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ABSTRACT

Community college enrollments have greatly increased in recent years, yet organizational structures have remained the same. The incompatibility of present size with old organizational structures has made it difficult to maintain any semblance of an intimate learning community. The cluster college is proposed as a possible alternative that would allow the community college to grow in size without a reduction in its overall effectiveness. A hypothetical cluster college, Everyman Community College, is presented as a structural model. Students are members of a cluster and a center. Each center comprises approximately 400 students broadly grouped around a career category, such as medical services or education-related careers. Clusters of four or five centers are organized into broader categories such as life processes or human relations. Alternative possibilities for cluster themes are noted. A suggested staff breakdown for both center and cluster, and a projected nine year calendar of incremental growth are provided. Governance units and interaction patterns between units are described for the college, cluster, and center. Flow charts are utilized to illustrate the various governance patterns. (AH)

BLUEPRINT FOR A CLUSTER COLLEGE

by
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FOREWORD

Blueprint for a Cluster College is a suggestion that colleges originally established with small enrollments should perhaps reexamine their structure. They should do this in order to meet the increasing challenges facing their institutions today from the standpoint of increasing enrollments, teaching climate and an ever changing educational scene. Simply doing more of the same by increasing the size of all components within the institution is not the best way. Impersonal relationships result and the "don't mutilate, spindle or bend" syndrome may develop. Increasing layers of bureaucracy impede the educational progress of the mission of the institution rather than enhance it.

The Cluster College concept (small enough to know you, yet large enough to serve you) is an idea worth examination because it can be applied to existing campuses and incorporated into future expansion plans of those campuses. The monolithic whole can then be broken down into easily recognizable and workable parts. Their growth, function and interrelationships can be more easily monitored thereby keeping the institution relevant in meeting the needs of today's students.

William H. Meardy, *Executive Director*
Association of Community College Trustees

PREFACE

This paper presents a cluster college model for community/junior colleges. The designs for this model were made at the request of existing colleges and subjected to the criticism of their staff members, while the model itself grew out of the thinking and experience of people quite sophisticated in community college education.

This model is not Evergreen Valley College, although the author will be highly complimented if that new college being built in San Jose closely resembles this conceptualization. It is not Los Medanos College, although the philosophic underpinnings have much in common. Neither is it Indian Valley College, Cypress College, Chabot Colleges nor any other college experimenting with new organizational patterns, although the author does recognize his indebtedness to each of these innovative institutions.

The model does not exist in reality—only in the minds of those who had a part in developing it: Dr. Otto Roemmich, Dr. Joseph Blanchard, Dr. Ernest Palola, Dr. Thomas Cottingim, Professor Dale Tillery, Karl Drexel, John Carhart and Dr. Ernest Berg. Hopefully, some readers of this topical paper will shape this model to their own local situation and will transform idea into fact. Until then, it will be called Everyman Community College, a sister college to City Community Junior College in the Metropolitan Community/Junior College District.

Charles C. Collins
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INTRODUCTION

Viewed through a telescopic lens, higher education in America looks pretty good, even deserving of some applause. If a microscopic lens is substituted, then all the defects which were previously not noticeable suddenly come into focus. When the microscope is narrowed to view just community/junior colleges, some rather serious structural faults appear, and when it is finely adjusted to single out just one community college, numerous flaws in organizational structure and several danger points become apparent. Such perspective gives weight to the thesis that the easiest way to change people's behavior is to change the structure within which they operate (Etzioni, 1972). Changed external circumstances ultimately trigger internal change.

Community colleges were simply not structured for the large enrollments that exist today; the two-year colleges have grown by rapid accretion not by design. More sections are added. More courses are added. More instructors are added. More administrators are added. And more bureaucracy is added. The paradox has become: how to provide, at the same time within the same institution, opportunities for high enrollment and an intimate learning community for staff and students.

The increasing size of the community college exposes another structural anomaly. Authoritarian administration sooner or later provokes confrontation while its polar opposite, participatory administration, usually generates chaos and diminishes staff productivity. The problem is that participatory democracy works only when the numbers are small enough for the people involved to participate in a meaningful way. At a size quickly reached by many community/junior colleges, participatory democracy has to be linked with representative democracy.

A third structural difficulty arises from the paradox that although all knowledge is interconnected, it must be ordered in some way—hence, sub-divisions and specializations. When community/junior colleges began to develop, slowly in the first half of this century and rapidly during the last two decades, they were built according to the university departmental model, even though it poorly fitted their purposes. Community/junior colleges are supposed to be student-centered and learning-oriented while departments are basically faculty-oriented and teaching-oriented. Clearly what is needed for the two-year college is an alternative structure: perhaps the cluster college.

Dynamics for Change

Several issues point to the need for an integrated alternative. Community/junior colleges could be academic communities when they had enrollments of 800, 900 or 1,000. But how, within existing structures, can a sense of community develop when enrollments reach 5,000, 8,000 or 10,000? One of the problems in the community/junior college structure is the incompatibility of structure with size; with increased size comes rigidity of hierarchy.

The incompatibility of structure with goals is also destructive to the creation of an integrated college. Although the highly touted goal of community colleges is to help each student develop as an integrated, self-fulfilling person, the internal structure of these colleges often fosters only a fragmented dissemination of information—each instructor teaching his narrow discipline.

Still another tension arises out of the loss of the individual's identification with the institution. This loss of identification is related to growth in physical plant as well as growth in numbers of people involved—faculties, students, administrative staffs.

The organizational structure of the two-year college has fostered divisiveness rather than diminishing it—for example, the separation of the vocational educational function from the more prestigious transfer function and the frequent inequality between day and extended day programs. Another reason that change in the existing organizational structure of the two-year college appears necessary is the advent of new power dynamics: academic senates, faculty organizations, faculty and staff unions, student organizations, etc.

Still another tension is created by the countervailing forces of centralization and autonomy. The pressures of population, the shortage of funds and the increasing demand for efficiency move the community/junior college toward large campuses in multicampus districts and toward control by coordinating councils and state boards of governors. At the same time, the needs for self-actualization, for acceptance of individual differences and for breaking the traditional mold set up counter drives toward autonomy, encourage the creation of small universes and stimulate demands for voice in the making of significant decisions. A final tension grows out of the 20th century paradox of technology that demands high specialization in a world that is moving toward globalism. The hope is that the totality of educational experiences will shape the student into something resembling an educated person but since people are not made in an additive fashion, the organizational structure of the college does not often provide for coordinating the course objectives and course content in different, but related, departments.

There are certain conditions that must prevail if planned change is to occur successfully: 1) resources, 2) institutional readiness for change, 3) establishment of priorities, 4) strong advocacy and 5) broad participation. The creative tensions existing within a college may push it toward the brink of change and, if the necessary preconditions for change are there, breakthrough may come quickly. But change to what? The direction that the change will take will follow the philosophic guidelines that exist in the minds of those affecting the change.

Some Working Postulates for Everyman Community College

People act upon the basis of that which they believe. Every policy decision that is recommended for board action, that comes from the superintendent's or president's office, that is initiated by faculty or student groups, that is seen in the daily operation of a college could be traced back to a philosophic postulate. But the direction should be the other way: decision and action should grow out of a conscious and agreed upon philosophic base. Certainly those involved in the creation and development of a new college need to think about the philosophy behind the new institution.

Some philosophic postulates to be thought of in terms of the community/junior college are:

Competition is not the only nor even the most important mainspring of human behavior. Survival of the individual in a society depends more on cooperation than it does on competition.

Most learning is an affective as well as a cognitive experience.

The common man, the average person, the ordinary citizen has fundamental competence to learn to direct his own destiny and to participate in directing the affairs of his society.

