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ABSTRACT

The purpose of the 1969 workshop on community college administration held in Colorado was to provide the 24 participants from 12 states with an overview of many important concerns of community college administrators and to study several of them in depth. The workshop included field visits to the Community College of Denver. During the 2-week workshop the following topics were presented and discussed: Leadership Roles in the Community College; Decision-Making in Knowledge-Oriented Organizations; Faculty and Student Participation in Governance; Federal Government and the Community College; Planning and Resource Allocation; and Developing a Community College in an Urban Community, a Simulation. (CA)

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A WORKSHOP IN
COMMUNITY COLLEGE ADMINISTRATION
PROCEEDINGS 1969

Edited by
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MOUNTAIN-PLAINS COMMUNITY COLLEGE LEADERSHIP PROGRAM
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UNIVERSITY OF CALIF.
LOS ANGELES

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Introduction

In February, 1968, the School of Education at the University of Colorado received a grant from the W.K. Kellogg Foundation to establish the Mountain-Plains Community College Leadership Program. This year we held our second summer workshop under the auspices of the Community College Leadership Program on the University of Colorado campus, July 21-August 1, 1969. The workshop enrolled twenty-nine participants representing twelve states.

The purpose of the workshop was to provide participants an over-view of many of the important areas of concern to the community college administrator, and an opportunity to study several of these areas in depth. The workshop included community college visitations so participants could gain perspective on the complexities of administration as well as the diversity of community colleges. This document is a report of the topics presented during the two-week workshop.

Professor Thomas M. Shay, Professor of Education at the University of Colorado and Co-Director of the Mountain-Plains Community College Leadership Program, introduced the two-week workshop by discussing "The Community College in Context," and "Leadership Roles in the Community College." Dr. Wilmar F. Bernthal, Head of the Department of Manpower Management, School of Business at the University of Colorado, presented the topic of "Decision-Making in Knowledge-Oriented Organizations." Dr. Joseph A. Malik, Co-Director of the Mountain-Plains Community College Leadership Program, discussed "Faculty Participation in Governance" and reported findings of his research on the subject. Dean Lillie, Kellogg Fellow, Mountain-Plains Community College Leadership Program, University of Colorado, presented a study on "Student Participation in Governance."

Mr. Frank Mensel, Director of Governmental and Urban Affairs, American Association of Junior Colleges, discussed "The Federal Government and the Community College." Professor Shay discussed "Planning and Resource Allocation." Dr. Paul Elsner, Director, Community College Division, Colorado State Board for Community Colleges and Occupational Education, discussed "What the Community Colleges Can Become" and "Roles of the SBCCOE." The last presentation was made by Walter Hunter, Associate Dean of Instruction, Meramec Community College. He developed and presented a simulation in which the participants role-played the development of a community college in an urban community.

The staff of the Mountain-Plains CCLP wishes to express its appreciation to the participants as well as to the guests who made presentations to the workshop. A special note of thanks is due the staff of the Community College of Denver for providing the opportunity of visiting their campus.

Joseph A. Malik
Thomas M. Shay

Monday, July 21

Recorder: Richard Laughlin

Morning Session

Discussion Leader: Thomas M. Shay, Associate Professor of Higher Education, University of Colorado

Topic: "The Community College in Context"

Dr. Shay welcomed the participants, then briefly reviewed the background of the Mountain-Plains Community College Leadership Program, organized by the University of Colorado School of Education, with the assistance of a grant from the W.K. Kellogg Foundation.

Participants introduced themselves, including in the introductions their reasons for attending the workshop.

Dr. Shay then reviewed the recent rapid expansion of higher education in general, and the community college in particular. The review was set in the context of documented changes in social and economic needs, including educational levels of young citizens, shifting levels of demand in various types of occupations, changing avocational patterns, and the rapidly increasing number of citizens reaching ages 18 and 65, respectively, each year.

Afternoon Session

Following luncheon and registration, the participants entered into informal full-group discussion of the question: "What does the community college mean to you - and to your community?"

Discussion was lively, and centered on five principal areas: (1) Achievable balances among the multiple purposes of the community college; (2) Adaptation to community needs (community being variously defined as local, state, or national in scope); (3) Community college opportunities for community leadership; (4) Community college opportunities for leadership in improving educational processes; and (5) The need for constant flexibility in the community college. Discussion of these matters generated many vital questions, and Dr. Shay closed the session by pointing out that most of the remainder of the Workshop will be focused on just such questions.

