DOCUMENT RESUME

ED 144 631   95   JC 770 442

AUTHOR   Rinnander, Elizabeth, Comp.
TITLE   About Administration and Governance.
INSTITUTION   California Univ., Los Angeles. ERIC Clearinghouse for
                 Junior Coll. Information.
SPONS AGENCY   National Inst. of Education (DHEW), Washington,
                 D.C.
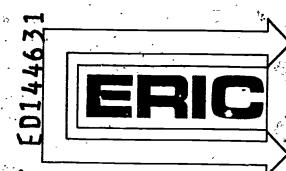PUB DATE   Aug 77
NOTE   26p.

EDRS PRICE   MF-$0.83 HC-$2.06 Plus Postage.
DESCRIPTORS   *Administrative Organization; *Annotated
                 Bibliographies; *Cluster Colleges; Collective
                 Bargaining; College Administration; Community
                 Colleges; *Governance; *Junior Colleges; Management
                 by Objectives; Management Information Systems;
                 Multicampus Districts; Noncampus Colleges;
                 *Trustees

ABSTRACT

        This brief presents an overview of community college
governance and abstracts of recent books, monographs, and other
documents pertinent to that subject. Following a listing of
"comprehensive sources," the entries are grouped into the following
categories: (1) administrative organization, (2) cluster colleges,
(3) multicampus districts, (4) the board of trustees, (5) collective
bargaining, (6) management by objectives, and (7) management
information systems. (DC)

ABOUT ADMINISTRATION AND GOVERNANCE

A Brief highlighting important literature since 1969
on governance; administrative organization including the
cluster college and the multicampus district; the board of
trustees; collective bargaining; management by objectives;
and management information systems.

Compiled by

Elizabeth Rinnander

96 Powell Library Building
University of California
Los Angeles   90024

August 1977

This Brief focuses on administration and governance in the two-year college. It consists of nine sections: Comprehensive Sources; Administrative Organization; The Cluster College; The Multicampus District; The Board of Trustees; Collective Bargaining; Management by Objectives; Management Information Systems; and Miscellaneous. This literature review is based on references to both published and unpublished material from a variety of sources, including the ERIC files and journal articles.

Complete copies of the titles with asterisks may be purchased from the ERIC Document Reproduction Service, P.O. Box 190, Arlington, Virginia 22210. The microfiche price for each title cited here is $0.83. Hard copy (xerox reproduction) prices are: 1-25 pages, $1.67; 26-50, $2.06; 51-75, $3.50; 76-100, $4.67; 101-125, $6.01; 126-150, $7.35; 151-175, $8.69; 176-200, $10.03. Postage must be added to all orders.

Governance and Administration

Governance and Administration are terms applied interchangeably
to the government of a college. Governance is a term made popular
by John Corson's <u>Governance in College</u>. Neither the 1959 edition
nor the 1973 edition of the <u>Dictionary of Education</u> contains a
entry on Governance.

As defined by Corson governance is "the process or act with which
scholars, students, teachers, administrators, and trustees associated
together in a college or university establish and carry out the
rules and regulations that minimize conflict, facilitate their
collaboration, and preserve essential individual freedom" (1960
edition, p. 13). The college is essentially a government.

Administration as defined in the <u>Dictionary of Education</u> includes
"all those techniques and procedures employed in operating the
educational organization in accordance with established policies."

Administration may also refer to administrators as differentiated
from the faculty and other non-managerial employees.

Administrative Structure

Two major forms (with variations) of organization are current--
the hierarchical and participational. The hierarchical organization
is depicted graphically by a pyramidal diagram with students,
sometimes the public, as the base and the governing board or
president at the apex. The participational model is pictured by
a series of intersecting circles tangent to a larger circle
representing the board of trustees, state agencies and community.
The intersecting circles represent the various units comprising
the administrative structure.

In the hierarchical model authority flows from the top downward;
communication proceeds from one level to the next, either in a
downward or upward direction. In the participational model
communication flows in many paths and authority is not bound by
strict lines of authority relationships.

Most students of administration favor the participational model
because it is flexible, provides opportunity for a wider participation
in decision-making, and modifies the strict line and staff relation-
ships.

In practice the hierarchical model with emphasis on staff and
line relationships is the most common administrative structure.

Campus Administrative Organization

In either model, administrative organization consists of board
of trustees, president/superintendent, deans, faculty, students.
As colleges grow the tendency is to interpose two vice-presidents

of administration and business between the president/superintendent and the deans. Common also are associate and/or assistant deans and coordinators.

Little mention is made in the literature of the role played by the lower ranks of classified personnel--those not directly involved in the learning activities.

Many studies have been conducted on the president's role, his selection, tenure and influence as a leader. Studies of deans and of the divisions they supervise are also available.

Originally the department structure was the most common form of organization. In recent years the trend has been toward the grouping or related departments into divisions. The division heads often are given administrative status.

Because the department or division organized on the basis of a discipline or group of disciplines is the pivotal structural organization in the colleges, it has been the subject of much discussion and experimentation. Essentially, the aim of the reformers is to replace the department/division, based on disciplines by a cluster-type organization based on learning or delivery system, interdisciplinary groupings, racial and cultural mixture, field of interest or major, or just small, self-contained units. A cluster plan may retain the departmental structure.

The nuances of authority relations have been found to exert a strong influence on student learning and the achievement of the mission of the two-year college. Selected approaches to the use of authority include a variety of techniques including modifications of the organizational structure (cluster college, for example) and ways of distributing authority to obtain involvement of faculty and student leaders.

Other studies include those on the role of the various administrative officers, their selection, tenure, and the characteristics of leadership and administrative qualities.

To achieve efficiency of operation and effectiveness of management and better learning a variety of techniques and systems are in use.

1. Two major proposals for modifying the usual line-item type of budgeting which lists individual items (president, deans, faculty, clerks, maintenance workers, supplies, equipment, etc.) are:

    a. Program Planning Budgeting System (PPBS) substitutes for the line item system a coordinated budget for a department, division or unit, e.g., appropriations for instructors, supplies, services, repairs, replacements, etc. for each department.