The world grows and will continue to grow more complex; hence a higher level of integrated knowledge is needed to deal with it.

The more rapid and profound the changes in a society, the less reason there is for early specialization in education.

Any social institution and the people in it, most particularly a college, should be more process-oriented than end-oriented, should be more now-oriented than future-oriented.

Higher education is not so much a right or a privilege as it is an investment of great potential for the individual and for the society.

The curricular offering of a college and the curricular requirements imposed by the college reflect a collective judgment of what is important to learn and to know.

Education for development as a total person deserves a higher priority than training as a worker.

Education should be viewed not as a discrete phase in life but rather as a process, sometimes formal and sometimes informal, that goes on through life.

Education is not synonymous with schooling. There are many ways of becoming educated and schooling is only one of them.

A college should not allow its role as certifier to the society to overshadow its primary role of educator of the people in the society.

A community college should serve more as a change agent in the community than as a mirror of the community.

These are some of the philosophic postulates proposed as guidelines in the creation of Everyman Community College. Many of them concern the substance of the college, but often substance grows out of, or at least is dependent upon, structure. This will become apparent as we turn now to the structure of the cluster college model recommended for Everyman Community College.

THE CENTER-CLUSTER STRUCTURE

The preceding statements on tensions, preconditions for change and working postulates preface the center-cluster concept from which Everyman Community College could be developed. The following model is presented as a conceptualization from which substantive variations might flow, a structure through which small universes may exist with considerable autonomy yet partake of the resources and strengths of the larger universe within whose orbit they gravitate.

The Center

The center core of this model provides a way of bringing students and staff together in a community that is small enough to foster a colleague relationship and an interchange of ideas and understanding. This primary unit is not simply a wing of a college where certain departments are housed but rather, a structure in which people and programs are brought together because they have something in common.

Although several alternative organizational themes will be suggested here, it is proposed that the centers at Everyman Community College be broadly hubbed around a career category. For example, students with interest in the medical services would be brought together within one center. This would include those students who would like employment as vocational nurses, nursing home attendants or medical aides as well as those who would like to be registered nurses, dental hygienists, dentists or physicians. The point is that these students and the staff members in the center would work together in those areas of learning common to them, would remain together in the core subjects of the medical services, and would separate to take those specialty courses required of their particular branch of the job family (career category).

The previous example illustrates the pyramidal tiering of preparation that is proposed for each of the centers. There would be education common to all. Maybe this should be called education for survival; as envisioned, it would use as its content the perils to the environment, the body, the psyche and the spirit. In the process, the skills of thinking, writing, calculating and speaking would be developed and the student would acquire an integrated base in the physical, biological, behavioral and social sciences as well as in the humanities. Even the student without a clear vocational direction would, within his center, be able to get basic knowledge and would have the opportunity to explore specialty subjects in other centers or clusters.

General education would be the core curriculum common to each job family. It would prepare each person for maximum flexibility within his chosen career category and would allow reentry for those who entered the job market early and then returned to prepare for a different, possibly higher, branch of the job family. The core

curriculum for medical services, for example, would include a general course covering the whole life process to which human anatomy/physiology and the principles of psychology would be added. The core curriculum within the physical science career center would be an integrated foundation course in physical/chemical principles, a course integrating advanced algebra, trigonometry and calculus and a course in graphics as an essential form of communication.

The third tier would be those courses specific to the job specialty or a vocational interest which the student chooses to enter. For example, welding in the mechanical technology center, air pollution control in the ecology center, retail merchandising in the business services center, life drawing in the art careers center and playground direction in the recreation careers center.

For the student whose career planning calls for upper division and graduate work, the specialty courses in the third tier would be the career-oriented courses similar to those that junior colleges have always offered as transfer courses. For example, organic chemistry, or anatomy, or accounting, or economics, or physiological psychology or music theory.

It is important to stress that these transfer courses are just as specialized and career-oriented as the specialty courses taken by students in vocational technical programs (Collins, 1969). Dentistry and dental assisting are both occupational careers requiring special occupational training. Dentistry simply takes longer, requires special occupational aptitudes and is better rewarded than dental assisting. They have much more in common with each other than dentistry has with law or dental assisting has with auto mechanics. To group students and categorize courses by the transfer/terminal dichotomy makes much less sense than to group students and categorize courses by broad and spiralling job families and career tribes.

In reflecting upon these curricular tiers it must be considered that many students enter the community/junior college not knowing precisely what career they want to follow. Yet generally, students at least have interest patterns, if not career predilections, which would push them toward some preference of center and cluster. As previously mentioned, students in one center would be encouraged to sample courses in other centers and clusters. Transferring from one center or cluster to another would be as simple and routine as a transfer of major is now. Further, a student could keep his options open right to the Associate in Arts degree by selecting those general and core courses offered within his center (job family) or within his cluster (career tribe) that would apply to other centers.

The Cluster

The clusters, similar to career tribes, could also be described as the major categories into which environment, man and his activities fall. Although categorization is somewhat arbitrary and thus necessitates constant refinement, this five-part segmentation is offered as a starting point: 1) physical world, 2) life process, 3) economic and social institutions, 4) human relations and 5) man as creator. Some careers fall neatly into these categories but almost all job families can be made to fit into one of these career tribes. The careers for which preparation will be given at Everyman Community College should be determined by continuous studies of community needs as well as information on statewide and national occupational trends. Table 1 presents a sample breakdown of clusters and centers.

TABLE 1

SAMPLE BREAKDOWN OF CLUSTERS AND CENTERS BASED ON CAREER ORIENTATION

Cluster A: Physical World

Engineering

Mechanics and Construction

Physical and Chemical Technology

Electrical and Electronics Trades and Technologies

Mathematics and Computer Science

Cluster C: Economic and Social Institutions

Public Administration

Finance, Insurance and Real Estate

Business Services

Data Systems and Clerical Careers

Cluster B: Life Process

Health

Ecology

Agriculture and Botany

Biological Technology

Physical Education and Recreation

Cluster D: Human Relations

Education Related Careers

Police, Fire and Other Protection-Related Careers

Human Services

Ethnic Studies

The Home, Family and Domestic Arts Center

Cluster E: Man As Creator

Art

Music

Written and Spoken Word

Leisure-Related Careers

Use of the organizational theme of job families and career tribes may seem antithetical to the philosophical thesis that education for manhood should take precedence over training for manpower. In the cluster college mode, regardless of the theme of a specific cluster, the curricular structure calls for general education as the broad based bottom tier, a core curriculum as the second tier and finally specialization, the third tier. At any time a student can take courses from all three levels or tiers. Even so, the learning strategy and the end objective would be to have specialized training growing as a limb out of the thick trunk of education. This is with good reason for, to carry out the metaphor, the limb needs the nourishment of deep roots and, if by chance the limb gets cut off, a new limb can quickly grow.

Centers and clusters also could be organized around other hubs. One possibility would be random selection of X number of students and Y number of staff members per center and per cluster, but this would be one dimensional, undoubtedly creating more problems than it would solve. Given different expectations from society and different mind-sets among entering students clusters might be organized on the basis of different life styles. Rockland College in New York, for example, has experimented with small satellite centers where self-selection is based on life style.

Still another approach would be to organize colleges for survival. For such a purpose, the curriculum might be parcelled into the major societal problems that threaten man's continued existence, each major issue becoming the theme for a center that brings together related problems. These and other suggestions for alternative themes for clustering are presented in Table 2.

Whatever the organizational theme, rigid divisions into clusters and subdivisions into centers would not be possible. Five motivations that are the mainsprings for change in the cluster concept are the creation of small universes, the building of community, the reduction of alienation, the fostering of relevance and the integration of learning.