Tuesday, July 22

Recorder: Richard Laughlin

Morning Session

Discussion Leader: Thomas M. Shay

Topic: "Leadership Roles in the Community College"

During the morning session of the second day of the Community College Workshop, Dr. Shay discussed the behavior of administrators in the community in terms of normative (nomothetic) and personal (idiographic) dimensions, as these concepts were developed in Educational Administration As A Social Process, by Getzels, Lipham and Campbell.

Dr. Shay emphasized, in the summary of his morning discussion, that the two-year public college must possess four characteristics, if it is to be of maximum service. These four characteristics are: accessibility; comprehensiveness; flexibility; and quality.

For the remainder of the morning the workshop participants were divided into five groups with the president-participants acting as discussion leaders. The groups considered three questions: (1) Do the principles of leadership cut across job classifications? (2) Can people with leadership qualities help develop leadership in other persons throughout the organization? (3) What questions or particular areas of interest would the participants like to have Dr. Bernthal discuss or elaborate on in the afternoon session?

Afternoon Session

Discussion Leader: Dr. Wilmar F. Bernthal, Professor and Head, Management and Organization Division, School of Business, University of Colorado

Topic: "Decision-Making in Knowledge-Oriented Organizations"

The group leaders presented a wide range of questions about leadership qualities, leadership development, principles of leadership, types of leadership control in decentralization, incentives, cost of decentralization, etc. In discussing the questions presented by the workshop participants, Dr. Bernthal made frequent use of Exhibit III, from his paper "Organizational Leadership: Some Conceptual Models,"¹ which had previously been read by the participants. Exhibit III (Continuum of Leadership Behavior) was clarified and discussed at length in the context of community college decision making. Dr. Bernthal noted that the "Continuum of Leadership Behavior" chart is applicable to all levels of decision making.

¹ Bernthal, Wilmar F. In Search of a Comfortable Leadership Style. Mountain-Plains Community College Leadership Program. Boulder, Colorado: Higher Education Center, School of Education, University of Colorado, 1969. Dr. Bernthal's paper was originally presented under this title at the Institute for New Presidents in Scottsdale, Arizona, in 1968. Exhibit III can be found in this publication which was previously published by the Mountain-Plains Community College Leadership Program.

Tuesday, July 22 (cont'd)

Dr. Bernthal emphasized that no position on the continuum is either right or wrong. The appropriate position on the continuum for the person charged with making a particular decision depends on the nature of the problem, the knowledge of the decision makers, the personal security of the decision makers, and on the personality structure of the decision makers.

Wednesday, July 23

Recorder: Sanford F. Nicol

Morning Session

Discussion Leader: Dr. Joseph Malik, Assistant Professor of Higher Education, University of Colorado

Topic: "Faculty Participation in Governance"

Three premises were cited by Dr. Malik as underlying discussion on faculty participation:

1. Faculty participation in governance is a matter of significant concern to both faculty and administration.
2. Faculties are getting more powerful and are organizing themselves to a greater degree than in the past.
3. Shared decision-making (some form of participation) can result in better decision and in better implementation of decisions.

Related Research

One of the classic studies in human behavior was conducted at the Hawthorne Plant of the Western Electric Company in Chicago. Relevant conclusions of this study - which produced the well-known "Hawthorne Effect" - indicated that:

- (a) the production of employees was more related to moral or human relations than to other variables. People tend to be more productive when you pay attention to them.
- (b) an informal organization was established in the plant by the employees, unrelated to what roles they had on the assembly line. This informal organization was able to influence greatly the behavior of the employees involved.

In the late 1930's and early 1940's social scientists completed numerous studies in group dynamics. Lewin, as well as Lippit and White of the University of Iowa, compared the behavior of groups of children in different types of atmosphere: laissez-faire, democratic and autocratic. Group characteristics such as production, motivation, attitudes, and group cohesiveness were best in a democratic environment.

A single state study of nine community colleges conducted by Dr. Malik concerned the views of academic faculty, applied faculty and administrators relative to two dimensions of faculty participation in decision-making:

1. Existing patterns of faculty participation, and;
2. Desired patterns of faculty participation.

Each of the three groups indicated their perceptions of both existing and desired patterns of faculty participation by responding to one of the following degrees of participation: None; Minor; Moderate; Considerable; Maximum.

Wednesday, July 23 (cont'd)

The results of the study indicated that the academic faculty perceived more faculty participation than did the applied faculty members, and the administrators perceived more faculty participation than did the Applied Faculty members. The general desire for participation by the faculty increased with an increase in years of experience, with the exception that after 15 years of experience faculty interest in participation dropped off. Faculty members who had taught 5-9 years were those who were most concerned with participation.