5

b. Zero-Budgeting postulates that each year's budget starts at zero, each item or activity to be included in the budget must be justified on the basis of its need for the coming year rather than on what it did during the previous year.

c. Associated with the budgeting process reforms are proposals for new methods of state support other than the per student or student-credit-hour formula.

2. Management by Objectives (MBO) aims to coordinate management activities with institutional goals. The goal is the improvement of management through the identification of institutional goals, definition of administrative staff role responsibilities, the establishment of objectives, and the evaluation of each administrator. This process is developed annually.

3. Management Information System (MIS) is a system for gathering data on a continuing consistent basis in a form useful for administrators and instructors. MIS is an important tool for the success of an MBO program.

4. Management, Administrative Profile System (MAPS) and Management Organization Systems Technique (MOST) are also utilized to improve the effectiveness of administrators.

5. The services available to administrators have expanded to such an extent that inventories or lists have been prepared.

Board of Trustees

The board of trustees is the governing body of the community colleges. Trustees may be elected or appointed by the governor or local governing body. During the last ten years trustees have become more concerned with their role and their relationship to the president and the administration of the college(s). Among the concerns are collective bargaining, state and federal controls or regulations, student activism, financial stringency, susceptibility to judicial action for personal damages, financial disclosure laws. The major problem between boards and the presidents is the determination of their respective roles. An indication of trustees' interest and concern in their role is the growth of national and state trustee organizations and the large number of studies and treatises on various aspects of the board and its members.

Collective Bargaining

Collective bargaining introduces a new bureau--the bargaining team and the persons responsible for implementing agreement. Many colleges retain the services of a professional negotiator;

faculty have services of professionals from state and national organizations. Faculty engaged in collective bargaining often receive released time for this activity.

Though management clauses attempt to delimit the scope of bargaining, their success in doing so has not been very effective. One study concluded that the scope of the negotiations in a college tends to broaden as new contracts are written. Constraints are also placed on faculty as individuals.

Analyses of contracts showing the incidence of various topics or clauses are usually presented in tabular form with or without commentary. References to department/division chairpersons--definition, method of selection, responsibilities for curriculum, inclusion or exclusion from employee bargaining group--rank among the most frequently mentioned. Other topics are salary, merit systems, reduction in force, seniority, class load, faculty rights to overload and summer assignments, grievance procedures.

The growth of collective bargaining has led to a reexamination of the respective roles of the board and the president since by law the board of trustees is usually named as the employer in collective bargaining agreements. Collective bargaining has the potential for a closer relationship between the board and the president. There is also the danger that collective bargaining may erode the influence of the president if the negotiator often "someone other than the president" acquires undue influence in the negotiating process.

Multi-Institutional Systems

Unlike the single campus districts in which the central administrative organization is the same as the college organization, the central administrative organization in a district with a system of one or more campuses or colleges is separate from the college or campus organization and is usually located on a separate site.

Multicampus, multicollege, state system are terms applied to such multi-institutional districts or states. Strict constructionists distinguish between multicampus as a group of colleges each with a site administrator and a minimum number of other administrators; and multicollege as a group of colleges each with a complete set of administrators supervising a comprehensive community college. In the state systems the colleges are usually comprehensive in nature and the administration may have more autonomy than the administration in the other multi-institutional systems.

The central organizational structure of the multi-institutional districts tends to follow with some modifications the pattern common in a comprehensive college. The executive may be named president, superintendent, chancellor. Occasionally, for short periods a consortium of campus presidents may act as the executive of the district. In the state systems of colleges the state central

organization is usually different in composition and nomenclature from the college organization.

Some multi-institutional systems have adopted a district-wide comprehensiveness rather than individual college comprehensiveness. The plan is expected to result in lower cost of operation, in greater ability to meet needs of the new students and in more effective implementation of mandated requirements of state and federal governments. In some multicampus districts the units are governed as part of one institution.

In addition to the usual problems encountered in the administration of a college, the multi-institutional systems must deal with problems relating to allocation of authority between the central and the college administration, the distribution of resources among the colleges, duplication of curriculum programs and courses, rights of the faculty to transfer from one unit to another or not to be transferred, district seniority, and so on.

Noncampus Colleges

With the multiplication of outreach programs a new type of postsecondary institution--the noncampus college--is evolving. Although the leaders of these institutions stress the nontraditional characteristics, they are classroom-oriented and are unlikely to embrace the external degree or college without walls format.

Noncampus colleges have no central campus although they usually have a central headquarters building for administrative purposes. The colleges are experimenting with alternative learning delivery systems, regional learning centers, methods of communicating with the outreach centers and distributing materials and supplies.

8

COMPREHENSIVE SOURCES: AN OVERVIEW OF GOVERNANCE

Carnegie Commission on Higher Education. _Governance and Higher Education: Six Priority Problems._ New York: McGraw-Hill Book Company, 1973.

This report on governance is primarily concerned with six issues of particular urgency: (1) adequate provision for institutional independence; (2) the role of the board of trustees and of the president; (3) faculty collective bargaining; (4) tenure; (5) student influence; and (6) procedures for dealing with emergencies. A list of references, tables from the Carnegie Commission surveys on student and faculty attitudes, the Carnegie Commission classification of institutions of higher education, a summary of recommendations in Reports of Institutional Committees and other commissions, and statements of the AAUP are appended.

Command, Edward M. _Governance in Higher Education. A Bibliography._ Olympia: Washington State Board for Community College Education, 1970. 56pp. (ED 099 018)*

The intent of this bibliography is to assist the reader to determine some of the important questions and concerns of higher educational governance and to serve as an example of the variety of sources on the topic. It consists of a collection of recent ERIC items and books on the subject. Nine areas of governance are considered: (1) The General Topic of Governance, (2) Governing Boards, (3) The Office of the College or University President, (4) The Administration and Governance, (5) The Faculty and Governance, (6) The Students and Governance, (7) Coordination Personnel Boards, (8) Governments and Colleges and University Governance, and (9) The Question of Freedom and Order in Higher Education.