TABLE 2

ALTERNATIVE THEMES FOR CLUSTERS

Societal Problems

Population and Ecology
Cybernation and Post-Industrial Economics
Alienation, Drugs and Personality
Erosion of Credibility and Authority
Gaps Between Generations and Life Styles
Science/Technology: Solution or Problem?
Racial and Ethnic Justice
National Sovereignty and the Warfare State
Women's Liberation

Value Patterns

Intellectual
Materialistic
Artistic
Social/Humanistic
Political
Spiritual

Life Styles

Creative Arts
Counter Culture
Economics Oriented
Third World
Service Oriented
Religious/Mystical
Liesure Oriented
Political Activist
Science/Technology Oriented

Interest Areas

Artistic
Scientific/Technological
Nature/Outdoors
Mechanical/Crafts
Musical
Literary/Dramatic
Human Relations
Economic/Business
Athletic/Recreational
Political/Managerial
Home Centered
Mathematical
Religious/Spiritual

Knowledge Categories

Humanities and Fine Arts
Behavioral Science
Social Science
Biological Science
Physical Science and Technology
Communication Arts
Business, Clerical and Administration
Physical Education and Recreation
Applied Arts

The Center Cluster Staff

A bare-bones definition of both center and cluster has been given, but these definitions need to be brought to life by the people who will populate them. A center would be a grouping of 375-400 students with a professional staff of one counselor and 13 instructors. Class sizes would vary from seminars, laboratories or workshops to large lecture sections. The size of the class would be determined by the teaching strategy for the content being presented. It would be up to the centers and the cluster to determine a level of weekly student contact hours required by the college budget.

Each center would have an orientation that would integrate the general education with the core curriculum and the core curriculum with the specialty courses. Four or five organically related centers would connect together in a cluster.

The primary aim of subdividing a community college into clusters and clusters into centers is to create small environments in which people can come to know one another and in which the teaching-learning act has a reasonable chance to succeed. But how small is small? The recommended size for each center has been set at 375 to 400 by Newcomb, who

> "considers that Oxford, Cambridge, Harvard and Yale, and several small colleges have succeeded in arousing effective group loyalties through groupings of a few hundred. He urges that formal membership be kept moderate in size and homogeneous, but large enough for a range of selectivity for companion choosing. One test he suggests is that most students should be able to recognize one another. He says that 300 to 400 is a reasonable guess as to optimal size" (Gaff and Associates, 1970, p. 14).

Four centers having 400 students each make a cluster of 1,600 students. Some clusters might have as many as five centers. Although actual enrollments would ultimately determine the number of centers and clusters, the incremental construction of Everyman Community College would approximate this timetable:

PROJECTED CALENDAR OF INCREMENTAL GROWTH

Year	Centers	Clusters	Students
Opening	6	2	2,400
Third	14	3	5,600
Sixth	18	4	7,200
Ninth	24	5	9,600

Developing a sense of community, collegiality, peer instruction and counseling, integration of knowledge, tier levels of general education, core curriculum and specialty training are all key ideas in this center-cluster conceptualization. All of these attributes need to be reflected in the makeup of the staff. The basic staff composition suggested for a cluster with four centers is illustrated in the next table. The center and cluster staff mix should not be viewed rigidly with general and core education instructors sharply differentiated from specialty education instructors. It will overlap with some generalists teaching special subjects and some specialists teaching general subjects.

TABLE 3

SUGGESTED TEACHING-COUNSELING STAFF FOR CENTERS AND CLUSTERS

Center Staff Size

13 Instructors

13 Tutors or Instructor Aides (½ time)

1 Counselor

1 Counselor Aide

Center Staff Mix

2 in Language Arts

1 in Social Science

1 in Behavioral Science

1 in Humanities

1 in Physical Science

1 in Biological Science

1 in Mathematics

1 in Physical Education

4 in Specialty Subjects

1 in Group and Individual Counseling

Cluster Staff Size

52 Instructors

52 Tutors or Instructor Aides (½ time)

4 Counselors

4 Counselor Aides

2 Para-professional Librarians

Cluster Staff Mix

8 in Language Arts

4 in Social Science

4 in behavior Science

4 in Humanities

4 in hysical Science

4 in Biological Science

4 in Mathematics

4 in Physical Education

16 in Specialty Subjects

4 in Group and Individual Counseling

This is conjecture, and the most efficacious composition would have to be worked out from initial best guesses corrected by experience. But whatever the mix, there should still be a counselor aide for each counselor, a half-time instructor aide or tutor for each instructor and two para-professional librarians for each cluster. These positions are essential for the collegiality and peer instruction/counseling desired and make both possible and reasonable the rather heavy instructor-student and counselor-counselee loads.

An implicit recommendation in the suggested center staff should be made explicit: the guidance function should be decentralized with a professional counselor and a para-professional counselor's aide in each center. The counselor would work intimately with his colleagues in instruction and would give leadership to their involvement in academic advisement.

Another recommendation implicit in the staffing is the establishment in each cluster of library sub-stations operated by librarian aides. These sub-stations would contain those books reserved by instructors in the centers as well as specialty journals and specific reference books unique to the focus of the centers within each cluster. All other books, reference works and journals would be available for general use in the instructional media center (college library).

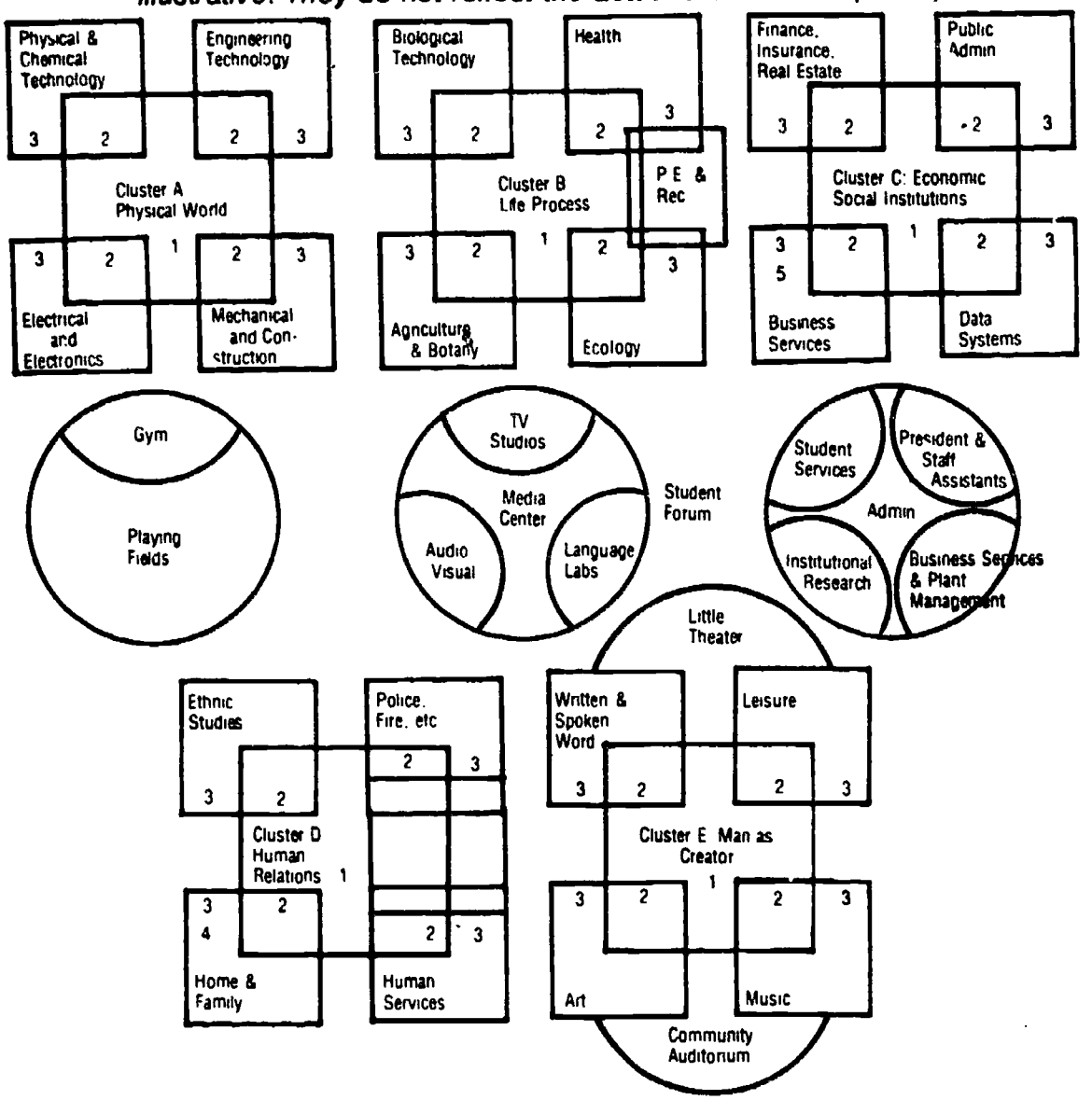
Relationship of Center to Cluster to College

