional goals.

Sub Goal:

A) To provide support for in-service training programs.

Objectives will then be stated in basically two categories: General objective statements and measurable objective statements which will be determined by the Task Forces.

Some basic problems that will face the task force in setting about to develop a plan that will be consistent with the goals of the community college system will be as follows:

1. The continued increase of the state recognizing and supporting enrollments in the two year institutions in the State while there is a continued leveling of enrollment in university system and while there is a continued decline of enrollment in the State College system.
2. The continued explosion of knowledge and quest for knowledge which has in turn led to revolutionary technological changes in today's society. This has led to an increased demand for skilled technicians. In

addition there has been a demand on those at the lower skill level to increase their knowledge in order to maintain existing positions or to move into new, higher level positions created as a result of the increase in technology throughout the nation.

3. The attempt to provide educational opportunities for young people throughout the State. Some of the reasons students give for not currently attending are the inaccessibility of education at the postsecondary level, the high cost of expenses to attend college, the necessity to commute to educational institutions because of family or job commitments, and the feeling that postsecondary experience is not necessary.
4. The identification of the need for increased adult education leading toward the upgrading of skills, the broadening cultural horizons or the enrichment of knowledge for the adult population of the State.
5. The need to build new facilities in the more populated areas of the State in relationship to the desire to utilize existing structures in less populated areas throughout the State.
6. The need for a statutory body for coordinating all postsecondary education since there is now no direct control over duplication of programs or facilities between the three systems of the State of Nebraska. The

individual roles of these systems must be assumed then by the task forces when they pursue the plan.

7. The need for rational extension of programs to the area of greatest need and highest potential and to accommodate the greatest number of students.
8. The unnecessary duplication or proliferation of less than a baccalaureate degree programs by other systems than the Community College System.
9. The desirability and feasibility of adopting the uniform calendar for all the total Community College System in the State.
10. The recognition of the Community College system as viable alternative for students to attend a post-secondary institution. The prestige factor formally associated with only the four year institutions must also be associated with the two year institutions.
11. The lack of acceptance of innovative ideas for teaching techniques which could be adopted to the occupational courses but have in the past been limited only to the academic type courses. A lack of a broader policy for the acceptance of work experience and of other related experiences which would be incorporated for completion of a diploma, certificate or two year associate degree program.

With the completion of the Master Plan, the direction for the continued development and expansion of the two-year Comprehensive Technical Community College System will be established. The role of this system will be clearly defined.

UNIVERSITY OF CALIF.
LOS ANGELES

FEB 27 1974

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INFORMATION

TABLE II

TIME SCHEDULE OF MASTER PLAN

1. Statement of goals for
State System _____ July 1, 1973
2. Phase I - General objectives
and measured objectives for
goals of the State System _____ January 1,
1974
3. Phase II - Statement of the
institutional and the area
goals, the general objectives
and the measured objectives _____ July 1, 1974
4. Phase III - Restatement of the State
System goals and objectives with
the input and overview of the
areas and the institutions goals
and objectives _____ October 1,
1974
5. Phase IV - The development of
Six year master Plan for
Technical Community College
System _____ July 1, 1975
6. Phase V - Evaluation _____ Yearly

**Publications of the FSU Center
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TITLE	AUTHOR	DATE
Management Concepts and Higher Education	Louis W. Bender and Richard C. Richardson, Jr.	May, 1972
Reorganizing For the Second Decade: Department of Community Colleges of the State Board of Education of North Carolina	Ben E. Fountain, Jr.	May, 1972
A Proposal For a Management Information System and a Planning, Programming, Budgeting System for the Regional Community Colleges of Connecticut	Searle F. Charles	July, 1972
Danger: Will External Degrees Reincarnate Bogus Degree Mills? A Challenge to State and National Agencies	Louis W. Bender and James A. Davis	July, 1972
Content Analysis As a Research Tool For Higher Education	Melvane Draheim Hardee, Editor	August, 1972
A Master Plan For Unit Cost Among Community Junior Colleges	Howard D. Sims	August, 1972
A Funding Model For Community College Operating Costs	Clement Lausberg	August, 1972
Proceedings of a National Invitation Conference on Post-Secondary Career Education For State Directors of Vocational Education, Community/ Junior Colleges, Adult & Continuing Education	FSU/UF Center for State and Regional Leadership and The Center for Vocational and Technical Education (Ohio State U.), Cosponsors	January 18-20, 1973
First-Level Management: Legal Implications and Responsibilities for Selection and Retention of Faculty	Department of Higher Education, Florida State University	February, 1973
Organizing the Alabama State Junior College System for the Seventies	E. B. Moore, Jr.	April, 1973
A Plan For Planning For a State Community College System	Lee G. Henderson	June, 1973
A Nationwide Study: State-Level Coordination of Student Personnel Services in Community Junior Colleges	George A. Schmidt, Jr.	June, 1973
Long-Range Planning For Community College Education	John C. Mundt	July, 1973
Proceedings of Twelfth Annual Summer Workshop, Southeastern Community College Leadership Program	Joyce Clampitt, Editor	July 18-20, 1973
Institutional Responsibility in the Development of Faculty Dismissal Criteria	H. M. Holderfield and Frank D. Brown	August, 1973
California Views Toward Statewide Governance of Community Colleges	Sidney W. Brossman	September, 1973
One Dupont Circle: National Influence Center for Higher Education?	Louis W. Bender and Howard L. Simmons	November, 1973
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