Corson, John J. _The Governance of Colleges and Universities._ New York: McGraw-Hill Book Company, 1975.

This is a revised edition of one of the classics in the literature of higher education. A brief comparison quickly illustrates the vastness of the changes which have taken place in higher education in fifteen years. For example, in the 1960 edition there was not even a mention of collective bargaining or minorities or accountability. Over the last fifteen years Corson has consulted with more than forty colleges and universities on the subject of governance. While community colleges receive little notice, much that is said does have application.

Papers from the Community College Governance Conference, February 15-16, 1974. Olympia: Washington State Board for Community College Education, 1974. 62pp. (ED 099 010)*

Papers presented at a conference on community college governance, held in Seattle, Washington on February 15-16, 1974, are provided. The

papers are: "Governance for the Two-Year College" by Richard C.
Richardson, Jr.; "The Faculty Stake in Governance" by Richard J. Frankie;
"The Student Stake in Governance" by Alan R. Shark; "The Public Interest
and Governance" by Kenneth Aldrich; "The Faculty Speaks" by Helen Simon;
"The Presidents Speak" by Robert Hamill; "The Students Speak" by John
Postan; "The Trustees Speak" by Harriet Jaquette and Betty Mage;
"Summary" by Frederic T. Giles; "Reflections" by Richard C. Richardson,
Jr., Richard J. Frankie, Alan R. Shark, and W. Joseph Shoemaker; and
"Closing Remarks" by John C. Mundt.

Richardson, Richard C., Jr. (Ed.) "Reforming College Governance." New
    Directions for Community Colleges, 3 (2), Summer 1975.

        The articles presented here reveal the current status of com-
munity college governance. Topics discussed are: three models of
college governance and their interrelationships; participatory governance
in Canada; preparing student, faculty, and administrative leaders to
understand basic institutional and individual needs and to operate in
collective bargaining in a manner that maximizes gains to both; adapting
governance procedures to meet local social and cultural conditions in
Southern Appalachia; methods of governing multicampus districts; the
value of internal and external evaluations of governance structures and
processes; and improving relationships among members of the administra-
tive team. A review of additional pertinent literature and a bibliography
are provided.

Richardson, Richard C., Jr. The Shape of Governance in the Future.
    Paper presented at the Annual Convention of the American Association
    of Community and Junior Colleges, Seattle, Washington, April 13-16,
    1975. 12pp. (ED 114 146)*

        Faculty members in most community colleges have occupied a less
prestigious governing role than administrators. For the most part, in-
structional staff have had little say in personnel decisions and only
limited influence on curriculum and other academic matters. Compounding
this problem has been the lack of professionally trained administrators.
The future of governance in community colleges runs in at least two
separate channels to a common future. First, faculty will become in-
creasingly involved in formal collective bargaining. This is a healthy
trend, since a fair contract, well administered, can provide a number of
important advantages to administration and faculty alike. Second, since
the steady state has produced a career faculty for community colleges,
instructional staff will begin to exert increasing influence in decisions
involving colleague selection; faculty retention, evaluation, and pro-
motion; and academic reform. As a more professional faculty begins to
assume greater responsibility for the educational program and for its
implementation, professional administrators will be concerned more with
defining their own contributions to the education process, and less with
supervision and evaluation of their professional colleagues.

10

Richardson, Richard C., Jr.; Blocker, Clyde E.; Bender, Louis W.
Governance in the Two-Year College. Englewood Cliffs, N.J.:
Prentice-Hall, Inc., 1972.

This book argues for a participant model of governance for
the community college. Its authors stress that offering all constituents--
trustees, administrators, faculty, and students alike--a full share of
responsibility in making institutional decisions is a viable alternative
to traditional practices of college administration and governance. Both
theory and practice are included in this most useful volume.

ADMINISTRATIVE ORGANIZATION

Foresi, Joseph. Administrative Leadership in the Community College.
Jericho, N.Y.: Exposition Press, 1974.

This book offers an overview of administrative organization
in the community junior college. The role of each administrator is con-
sidered, and an entire chapter is devoted to the community college presi-
dent, including his problems and abilities, and criteria for selection
and evaluation. The functions of leaders in all areas of community
college administration are examined, including those in community ser-
vices, business management, student personnel services, and instruction
and curriculum. Organizational charts and graphs aid in understanding
the text.

Heermann, Barry (Ed.) "Changing Managerial Perspectives." New Directions
for Community Colleges, 4 (1), Spring 1976.

Because administrative organization has an indirect but impor-
tant relationship to student learning and to the achievement of the
mission of the two-year college, community college educators must be
sensitive to the nuances of authority relations in their institutions.
The articles in this sourcebook present selected approaches to the use of
authority, including: an historical sketch of the evolution of community
college organizational patterns; discussions of the administrative organ-
ization of cluster colleges and the role of the dean in such colleges;
discussions of the advantages and disadvantages of management by objectives;
an appraisal of the various ways to distribute authority so as to maximize
the input of faculty and student leaders; a report on the administrative
organization of a non-campus institution; a discussion of the administra-
tive dimensions of multiunit institutions; and a report on an experimental
program which has substituted a committee for the college president.
Finally, a review of additional pertinent literature and a bibliography
are provided.

Heermann, Barry. Organizational Breakthrough in the Community College. Topical Paper No. 47. Los Angeles: ERIC Clearinghouse for Junior Colleges, 1974. 38pp. (ED 100 441)*

 This paper analyzes authority-use patterns as they relate to the internal organization of a community college. Section 1 presents a hypothetical case study of a community college which practices several unique authority-use variations that are in actual use in two-year colleges around the country. The cluster college scheme, a new strategy for participative management, and management by objectives are presented in Section 2. Section 3 addresses itself to several broader implications of community college organization. All areas of discussion are supplemented by the identification and description of those colleges who have implemented and are practicing the variations set forth. The paper is a practical guide to viable alternatives verified by organizational practice, of particular interest to those contemplating organizational restructuring, those planning organizational and authority-use design, and those preparing to enter a community college leadership position.