In this spiralling model, the first circle is seen as the center, a wider circle the cluster, and the encompassing of the small within the large represents the relation of centers to cluster. But the spiral continues; and attention must also be given to how clusters relate to each other and how the college becomes more than the sum of its parts. The following chart, which suggests a possibility for the lay-out of Everyman Community College, is not offered as an architectural rendering, but only as an illustration of relationships. Since everything is represented as geometric figures which all look somewhat alike, that which cannot be named will be numbered and explained in the legend.

Chart 1

SCHEMA SHOWING POSITIONAL RELATIONSHIPS OF CENTERS, CLUSTERS AND SERVICE MODULES FOR EVERYMAN COMMUNITY COLLEGE

(Note: The positional relationships are arbitrary and only illustrative. They do not reflect the actual architectural plans.)



1 — The Commons would encompass those facilities and that space which would be used in common by all centers within a cluster. It should include lounges and patios, limited food services, a large, well-equipped lecture-demonstration room and a library sub-station.

2 — Offices for the counselor, instructors and their aides who staff the center. Offices should open into a work-study area that would be home base for all students in the cluster.

3 — Classrooms, laboratories, seminar rooms and workshops.

4 — College cafeteria associated with the food service management program.

5 — Student-owned bookstore and variety shop operated by the students in merchandise management.

In the minds of many people associated with community colleges the usual picture evoked by the term "community" is that piece of geography surrounding the college which is filled with taxpayers. If the college is providing services to those taxpayers and to their children the college is said to be a community college. By such a definition any taxsupported educational institution providing services to its supporters is a community college. But community means more than that.

To build community into the community college requires that people know each other, that they have some common bonds, that individuals feel accepted as part of the group and that members identify themselves with a social unit which has some goals to which they all subscribe. These conditions are not to be found in most large community colleges nor even in many of the smaller colleges. Perhaps these conditions could be achieved if the internal structure of the college were rebuilt to reduce alienation and to foster community. Hopefully, the schema developed in this section provides a structure upon which to build the cluster college model.

GOVERNANCE OF THE CLUSTER COLLEGE: THE PEOPLE NETWORK

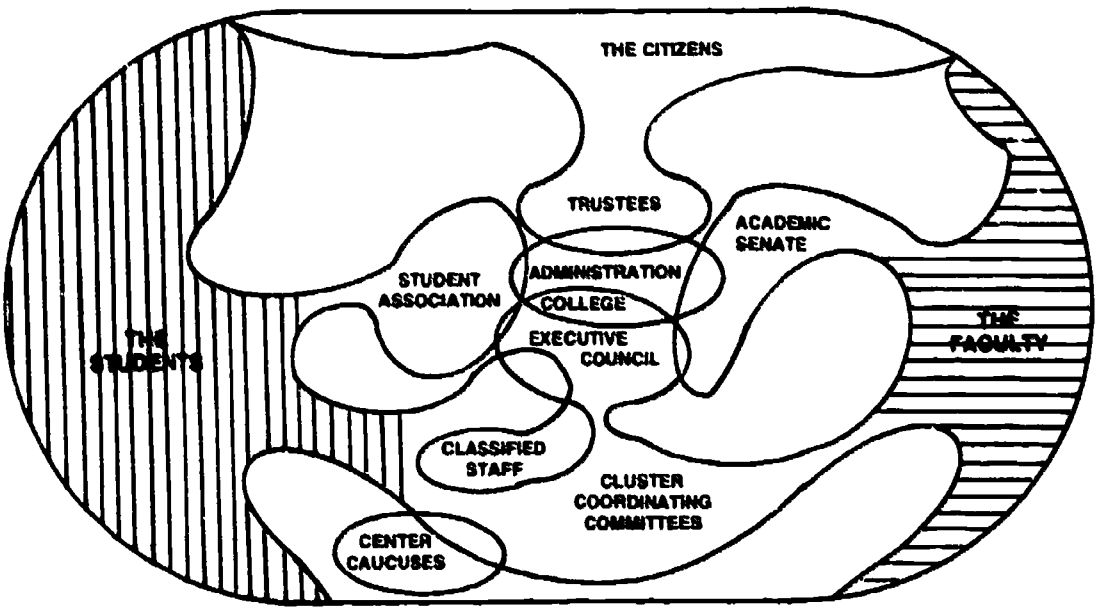
Many objectives must be considered in the development of a cluster type college: 1) to make institutional structure congruent with institutional goals, 2) to accommodate great numbers of people but in small universes, 3) to reduce alienation and to foster institutional identification among students and staff, 4) to accommodate to the new power dynamics, 5) to create significant areas of autonomy within the college, 6) to reduce the divisiveness that comes with a sharply drawn and rank ordered delineation of functions, 7) to broaden the source of input into the academic hierarchy, 8) to increase relevancy by moving away from departmentalized knowledge toward interrelated knowledge and 9) to make the community college more of a collegial enterprise.

Thoughtful consideration of this list will suggest that structure cannot be changed without changing process: in a college, as in a human body, the anatomy and the physiology are inseparable. The internal organization of a college cannot be changed without changing the ways the college is run. It is not even possible to define a cluster college without making rather definite suggestions on governance.

The intertwining authority and flow of communication which unifies the various components of this cluster college model are illustrated in the next chart, where governance is represented by the flow of relationships among center, cluster, college, district and wider community. The source and flow of authority and responsibility is depicted in the fluid, amorphous and overlapping way that it is actually experience. For the sake of clarity, however, the detailed structure of the organization will be elaborated upon part by part and then hooked back together into something different from the traditional form of an organizational chart.

Chart 2

FLOW OF COMMUNICATION AND ACCOUNTABILITY AMONG GOVERNANCE UNITS OF EVERYMAN COMMUNITY COLLEGE



BOARD OF TRUSTEES	Elected by the citizens and responsible for policy determination; accountable for efficient use of resources and for achieving institutional goals.
ADMINISTRATION	Appointed by the Board of Trustees although involving faculty and students in selection procedures. Leadership and accountability are delegated by the trustees to the chief administrator to be shared, when appropriate, with other staff members.
COLLEGE EXECUTIVE COUNCIL	To be composed of the president, provosts and student representatives from each of the clusters, the staff assistant to the president and possibly the presidents of the Academic Senate, the Associated Student Body and the Classified Staff Association.
ACADEMIC SENATE	In most colleges the faculty may establish a senate plan of its own choosing. Whatever the plan, the Senate must have direct lines of communication with the trustees and the chief administrator. In California this is mandated by state law.
STUDENT ASSOCIATION	Student representation to the student association might be elected at large or elected on a proportional basis from the several clusters. Officers of the association should have lines of communication with the trustees and with appropriate administrators.
CLUSTER COORDINATING COMMITTEE	To be headed by the cluster provost and composed of the student representative, the center faculty spokesmen, the center student associate-spokesmen, and the professional development facilitator. The members of these committees would serve both as advisors to the cluster provosts and as his agents in the implementation of policy.
CENTER CAUCUSES	Each center will elect a faculty spokesman and a student associate-spokesman to meet with other such spokesmen in the Cluster Coordinating Committee. The spokesmen will be the leaders of their respective constituencies (faculty and students) in the centers.

Center Governance

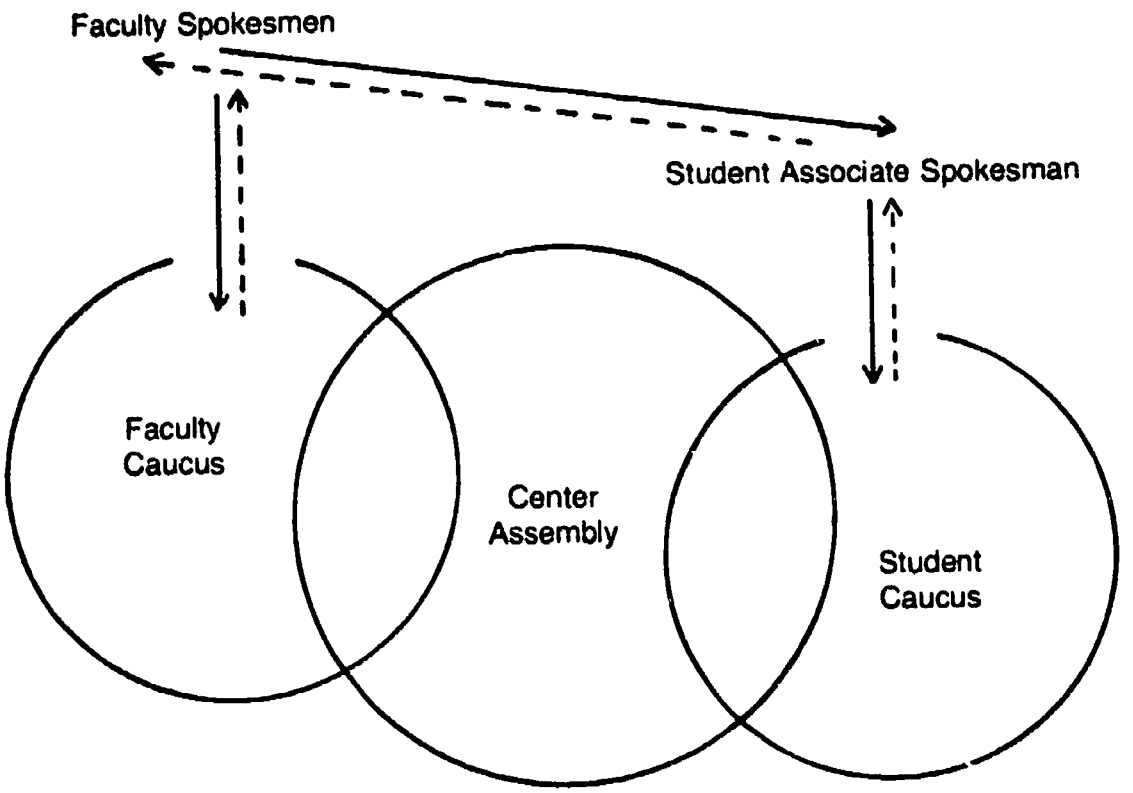
It is suggested that each center have two caucuses: one made up of students and the other of faculty, para-professionals and classified staff members. There would be occasions, social and otherwise, when all would convene as a Center Assembly—a town hall. The smallness of the caucus should foster a spontaneous, shifting, nonbureaucratic leadership. Different tasks calling for different competencies would draw forth different leaders. Even so, each caucus would elect a spokesman, and together the faculty spokesman and the student associate-spokesman would represent the center in the cluster. Although nonprofessional members of the Faculty Caucus would have a vote, the spokesman for this permanent staff caucus would be a faculty member. The faculty spokesman would have tenured status, and to give reasonable opportunity to bring ideas to fruition, he or she should have at least a two-year term in office. The student associate spokesman should be elected at the end of his freshman year and then serve throughout his second year at the college.

In addition to representing his center in the Cluster Coordinating Committee, the faculty spokesman would be the chief agent for the integration of the academic offering and the senior leader in all activities and enterprises of the center. His associate, the student spokesman, would share the representational function in the Cluster Coordinating Committee and would perform whatever leadership role in student affairs that his constituency, the Student Caucus, defined for him. This role might vary from center to center.

Because these officers are not seen as just honorary, they should be compensated for their time and talent spent in leadership. For the faculty spokesman, it is recommended that he be employed for an extra month each summer to do necessary organizational work and that, during the academic year, he be given released time from the regular teaching load. To put student government and student involvement at a more serious and more meaningful level, it is recommended that the student associate spokesman be paid a district honorarium of $100 a month. The primary unit would, then, be the center, the organizational structure of which is shown below.

Chart 3

ORGANIZATIONAL STRUCTURE OF THE CENTER



→ Leadership

- - - → Input

Cluster Governance

It is suggested that each cluster have a coordinating committee made up of the faculty spokesmen and student associate-spokesmen from each of its four or five centers. This Cluster Coordinating Committee would concern itself with all policy—curriculum, instruction, counseling, student affairs and governance—touching upon the operation of the cluster. It would be subject to policies established at higher levels, but also would recommend policy and procedure for endorsement by higher echelons. Each member of the Cluster Coordinating Committee would also be the agent for the administration of the policy of this committee within his center constituency.

This committee of eight faculty members and students, augmented by the ex-officio membership of the president of the college, would nominate three of its faculty members for the position of provost of the cluster in the executive session. The college president would have full voice in these nominations. After review, the president would be obliged to submit two nomination to the cluster faculty for election. In effect, the president would have the power of one preemptive challenge. The nominee with the highest number of faculty votes would become the provost of the cluster.

The provost's term would be for two years, and he would serve concurrently as cluster provost and center faculty spokesman. Acting in this dual capacity would tend to make him first among equals rather than superior among subordinates. Re-election as provost would be possible but contingent upon re-election as center spokesman and repetition of the same selection procedure.

Provost: The cluster provost would perform important leadership tasks and be responsible for their proper execution. Since the reward system in this society is based on significance of function and accountability, the provost of a cluster should merit at least equal status and salary as that of dean in the district table of organization. This would put him on a calendar, rather than an academic, year contract and would move him to the administrative salary schedule.

Although it may not be legally required, the elected provost should secure a supervisor's (administrator's) credential, because he would have responsibility for the day-to-day direction of a professional staff of 56 instructors and counselors, an equal number of para-professionals plus classified staff members and a student body the size of a small college (1,600). Securing a supervisor's credential should offer no serious obstacle. In California, for example, any certificated instructor with two years of teaching experience is eligible to apply for such a credential.

During his tenure of office the provost would teach at least one class each quarter. This would also guard against obsolescence upon his return as a full-time instructor.