Lombardi, John. The Department/Division Structure in the Community College. Topical Paper No. 38. Los Angeles: ERIC Clearinghouse for Junior Colleges, 1973. 25pp. (ED 085 051)*

 At their inception, community colleges adopted the traditional department/division structure. But there is a trend toward combining related disciplines into a single department. Despite administrative effort to subordinate or abolish the traditional department, the faculty within each discipline considers itself a close-knit community. This community exerts great influence on educational quality and indoctrinates new instructors much more successfully than does the college. The community college department is moving toward the four-year institution department in which instructors exercise a great deal of self-governance. Tenure and seniority are important in departmental governance. Part-time instructors have little voice in departmental governance and paraprofessionals have none, but a trend is beginning toward including paraprofessionals as members of the bargaining unit, partly because of the potential danger of paraprofessionals being used to staff classes during a strike. To counteract the trend toward self-governance, administrators are experimenting with new structures to replace the department and chairman, most commonly the division headed by an administrator.

Shawl, William F. The Role of the Academic Dean. Topical Paper No. 42. Los Angeles: ERIC Clearinghouse for Junior Colleges, 1974. 22pp. (ED 092 210)*

 This topical paper is a reflective description of the role of the academic dean and the future of that role. The author is a veteran of seven years' experience as dean at Golden West College (California). Topics covered include internal and external forces affecting the dean--accountability and federal funding. The dean's functions, such as curriculum planning, staff selection and affirmative action, staff development, and evaluation are considered.

12

Smith, Jack E. The Organizational Structure of the Instructional Program
of a Community College: An Evaluation With Recommendations for
Change. Unpublished paper, 1974. 84pp. (ED 103 058)*

        This study was undertaken to evaluate the effectiveness of the
administrative structure of the instructional program of East Los Angeles
College (ELAC) and to make recommendations for change. Since ELAC was
founded, each new discipline has been established as a separate depart-
ment. At the time of the study 27 such departments were reporting
directly to the dean of instruction. At the direction of the college
president, the dean of instruction led the department chairmen in a study
of the historical development of college instructional organization, an
appraisal of the existing effectiveness thereof, and a survey of the
organizational pattern of 25 similar institutions in California. Both
the survey and the search of the literature disclosed a marked preference
of instructional administrators for a divisional or divisional/depart-
mental structure of 10 or fewer units. A transition to this system at
ELAC was considered too disruptive. Recommended instead was a grouping
of the existing departments under two or three assistant deans each of
whom would be given line responsibility for limited and specific fun-
ctions and elimination of the evening division as a separate administra-
tive entity. Additional organizational changes were also recommended.
Appendices include organizational charts, questionnaires, duty statements,
and related reports and recommendations.

THE CLUSTER COLLEGE

The Cluster Concept at Los Angeles Mission College. Los Angeles: Los
   Angeles Mission College, 1976. 177pp. (ED 129 356)*

        This report describes the organizational plan of Los Angeles
Mission College (LAMC). LAMC has chosen a structure stemming from the
cluster concept, involving semi-autonomous clusters, each small in size.
These characteristics enhance student-faculty-administrator relations
and permit each instructional unit to participate directly in its own
evolution. At the same time some services are centrally provided, thereby
reducing costs by eliminating unnecessary duplication. LAMC's clusters
will contain approximately 1,000 FTE students and 30 FTE faculty, organ-
ized around instructional programs, yet as educationally comprehensive
as possible. Each cluster will have its own student government, with
student activities emanating from the cluster. LAMC is functionally
organized in three tiers: the office of the president, the office of
the dean of the college, and the clusters. Policy formulation and imple-
mentation flow through a system of councils (administrative, academic, and
student) and the three-tier structure. The LAMC plan is compared in de-
tail to those at five other cluster community colleges in California.
Organization charts, curricula, administrative salaries, and other
statistical comparisons for the five colleges are presented in appendices.

13

Collins, Charles C. Blueprint for a Cluster College. Topical Paper No. 49. Los Angeles: ERIC Clearinghouse for Junior Colleges, 1975. 34pp. (ED 103 061)*

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.

Koehnline, William A., and Irlen, Harvey S. Oakton Community College Papers on the Cluster Concept. Morton Grove, Ill.: Oakton Community College, 1974. 23pp. (ED 119 766)*

Oakton Community College is organized into four learning clusters, each comprising a group small enough to maintain "recognizability" and a sense of belonging. Each cluster has approximately 600 FTE students, 30 full-time faculty members, one learning resource faculty member, three counselors, and its own dean. The first of these reports, "A Minority Report on Academic Structure in the Community College" by the President of Oakton, details the administrative structure of these clusters and compares it in terms of costs to taxpayers and advantages to students and faculty with the traditional department or division structure found at most other colleges. The second report, "A Cluster College Grows Up" by a learning cluster dean, presents a five-year history of the college and its dedication to experimentation and the cluster concept.

THE MULTICAMPUS DISTRICT

College-Wide Governance System: Principles, Guidelines, and Structure. Cleveland, Ohio: Cuyahoga Community College, 1976. 54pp. (ED 124 232)*

This plan for a college-wide participatory governance system at Cuyahoga Community College (CCC) was formulated on the basis of a review of the literature, interviews with leading authorities in the two-year

college field, and site visits to six other urban multi-campus community colleges to review their governance systems. This document presents a summary of the comments of current CCC staff concerning what they perceive to be obstacles to the effective operation of the present CCC governance system, including problems with: governance structure; goals, objectives, task clarity; attitudes; decision making skills; conflict resolution opportunities; required help and resources; records, reports, and a "memory drum"; leadership style; lines of responsibility, authority, and accountability.

Jenkins, John A., and Rossmeier, Joseph G. Relationships Between Centralization/Decentralization and Organizational Effectiveness in Urban Multi-Unit Community College Systems. A Summary Report. Ann Arbor: University of Michigan, Center for the Study of Higher Education, 1974. 33pp. (ED 110 103)*

In January 1972, 3,320 faculty members and administrators at 12 urban multicampus community college districts were asked to indicate their perceptions of the distribution of decision-making authority and influence among six organizational levels (the board of trustees, the district administration, the unit administration, deans, department chairmen, and faculty members) with regard to five broad organizational functions (professional personnel management, student personnel management, budgetary management, program development, and community services management). Respondents were also asked to indicate their perceptions of organizational effectiveness. Conclusions indicate that: (1) these 12 institutions are not highly centralized and they differ primarily in the patterns of centralization/decentralization within their units rather than between units and the district office; (2) neither a highly centralized nor a highly decentralized distribution of authority is a primary determinant of effectiveness; and (3) there is a great increase in effectiveness if participation in decision-making is simultaneously increased for staff members at all hierarchical levels. Appendices include characteristics of the 12 institutions studied and graphs illustrating the patterns of organization, authority, and effectiveness discovered.

Kintzer, Frederick C., and Others. The Multi-Institution Junior College District. Washington, D.C.: American Association of Junior Colleges, and Los Angeles: ERIC Clearinghouse for Junior Colleges, 1969. 64pp. (ED 030 415)*

To gather information about the administrative relationship between the district office and the various campuses of a multi-institution junior college district, administrative officers in 21 districts were studied. In addition, opinions of 45 district chief executives and 75 institutional chief administrators representing 17 states were sought to determine the advantages and disadvantages of centralized and autonomous administrative structures. It was concluded that a system of shared authority, striking a balance between autonomy and centralization, was both prevalent and desirable. The multi-institution district and the

variety of forces that have shaped its administrative structure are reviewed in detail, including the influences of the community, the secondary school, the university (or multiuniversity), and business and industry. Case studies of five multi-institution districts provide a representative sample of organizational patterns and, in view of the findings of the whole study, guidelines common to the organization and development of any multi-institutional district are summarized in terms of appropriate functions of the central office and of individual campuses.

Lee, Eugene C., and Bowen, Frank M. Managing Multicampus Systems: Effective Administration in an Unsteady State. San Francisco: Jossey-Bass, Inc., 1975.

If multicampus systems are going to make the most of their unique advantages for survival and effectiveness, their flexibility must be protected. This study examines the current status of multicampus systems from several perspectives--context and governance; academic planning, program review, and budgeting; innovative program planning; retrenchment and renewal for faculty; and admissions and transfer policies for students. The future of multicampus systems in the 1980's from each of these perspectives is also considered. The survey instrument and a list of references are appended.

Palola, Ernest G., and Oswald, Arthur R. Urban Multi-Unit Community Colleges: Adaptation for the '70s. Berkeley: University of California, Center for Research and Development in Higher Education, 1972. 129pp. (ED 068 096)*

Most multi-unit districts are in urban areas, and thus face the responsibility of educating a variety of types of students, including many disadvantaged. This book examines the relationship between the organizational structure of multi-unit community college districts and the performance of urban campuses in serving disadvantaged students. Recommendations are made concerning programming, organization, staffing, leadership, and financing. A list of relevant references is appended.

San Mateo Community College District Administrative Reorganization Plan. San Mateo, Calif.: San Mateo Community College District, 1976. 102pp. (ED 126 990)*

This report proposes a comprehensive reorganization plan for the multi-campus San Mateo Community College District. Because of changing student characteristics and needs, requirements mandated by the state and federal governments, and financial constraints, it is felt that the district should seek district-wide comprehensiveness rather than individual college comprehensiveness. The report addresses itself to the need for change and the new management plan, expanding on the process, features, cost, and implementation of reorganization. An estimated $50,000 per year will be saved in salaries alone; other savings will result from decreased administrative costs. The report discusses the recommended plan for

16

administrative reorganization, its rationale, and ramifications of re-
structuring; defines the primary job functions of 33 district and college
administrative positions affected by the proposed changes; details the
qualification standards for these administrative positions, including
brief descriptions of necessary credentials, professional experience,
education, and key administrative responsibilities; and lists district
and college positions and assignments for 1976-77. The final section
of the report is an administrative salary schedule.

Wattenbarger, James L., and Holcombe, Willis N. Central Administration
in Multi Unit Community Colleges. Gainesville: University of
Florida, Institute of Higher Education, [1975]. 40pp. (ED 107 328)*

This monograph reports the findings of a nationwide survey of
the central or district-wide administrative functions of 25 multi-campus
and multi-college junior college districts. A multi-campus district was
defined as a district which operates two or more campuses under one
governing board with each campus having a separate site administrator,
whereas a multi-college district operates two or more individual com-
prehensive colleges. Results of the survey indicate that: (1) multi-
campus districts utilize fewer off-campus instructional facilities (an
average of 35 compared to an average of 115 for multi-college districts);
(2) while 11 of the 12 multi-campus districts studied have located their
district offices off-campus, only 5 of the 13 multi-campus districts
have done so--however, six of the eight multi-campus districts with
central offices on-campus expressed a desire to move off-campus; (3)
central administrative functions were similar in both kinds of districts,
but there was no indication of the degree to which each function was
performed by the central offices; and (4) although multi-college districts
tend to be larger than multi-campus districts, the central office of the
latter retain more staff. The fact that the larger districts have less
central administrative staff implies a lessening of district office
control. Pertinent literature is reviewed, and five sample organizational
charts are appended.

THE BOARD OF TRUSTEES

Dziuba, Victoria, and Meardy, William (Eds.) "Enhancing Trustee Effect-
iveness." New Directions for Community Colleges, 4 (3), Autumn 1976.

The challenges facing governing boards today have never been
greater. Financial constraints, as well as legal questions, increases in
teacher militancy, collective bargaining, affirmative action, and other
thorny issues, make the job of the trustee increasingly complex. The
authors recommend that trustees become more aware of the legal problems
inherent in their jobs; that they become skilled in working with state
and federal legislators in achieving institutional goals and in curtailing
the ever-increasing state domination of community college decision-making;
that they engage in continuing self-evaluation; that they work with the

president as a management partner, rather than as an adversary; and that they eschew written policies and allow the president maximum flexibility. A review of pertinent literature is included.