Student Representatives: The nomination and election of the student representative of the cluster would follow a somewhat similar procedure. In executive session, the Cluster Coordinating Committee would nominate two of its student members. With presidential voice in the nomination, but without preemptory challenge by the college president, these two names would be submitted to the students in a cluster-wide election. The nominee with the most votes would win. He would serve during his one year term in two capacities—as center associate spokesman and student representative of the cluster to the College Executive Council.

The student representative of the cluster would also carry dual responsibility, and should have financial compensation. In addition to the monthly $100 district honorarium proposed for the center associate spokesmen, the student who is also elected student representative from the Cluster Coordinating Committee to the College Executive Council should be rewarded with an additional monthly honorarium of $50. These are honoraria, not salary, the motivation being to honor student contribution to college governance and to raise student involvement to a serious and meaningful level.

Management Assistant: As the educational, administrative and ceremonial leader of the cluster, the provost would require some help at both the paraprofessional and the professional levels. It is proposed that each cluster have a management assistant, a junior public administrator, to carry out much of the routine details of cluster operation. This classified position would be filled by a person prepared at least at the Associate in Arts level in public administration.

The management assistant would perform the *routine* administrative tasks necessary for smooth, efficient operation of the cluster. Since he would be a permanent staff member, he would contribute continuity at the routine level to an organizational situation in which the elected provost would have limited tenure. As supervisor of personnel records, coordinator of the classified staff, office manager and cluster factotum, the management assistant would have to be flexible enough to adjust to some redefinition of job description with each new provost. Although he would have close association with the college president's staff assistants, his channel of responsibility and authority would be a direct line to and from the cluster provost.

The Professional Development Facilitator: Another staff position envisioned for the cluster is more innovative. It is suggested that each cluster have a professional development facilitator, a person qualified by personality, experience and training to be an educational change agent. From the standpoint of both experience and preparation, this staff consultant would be a specialist in curriculum and instruction. He would be what deans of instruction ought to be: a master teacher and learning theorist who would devote himself to helping teachers solve the learning-teaching equation.

The professional development facilitator would also analyze the societal forces operating in the immediate and larger communities and analyze the implications of these forces for curriculum. He would be an idea man on how educational experiences can prepare people to meet predictable changes. As the closest thing yet available to a practicing philosopher of community college education, in this capacity he should have profound influence on planning and effecting the proper induction of new staff members. He should qualify from experience and preparation to be consultant to the counseling and student personnel people as well as to the teaching staff.

The professional development facilitator would serve in a staff capacity to the cluster, but would be an ex-officio, non-voting member of the Cluster Coordinating Committee. He would work as a colleague and as a staff man with the cluster provost, not as a line officer above or below him. He would be deeply concerned with the professional development of instructors and counselors, but would be clearly divorced from any aspect of evaluation that touches on the question of retention or dismissal.

The professional development facilitator would be recruited by the professional member of the cluster staff, carefully screened by the Cluster Coordinating Committee and selected by this body with the advice and consent of the college president. He would not have to be among the first staff persons hired, so there would be time for the cluster to become organized, to develop an articulated need for such a person and to seek out the right person. The right person, by the foregoing description, sounds like a paragon. But the fact is that even now there are such people available who in a bootleg fashion and with great self-sacrifice serve as unofficial, unrewarded professional development facilitators. Los Medanos College in Pittsburg, California already has a professional development facilitator as a key member of its staff. It is the hope and intention of the Programs in Community College Education, University of California, Berkeley, to initiate preparation of such community college change agents. For discussion in depth of the functions of the professional development facilitator see the monograph "The Induction of Community College Instructors: An Internship Model" (Collins, 1972). This model is being tested at Los Medanos College under the provisions of a three-year grant from the W. K. Kellogg Foundation.

Men and women recruited and selected for this position of professional development facilitator will be those who eschew line administration, yet they will be very talented people able to command adequate compensation. It is recommended that Everyman Community College arrange for their placement at the assistant dean salary level of the district salary schedule.

Organizational Structure: It should be emphasized again that one of the primary aims in developing a cluster college is to create small universes where people can come to know each other and to interact in more humane ways than the more traditional colleges. Institutions cannot be atomized, however, and the smaller universes have to meld into bigger universes. The center is one unit within the cluster, the cluster is a larger unit within the college, and the college itself is a unit within the district.

It is impossible to avoid having the organization of larger units grow more complex. The participatory democracy of the center moves toward representational democracy at the cluster level of governance. Even so, the relationship between center and cluster is a good deal more symbiotic than bureaucratic.

College Governance

The structuring of almost any kind of social institution involves making the small and the big compatible. The attempt being made in this model is to maintain very small worlds and to maximize their autonomy but, to also recognize that they are not complete unto themselves and are viable only as dependent parts of larger, more complex galaxies. To continue the metaphors, the relationship of center to cluster to college to district is roughly similar to that of cell to organ to system to creature, or to that of family to neighborhood to city to state. The autonomy of each of the organizational entities is possible only within the framework of their dependency.

At the college level of this organizational structure, several crucial functions are going to be served. The president will initiate and translate into action those policies and procedures that are the means to the achievement of the institutional goals. His

staff will perform those tasks which can better be done at one level than replicated in miniature at every level. The College Executive Council will, as a body, be the cabinet for official consideration and debate on all policy recommendations and will, as individual members, be administrators of this policy.

The College President: The first president of Everyman Community College will be obliged to put this non-traditional organization together—and he is going to need plenty of lead time to do it. He should be given at least two years to do the thinking, planning, staffing, and other preparations. Actually, one year lead time is minimum for a new president to do the organizational work to open a conventional college. Since an innovation like Everyman Community College will be closely watched by other community colleges, late hiring of a president would be unwise.

The more standard duties of a campus president have been well catalogued and need not be repeated here (Richardson, Blocker and Bender, 1972). The president's more special duties and qualifications for performing these duties follow from the boldness of this organizational innovation. He should be capable of thinking like the most imaginative change agent and yet be capable of acting with judicious moderation. Since this cluster college organization has multiple networks of staff input, the president must be more the facilitator than the line executive. Although a laissex-faire leadership would be disastrous, the built-in autonomies of clusters and centers will require considerable tolerance for ambiguity.

The new president should be personally convinced that the cluster college organizational pattern solves more problems that it creates. His own personality and character must be compatible with the philosophy of this type of organization. His professional rewards will accrue from giving vitality to a new institutional model. His financial rewards should be whatever is dictated by the district administrative salary schedule.

The president would have no second-level line administrators between him and the clusters. This feature of the conception is important enough to spell out emphatically—there would be no dean of instruction, no dean of student personnel, no dean of technical/vocational education, no dean of business services, no dean of the evening division and no dean of community services. This deanery, a highly bureaucratic model inherited from the traditional universities, would give way to smaller and more intimate hierarchies and to a system of more direct communication between the president and those actually performing the educational function.

The College Executive Council: The nerve center of the college, the clearinghouse between president and clusters, the highest policy-recommending body, the president's advisory panel and the cabinet would constitute the College Executive Council. It would be chaired by the president and its membership would be composed of the provosts of the clusters, the student representatives of the clusters, the staff assistant to the president (to be described later) and, possibly, the presidents of the Academic Senate, the Student Assembly and the Classified Staff Association. Strong argument could be made that membership of these officers to the College Executive Council would strengthen the college as well as the roles of the Academic Senate, the associated student body, and the organization of the classified staff. Their membership would improve the communication network, would take them out of adversary roles, and should serve to reduce the frequency of confrontational politics. However, being members of the College Executive Council should not

compromise their right to speak directly and independently to the District Board of Trustees.