Gilbert, Fontelle. An ACCT Major Pronouncement: Common Concerns Among Community College Presidents and Trustees. Washington, D.C.: Association of Community College Trustees, 1976. 23pp. (ED 125 723-- Available in microfiche only)* For hard copy, write to the Association of Community College Trustees, 955 L'Enfant Plaza, S.W., Suite 1406, Washington, D.C. 20024 ($3.00).

In response to a survey designed to determine the issues of concern existing between community college presidents and boards of trustees, 137 presidents identified and ranked the importance of ten major areas of need: (1) both parties need to understand where the line is drawn between their respective responsibilities; (2) trustees need to understand the community college's role, unique mission, philosophy, and curriculum; (3) trustees need a code of ethics to define what trustee actions are "out of bounds" and what are constructive; (4) both parties need to understand finance, funding, and budgeting; (5) both parties need to understand collective bargaining and tenure; (6) both parties need to understand state and federal encroachment and red tape; (7) new trustees need a structured orientation program to prepare them for the trustee role; (8) trustees need to understand how to develop policy, long range plans, and goals; (9) trustees must understand their legal responsibilities and the legal structures of their states; and (10) trustees must be supportive of the college and of the administration. In order to determine if the concerns of trustees paralleled those of the presidents, a group of selected trustees rated the ten identified needs. Results indicated president-trustee concurrence on the first five needs.

Heilbron, Louis H. The College and University Trustee. San Francisco: Jossey-Bass, Inc., 1973.

This book focuses on boards of trustees of public two-year and four-year colleges. Written from the perspective of a trustee, it seeks to define the board member's responsibilities, appropriate areas of policy-making, and his role vis-a-vis the faculty and the administration. Chapters are included on collective bargaining, tenure, academic freedom, funding, public relations, and understanding and providing services for students. A list of relevant readings is provided.

Meardy, William H. Speaking Out! Two Speeches Presented by William H. Meardy, Executive Director, ACCT. Washington, D.C.: Association of Community College Trustees, 1976. 13pp. (ED 125 725--Available in microfiche only)* For hard copy, write to the Association of Community College Trustees, 955 L'Enfant Plaza, S.W., Suite 1406, Washington, D.C. 20024 ($3.00).

The first of these speeches, "The Trustee: An Endangered

Species," recounts current challenges facing community college trustee-
ship, including enrollment ceilings, faculty unionism, state super-boards,
and financial disclosure laws. The traditional role of the trustee was
not designed to meet these and other current threats to the community
college and to local board control. Trustees are urged to become political
activists, and initiate defensive action through the legislative and
political process. The second speech, "The Challenge to Presidential
Authority," urges community college presidents and trustees to team to-
gether as a political force to fight the enactment of a federal public
employees collective bargaining law, which is presently under consider-
ation by the Congress. The states should have the right to refrain from
or to enact collective bargaining laws, and to experiment, amend, or
rewrite such laws to meet their own needs.

The Two-Year College Trustee: National Issues and Perspectives. Wash-
    ington, D.C.: Association of Governing Boards of Universities and
    Colleges, 1972. 40pp. (ED 073 757)*

        This booklet, intended for junior and community college
trustees, contains three addresses at a special conference for two-year
college trustees, a paper based on a national survey of community college
trustees, reaction to that paper, and a selected bibliography of articles,
studies, and dissertations by lay governance of the two-year college
sector. "Who Decides?" by Edmund J. Gleazer, Jr., stresses that the
locus of decision making and power--historically found in the board of
trustees and the president--may shift to administrative levels far
removed from college and community; "Statewide Planning and Local
Autonomy" by James L. Wattenbarger, reaffirms the trend toward State
level coordination and control and proposes guidelines for differentiating
State from local responsibilities. "The Private College in the 70's" by
Wesley M. Westerberg, focuses on important issues that confront the
private two-year colleges and on specific contributions toward meeting
the issues.

COLLECTIVE BARGAINING

Carr, Robert K., and VanEyck, Daniel K. Collective Bargaining Comes
    to the Campus. Washington, D.C.: American Council on Education,
    1973.

        This book provides a useful basic overview of faculty
collective bargaining: its background, emergence and effect at a
number of two- and four-year colleges. Although its focus is on the
four-year institution, this book is included in this bibliography
because of its importance as background in understanding this current
trend in the community college. An extensive bibliography is appended.

19

<u>Department Chairperson References in Two-Year Contracts</u>. New York:
     City University of New York, Bernard Baruch College, National
     Center for the Study of Collective Bargaining in Higher Education,
     1976. 4pp. (ED 130 695)*

          This document reports the results of a recent review of
collective bargaining contracts in 83 public two-year colleges with
regard to what they had to say about department chairpersons. Results
of the review indicated: (1) 66% of the contracts contained clauses
concerned with department chairpersons; (2) eastern community college
contracts overwhelmingly contained references to chairpersons while
less than half of the contracts in the rest of the country did so;
(3) references to department chairpersons varied according to bargaining
agents; (4) of 15 areas identified, the two most frequently mentioned
areas of responsibility were administrative and personnel, respectively;
(5) salary stipends, role in grievance machinery, special relationships
with students, definitions of chairpersons, chairperson selection methods,
and the chairperson's responsibilities for curriculum, merit or other
salary decisions, budgetary involvement, retrenchment, recall, and
personnel files were mentioned with varying frequency. Tabular data
on contracts by region and on contracts by bargaining agent are included.

Ernst, Richard J. (Ed.) "Adjusting to Collective Bargaining." <u>New</u>
     <u>Directions for Community Colleges</u>, <u>3</u> (3), Autumn 1975.

          The community college experience with collective bargaining is
a source of valuable information about the effects of academic unionization.
This sourcebook presents interpretations of collective bargaining by
the major interest groups associated with the community college--faculty,
college administrators, trustees, state-level administrators--and by
full-time professionals who assist each of these interest groups.
Discussions include: the status and probable expansion of collective
bargaining among the community colleges; bargaining as a means of promoting
the economic security and professional status of a faculty, and as
a threat to the traditional character of the academic community; the
role of college trustees, chief executive officers, department chairmen,
faculty bargaining agents, management bargaining teams, and professional
negotiations consultants in the collective bargaining process; statewide
bargaining; and an analysis of the many issues that must be considered
when the adoption of collective bargaining is being contemplated. A
bibliographic essay is provided.