This council should meet more frequently than traditional administrative bodies since it will serve as eyes and ears to the president, as well as act as his operating arms. Through this council he would receive constant input from the faculty, classified staff and students. Also through this council, he would constantly feed back interpretation of the institutional goals of the college and, when necessary, would give direction on how these institutional goals were to be achieved. As noted, this Executive Council would be the primary policy-recommending body of the college. It would also be the review committee of all other policy-recommending groups. Its decisions would channel back through the provosts and student representatives to the Cluster Coordinating Committees and, thence, to the Center Caucuses.

The College Staff Officers: In this conceptualization, there would be four functionaries who would serve in a staff relationship to the president. These positions are put at the college level because it would be neither economical nor sensible to replicate their functions in each cluster. These positions are: 1) staff assistant to the president, 2) coordinator of instructional media, 3) coordinator of institutional research and 4) coordinator of student services. The men or women holding these positions would have line authority in relationship to the subordinates under their supervision, but would have only staff and liaison relationship with the clusters.

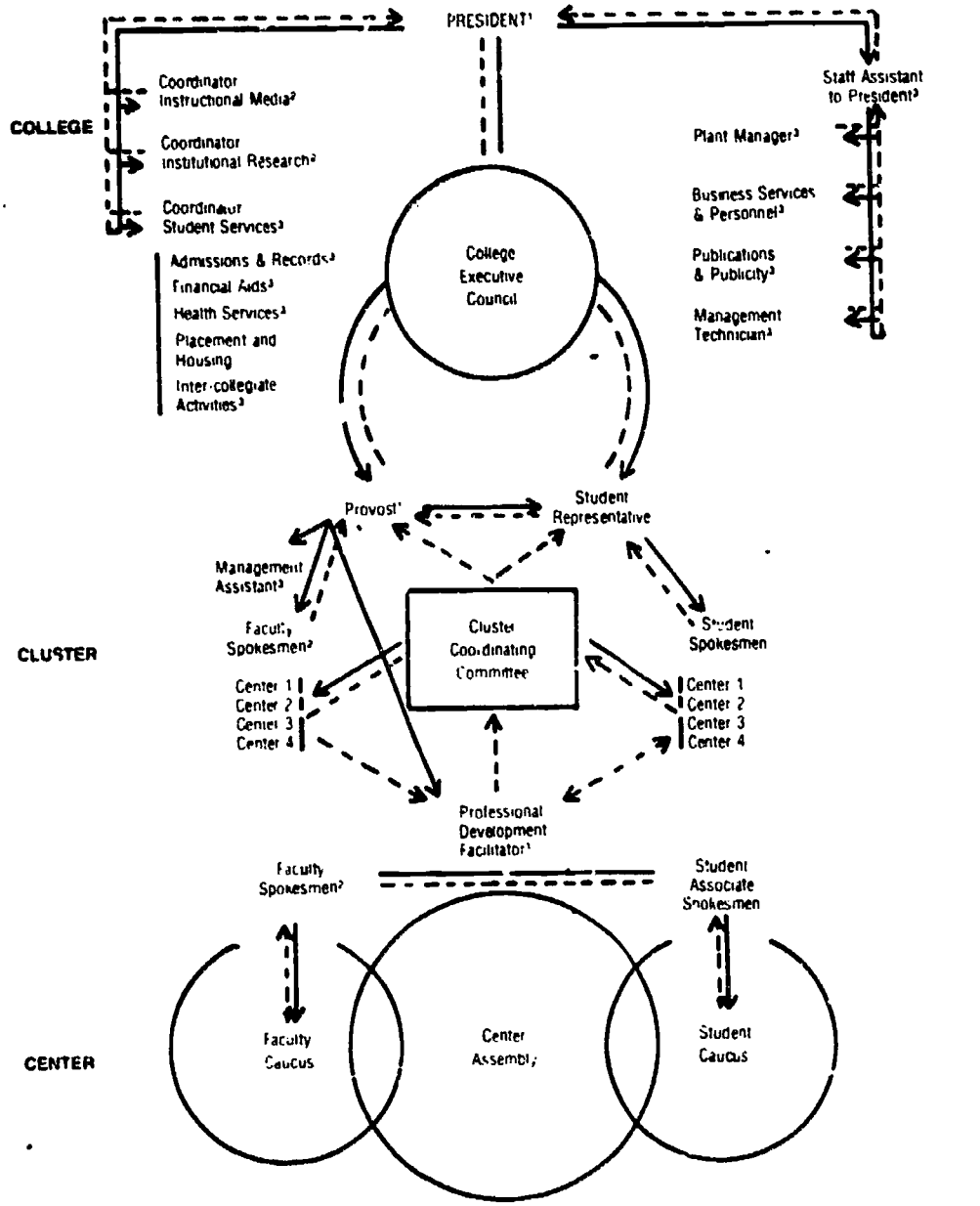
The *staff assistant to the president* would be a professional public administrator rather than a credentialled college administrator. He would relieve the president of as many administrative details as the president desired in order to give the president time to read, to think, to plan, to work with the provosts, to talk to the student representatives, to be a sort of omnipresence on the campus. He should be the president's alter ego, his staff man, *par excellence*, but he would not be his executive officer nor his lieutenant carrying his orders to the cluster provosts. At the same time, he would have line authority over the plant manager, the manager of business services and personnel, the manager of publications and publicity and the management technician specializing in writing grant proposals, schedule-making, report preparation and other such technical responsibilities.

The staff assistant to the president would hold a classified position and as ranking member of the classified staff, would be their spokesman on the College Executive Council. He would also qualify for this council as a cabinet officer directing most of the non-educational tasks being carried out at the college. To secure a high caliber person, this position would have to fall within the top category of the classified salary schedule. The plant manager, the manager for business services and personnel and the manager for publications and publicity should be in the second highest column of the classified salary schedule, and the management technician should be at the third classified salary bracket.

The *coordinator of instructional media* is a broader title reflecting the expanded responsibilities of the college librarian. He (or she) would be in charge of all instructional media, ranging from slide projectors to closed circuit television and books; would have line authority over the assistant librarians and media technicians; and would have jurisdiction in all technical matters over the two para-professional librarians in each cluster. He would, of course, develop close liaison with the provosts so he would know the needs of the cluster and could serve them well. On a

Chart 4

INTERCONNECTION AMONG CENTERS, CLUSTERS, AND COLLEGE



Calendar

First year—Cluster A and Cluster C
Third year—Cluster E
Sixth year—Cluster D
Ninth year—Cluster B

Projected Ratios

First year—2,400 students—3 line administrators = 800:1
Third year—5,600 students—4 line administrators = 1400:1
Sixth year—7,200 students—5 line administrators = 1440:1
Ninth year—9,600 students—6 line administrators = 1600:1

[1] Certificated Administrator

[2] Certificated Teacher or Counselor

[3] Classified Specialist

- - - - → Input

——→ Leadership

day-to-day basis, the actual collaboration would be with the professional development facilitator of the clusters, and like most head librarians in community colleges, this person would qualify for the first column on the administrative salary schedule.

The *coordinator of institutional research* would, like the college librarian, be a credentialled staff officer, responsible to the president but very receptive to input from whatever source it comes. He should be prepared, very likely at the doctoral level, in educational research methodology. Previous experience as an instructor or counselor in a community college would enrich his background understanding of the research design he will initiate—or be called upon to perform. To keep abreast of research needs, he should establish the closest of alliances with the professional development facilitators. It is recommended that this college staff officer be rated equal to the coordinator of instructional media, falling within column I on the administrative salary schedule.