Kellett, Robert H. <u>Trends and Patterns of Change in Public Community</u>
     <u>College Collective Bargaining Contracts</u>. Research Summary No. 1.
     Washington, D.C.: Academic Collective Bargaining Information Service,
     1975. 14pp. (ED 115 356)*

          Initial and subsequent contracts negotiated at 41 Illinois,
Michigan, New Jersey, and New York community colleges were analyzed to
determine whether collective bargaining has been effective in gaining

increased participation in decision-making and increased economic welfare. All of the colleges included in the study had negotiated at the institutional level, and had negotiated a minimum of three contracts with a faculty union. Nine tables of data were examined to identify contractual trends or patterns of change. Findings support the conclusion that collective bargaining contracts are cumulative in nature. The duration of the contract periods tends to increase after negotiation of the initial contract, and the scope of the negotiations tends to broaden with additional contracts.

MANAGEMENT BY OBJECTIVES

Alfred, Richard L. Conceptual Requirements for a Plan of Institutional Development: Answering the Unanswerable. Paper presented to the meeting of the Northeast Association for Institutional Research, November 1975. 35pp. (ED 114 134)*

      Creative management of change in a time of economic contraction requires planning reform. Organizing for effective planning requires a total conceptual framework beginning with a stated mission and ending with a systematic approach to operations. Goals should be based on a market analysis of community educational needs and its translation into an operational plan describing staff functions. Since planning is only as effective as the quality and comprehensiveness of the data on which it is based, the development of a quality evaluation system is essential to the success of any long-range development plan. The conversion of evaluation data into planning concepts is the crux of this institutional development plan. Evaluative criteria must be identified that can be used to determine the extent to which alternative methods are successful in achieving planning objectives. Once data are in regarding program outcomes, management guidelines are necessary for their translation into planning alternatives. This involves system-wide priorities and requires that administrators maintain some form of decision making apparatus for the conversion of data into action. Thus, the community college is provided with alternatives for development that will help it to adjust to changing conditions. The model is presented in flow charts, and a list of evaluation data components is appended.

Carpenter, William B., and Others. Management By Objectives: An Analysis of Recommendations for Implementation. Charlottesville: University of Virginia, Center for Higher Education, 1973. 38pp. (ED 104 470)*

      Because today's college administrators must find an acceptable balance between educational desirability, economic feasibility, political expediency, social relevance, and philosophical defensibility, many have turned to Management by Objectives (MBO), which coordinates management activities with institutional goals. MBO is concerned with

the identification of institutional goals, the definition of administrative staff role responsibilities, the establishment of the objectives or necessary conditions for achieving these role responsibilities and institutional goals, and the use of these objectives in operating a college and in measuring each administrator's effectiveness and efficiency. This report analyzes selected aspects of MBO, presents a scheme for implementing a management strategy based on MBO, provides a guide for writing acceptable objectives, and cites some cautions and issues which must be considered in its adoption.

Harlacher, Ervin L. An Organizational Perspective on Institutional Research in the 80's. Paper presented at the Conference on Institutional Research in Community Colleges, Princeton, New Jersey, August 1976. 14pp. (ED 126 962)*

In the ideal community college governance system, the board of trustees, the chancellor or president, and his/her immediate staff are primarily concerned with goal-setting and evaluation, not with management activities. Middle management is concerned with reaching the goals and with those activities which move the institution toward those goals. Institutional research is responsible for evaluation: to document movement toward goal achievement, and to provide data for subsequent decision-making. A management model of this type is best driven by an MBO (Management by Objectives) system, requiring the development of annual management objectives that are consistent with annual priorities and a system-wide master plan. The Metropolitan Community College District (MCCD), a multicampus district in Kansas City, Missouri, has established such an organizational pattern. This report describes the functions and decision-making responsibilities at various administrative levels.

Harvey, L. James. Management by Objectives. Advanced Institutional Development Program (AIDP) Two-year College Consortium, Vol. II, No. 4. Washington, D.C.: McManis Associates, Inc.; [1976]. 72pp. (ED 134 271)*

This publication discusses the advantages and disadvantages of MBO; implementation of MBO in the college setting; alternative MBO models; reasons why MBO may fail in the educational setting; procedures for establishing institutional mission, goals, and objectives; and procedures for establishing individual objectives within the institution. Definitions, flow charts, and examples are included throughout. It is noted that MBO may take many shapes and forms that may be modified to meet the specific needs of individual institutions if the president and staff are willing to make the adjustments necessary for a management system to succeed. An extensive MBO bibliography is included.

MANAGEMENT INFORMATION SYSTEMS

The Management, Administrative Profile System. Orlando, Fla.: Valencia
   Community College, 1974. 123pp. (ED 100 442)*

       The Management, Administrative Profile System (MAPS) was
developed to permit assessment of a college on three levels. The
detailed discussion of each level is preceded by a general process
model which identifies the specific instrumentation, available options,
and the major action steps associated with a particular level of
assessment. Level "A" reveals to management and/or administration
the degree to which individuals, departments, or the college as a
whole is involved in any particular program; it also embraces cost
analysis. Level "B" has been designed to show the degree to which
management, administration, faculty, and staff agree on work objectives
and implementation. Level "C" is designed to guide the data gathering
efforts of MAPS' users and enhance the application of systems analysis.
The primary intent of MAPS is to provide timely, accurate information
in sufficient quantity to enable appropriate action. It is primarily
a descriptive rather than a prescriptive system. This document describes
the program and guides implementation. Illustrations and instrumentation
of the model are appended.

Management Organization Systems Technique; A Management System for Higher
   Education--The Planning Function. Detroit, Mich.: Wayne County
   Community College, 1976. 27pp. (ED 134 275)*

       This pamphlet is second in a series describing the Management
Organization Systems Technique (MOST), whose essential function is
to determine the goals and objectives of the college and then to assist
management in the attainment and evaluation of them. The planning
subsystem, central to this process, begins with a determination of the
needs of the service community and the resources and constraints involved,
then moves to a projection of this environment into the future. This
phase is followed by the development of strategic alternatives and the
actual decision-making process. Information is fed into the total system
from the data and evaluation subsystems and data are generated for future
use. When college goals are finalized, the planning subsystem demands
that each department (academic and administrative) project its output
based upon the college mission. Measurable objectives for departments,
programs and courses are formalized so that their relationship to
overall goals is clear. This function also requires significant
amounts of information and generates more data to be used in evaluating
performance. Since evaluation utilizes the measurable goals/objectives
set in the planning process, planning can be seen as a cycle of events.
A short bibliography is appended.

23

Reed, Jim F., and Cox, Jeannene. The Research and Development of a
    Post-Secondary Follow-up Management Information System for Texas
    (Project FOLLOW-UP). Paper presented at the Annual Forum of the
    Association for Institutional Research, Los Angeles, California,
    May 3-6, 1976. 19pp. (ED 128 036)*

        This paper reports an overview of Project FOLLOW-UP, whose
purpose was to develop, test, and validate a statewide management in-
formation system for follow-up of Texas public junior and community college
students. The system designed is for use by machine or manual processing
and is thus useful to small and large institutions while interfacing
with extant state reporting systems. It is flexible, so that a college
can adapt the system to its unique needs in order to obtain consistent
information for use in local planning and evaluation. Elements of the
system, which can be utilized individually or in combination, include:
(1) Student's Educational Intent, (2) Withdrawal Follow-up, (3) Non-
returning Student Follow-up, (4) Graduate Follow-up, (5) Employer Follow-
up, (6) Adult and Continuing Education Follow-up, and (7) State Follow-up
Reporting. Among the characteristics of the system are pre-tested pro-
cedures and instruments for data collection, flexibility, provision of a
mechanism for system evaluation, and structure around the concept of an
educational management information system.

MISCELLANEOUS

Gunne, Manual G., and Mortimer, Kenneth P. Distributions of Authority
    and Patterns of Governance. Report No. 25. University Park:
    Pennsylvania State University, Center for the Study of Higher
    Education, 1975. 31pp. (ED 116 757)*

        Five issues of mutual interest to faculty and administrators
were chosen as the focus of this comparison of existing distributions
of authority at three public state colleges and three public community
colleges in Pennsylvania. Issues selected include: appointment,
promotion, tenure, merit (salary increments), and curriculum. For the
purpose of this study, the decision-making process was sequenced into
six stages: initiation, consultation, recommendation, review, choice, and
veto. At least 10 faculty and 10 administrators from each institution
were interviewed and asked to describe their participation in the six
stages of the decision-making process in regard to the five issues
under investigation, and to relate their observations of the involvement
of other personnel. Respondents based their evaluations on a five
point continuum: administrative dominance, administrative primacy,
shared authority, faculty primacy, and faculty dominance. The community
colleges in the sample generally were characterized by administrative
dominance or administrative primacy, although there was evidence of
increasing consultation with the faculty. On the other hand, the state
colleges were likely to be characterized by shared authority or faculty
primacy. Faculty involvement was high on the curriculum issue for both
types of institutions, followed by promotion, and low on merit.

Hefferlin, J.B. Lon, and Phillips, Ellis L., Jr. Information Services
for Academic Administration. San Francisco: Jossey-Bass, Inc.,
1971.

This desk reference book is a survey of sources of useful
information about higher education. Its major purpose is to help
practitioners find the knowledge they need in the quickest, most
convenient, and most useful way possible. Areas covered include:
internal campus communication, communication between institutions,
inservice institutes and workshops, publications, consulting services,
information centers, and a directory of agencies and organizations.

Jacobs, Karl J. Mortar Boards or Hard Hats: Who Governs? Speech
given before the Illinois Community College Trustees Association
Workshop on Collective Bargaining, Chicago, Illinois, January
9-10, 1976. 12pp. (ED 121 363)*

Because of the great diversity and decentralization of higher
education, there exists a great variety of governance systems. These
systems range on a continuum from systems with no effective participatory
decision-making to systems totally committed to faculty-defined goals
and objectives through the use of collective bargaining. The key to
developing an optimal system of governance lies in the development of
operational principles or philosophies that bind the diverse constituencies
of the college together for mutual self-interest. This paper recommends
that the boards of trustees should reasonably and specifically set
forth expectations that both faculty and administrators will be measured
against, including: (1) faculty preparation and currency in their
disciplines; (2) ongoing evaluation of faculty and administrators;
(3) faculty participation in nonclassroom activities; (4) the establishment
of an academic forum to promote the discussion of governance problems.
This should lead to a productive coalition of faculty and administrators
targeted on academic and institutional concerns.

Lombardi, John. Noncampus Colleges: New Governance Patterns for
Outreach Programs. Topical Paper No. 60. Los Angeles: ERIC
Clearinghouse for Junior Colleges, 1977. 80pp. (ED 136 880)*

This paper examines the characteristics of an emerging new
type of postsecondary institution, the noncampus college--its facilities,
learning activities, organization, financing, students, faculty, and
special problems. While maintaining traditional curricular offerings
and classroom instructional patterns, noncampus colleges dispense with
the fixed campus in favor of rented and donated facilities in many
locations. The eight existing noncampus colleges vary in their
responsibilities; some provide a full range of academic and occupational
programs within a geographically large service area, while others
are limited to special types of programs or consolidate all off-campus
instruction within a multi-campus district. All maintain a headquarters
for administrative and support services. Noncampus colleges exist to
serve nontraditional students, particularly adult part-time students;

25

and thus may emphasize alternative learning experiences and instructional methods such as televised instruction or contract learning. However, they remain classroom oriented, and appear unlikely to embrace the external degree or college without walls format. Despite some problems, noncampus colleges provide an efficient and flexible organizational pattern for postsecondary outreach efforts.

26