The *coordinator of student services*, the fourth staff officer directly responsible to the president, should not be thought of as a dean of student personnel. Indeed, he would not necessarily or even preferably be a credentialled person. He would be a staff administrator, experienced in student affairs and student problems, who would coordinate and supervise the Office of Admissions and Records, the Financial Aids, Placement, Housing, and the Health Services.

In addition to this supervisory and coordinative responsibility over tasks done by specialists, the coordinator of student services would be staff director of all inter-collegiate enterprises—athletic, theatrical, musical, political, etcetera. Cluster and inter-cluster student activities would not be directly in his province although he might lend logistical and other support. He would in no significant way have connection with the counselors. They, like their instructor colleagues, would take their lead from their cluster provost and would look for staff assistance and professional development to the cluster's professional development facilitator. This coordinator of student services would be on a par with the staff assistant to the president, namely in the top column of the classified salary schedule.

CONCLUSIONS

One of the marvelous gifts of man is his ability to picture what is likely to happen tomorrow if he does thus and so today. He can brace himself for the future by imagining it in his mind before it is acted out in behavior. And that is what is needed as a corrective to model-building; to anticipate the impact on people and the structural difficulties that are likely to follow from a decision to adopt the cluster college concept.

Human Problems: Consider first this inevitable consequence: Change, any kind of change, interfers with the comforts people are enjoying from the status quo. Even if the status quo is bad, it is a known evil and many, like Hamlet, would "rather bear those ills we have than fly to others that we know not of." Within any organization, there will be some people who will be so threatened by change that they will need constant reassurances and, more important, depth understanding of the proposed change before they will be able to deal with it rationally.

Those who have had the experience of being a part of a complex organization know that substantive change will create insecurities from bottom to top; from

classified staff to the board members and all the people in-between. If the change suddenly flattens the hierarchy, the required adjustment in role perception will be radical.

Administrators who have the punch bowl concept of power will fear that in the cluster college, power is being ladled out so generously to others that there will be little left for them. The board members and chief administrators may become understandably anxious about the whole question of accountability. Many faculty people will suffer from role conflict in the collegial setting of a cluster college. Students coming out of authoritarian, hierarchical high schools will have some major redefinitions of role to face.

Actually, to the degree that this structural change extends and broadens and deepens freedom, there will be some, maybe many, in the college community looking for escapes from this freedom. Despite these warning notes, there is this encouraging chord: If anxieties can be anticipated, a start has been made in the search for ways of allaying these fears.

Change threatens vested interests. Those who may lose present perquisites are likely to be quite resistant to change. Since this cluster model eliminates the traditional deanery, those who hold or aspire to hold the position of dean of instruction, or dean of student personnel, or associate or assistant deanships are likely to be negative to this proposal. They are going to feel like their ladder to success was suddenly switched on them. Similarly, department chairmen and division chiefs are going to ask "What about me? How do I fit into this new power structure?" Of course there are positions of authority and reward in this model which those who offer real leadership will undoubtedly obtain. Hopefully, potential deans will become cluster provosts or professional development facilitators, and aspiring department chairmen will become center spokesmen.

Change of institutional structure also disrupts all the previous lines of influence. An informal structure of power often develops to a greater or lesser degree around the formal structure of power. For example, the old guard among the faculty may have developed such tremendous power for negation that top administration and/or division chiefs and departmental heads are obliged to pander to them. Even if the informal structure equals the formal structure in power, it cannot exist independent of it. So, when basic changes in the formal structure are made, any strong informal structure that may exist at a parasitic level no longer has a life support system.

Perhaps the most effective natural enemies of the shadow power structure are the open, even legitimated power sources representing various segments of the college community: the academic senate, the professional associations, the student government, even the militant activists among any of those segments. Treating these groups as the enemy triggers a self-fulfilling reaction; they become the enemy. But though they may be self-serving, was it not the desire for a more relevant and a more effective education that primarily motivated their creation and development? Perhaps consideration can be given to strategies and tactics by which they can be made allies rather than enemies of the change process.

Probably the most effective saboteur of the change process is human apathy. It is the innovators who initiate change, and this creates temptation to leave the apathetic to wallow in their lethargy. Yet this can be risky for often the seemingly apathetic are simply those who have not been turned on. They may be turned on as carpers and critics if they have been dealt out with no hand in the change. Further,

the innovators cannot innovate all by themselves and they may tend toward being abstract dreamers rather than pragmatic doers.

Structural Problems

The structural change most fraught with problems would be that of changing a traditional college into a cluster college. It would be much simpler, and the portents of success would be much more auspicious, if this cluster model were used in the creation of a new college. It is much more difficult to make radical structural changes in an edifice that is already built than to work them into the initial design. Even so, it does appear that DuPage College in Illinois is successfully carrying out this most tricky feat of institutional engineering. Several California community colleges, such as De Anza College in Cupertino, California, and Chabot College in Hayward, have had considerable success with experiments in mini-colleges—i.e. a small, rather autonomous cluster operating within an otherwise traditional college. One built-in difficulty with the mini-college is the we-they dichotomy. Even the success of the "we's" participating in the experiment tends to increase the hostility of the "they's" toward it.

Two colleges with commitment to the cluster concept from the very beginning are Evergreen Valley College in San Jose, California and Indian Valley Colleges in Navato, California. Their development deserves special attention for they offer a real test of the viability of the cluster model for public community colleges. Perhaps they will secure Federal Government or foundation funding to design and carry out a longitudinal study of their effectiveness.

No one should duck the dynamic that radical change built into a new institution has ramifying impact on existing sister institutions. In a multicampus district, if the second campus is structured as a cluster college while the first and existing college retains its traditional organization, there will be some inevitable discontinuities, conflicts, and invidious comparisons going both ways. This is not to speak against some risk-taking; it is only to say that all concerned should work toward conflict management which is really another name for true leadership.

Almost any innovation big enough to garner the limelight will have an attractive luster for awhile. But, the problem is to avoid apathy when there begins to be a turnover of those who initiated the change. No doubt some dimming is inevitable and should not be avoided for any human enterprise that endures was once an innovation whose intrinsic worth gave it staying power. Even so, in this model the structure itself has built-in commitment development and built-in self-criticism. The election of center spokesmen and cluster provosts will assure a constant flow of experienced, committed people into the reservoir of leadership. The involvement of faculty, students, and classified staff members at every level of policy making should generate a constant organizational assessment, a perpetual self-study.

It is true that the district superintendent and the college president are key figures who have power somewhat autonomous from the structure of this model. No doubt they could scuttle the whole operation, but why should they? If it achieves the educational values it promises, the success will be shared by them. If it is truly flawed, then it is their responsibility to replace it.

The continuity of commitment among the followers—the rank and file teachers and counselors—is also built into the structure of this model. It is anticipated that the

new teachers and counselors will be given the benefits of a program of induction, a year-long seminar in community college philosophy, in institutional goals, in learning theory, and in teaching strategies all led by the professional development facilitators of their respective clusters. The proper induction of new staff members has rarely occurred in traditional junior colleges. The very existence of professional development facilitators at least makes probable that which in the past has been left to chance—working toward consensus of institutional goals; exploring the groundings of educational philosophy; making serious efforts to solve the learning-teaching equation; searching for those motivational approaches that will bridge the gap between personal relevancy and societal relevancy.

At the beginning, in the middle, and at the end, this question should be asked in all honesty: Is this proposed change, this cluster college, oriented to the professionals who staff the college or is it oriented to the clients, the students who attend the college? This is not to suggest that these are mutually exclusive orientations or even frequently incompatible. Even so, those asking this question should be skeptical if the motivation for change is primarily self-serving, and should be supportive if in their considered judgement this restructuring of the institution gives reasonable hope for this community college to better fulfill its promise.

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