Considerable class discussion developed from materials prepared by Dr. Frederick T. Giles at the University of Washington for "Making Decisions Based on all Relevant Information." Dr. Giles identified the following elements in decision-making:

1. Isolate the problem.
2. Describe the problem so it is understood.
3. Collect and collate data relevant to the problem.
4. Search for all possible alternate solutions.
5. Determine potential consequences of each alternative.
6. Determine desirability or undesirability of the consequences of each alternative.
7. Make the decision based on best judgment.

The degree of involvement of faculty in decision-making will vary from one extreme to the other depending on the issue involved and the flexibility of the administrator. No involvement was indicated when the administrator made the decision and announced it. Full involvement was present when the administrator allowed each person to function within limits defined by those to whom he was responsible. It was suggested that the able administrator demonstrated leadership by encouraging active faculty involvement in line with the nature of the issue.

An example was discussed regarding who should be involved in the process of appointing academic personnel. The discussion generated the following kinds of questions:

Where is the focus of responsibility for completing action at each point in the decision-making process?

What are appropriate and inappropriate areas for formal or informal participation by the faculty?

Who initiates involvement?

How much time do faculty members have to devote to participation in decision-making?

Does this activity take away from instruction?

How are faculty committees formed?

What is the direction of communication flow in your organization?

Wednesday, July 23 (cont'd)

Does your organization chart indicate what inputs are available, what channels of communication are to be used?

It was concluded that most organization charts do not clearly indicate all channels for communication, the information inputs available, and how they can enter the organizational structure. It was suggested that more perspective can be gained on the decision-making process if organization charts are made into flow charts to the extent possible.

Wednesday, July 23, 1969

Recorder: Richard Laughlin

Afternoon Session

Discussion Leader: F.D. Lillie

Topic: "Student Participation in Governance"

Dean Lillie from the Mountain-Plains Community College Leadership Program of the University of Colorado presented a paper entitled "Student Activism in Relation to the Governance of Higher Education" during the afternoon session. Copies of the paper were distributed to workshop participants.

This paper and discussion dealt with the issue of student activism and Mr. Lillie's view of student activism as an indication of the efforts of college students to participate in the governance of their institutions. Material used for the presentation was garnered from a review of current literature, 1966 to 1969, and was categorized into the following three areas:

1. References dealing primarily with a description of student activism, in relation to the governance of higher education.
2. Selections which identify reasons or causes of student activism in higher education.
3. Articles relating to current practices and the extent of student participation in governance.

With regard to student activism in relation to the governance of higher education, the following points were emphasized:

1. However the effectiveness of student activism may be evaluated, no one can deny its highly visible presence.
2. Students have arrived as a new power, a fourth estate which is taking its place beside the traditional estates of faculty, administration and trustees.
3. The day has ended when we can consider students the junior partners in education. We are going to have to evaluate what we are doing in regard to students and why we are doing it.
4. Dissent, debate, and dialogue are excellent means for working change and improvement. Destruction, disorder, and the disruption of other's rights are self-defeating to the case which instigated them.
5. The solution to control in higher education lies in fashioning a model or organization that engages all interested and concerned parties in the processes of communication and of decision making.

Wednesday, July 23 (cont'd)

With regard to the reasons or causes of student activism in higher education the following were recurrent themes found in the literature:

1. The modern student is no different from the ancient student in his drives.
2. The student is concerned about the gap between human aspirations and human achievements.
3. The student is repulsed by hypocrisy.
4. The student is seeking to satisfy organic human drives of recognition and response.
5. The student yearns to be needed, to be wanted, and to be understood.
6. Being exempt from the responsibility for providing solutions to difficult problems, the student is often impatiently idealistic.
7. Not being able to satisfy his needs and drives within the school through dialogue and discourse, the student turns outward and indiscriminately rebels against all established authority.
8. Civil rights provided an outlet for students. Success produced feelings of powerfulness.
9. Undesired escalation of the Vietnam War led to increased activism and social awareness.
10. Reasons and causes of student activism are found primarily in the areas of social unrest. For example, in a (1964-65) national study, only 7% of the deans reported any protests against curriculum inflexibility, 4% on academic freedom and 9% on rules and regulations.
11. Students are a product of a society that nourished earlier competence and independence, and they are now rebelling against a system that denies them that independence.
12. Other reasons and/or causes are the so called generation gap, disdain for conventional values, poor teaching and the need for improvement of undergraduate education.

Should students participate in governance? The following points were made by various professionals writing about governance:

1. Kerlinger is of the opinion that students cannot participate fully in decision making because of the concepts of legitimacy, competence, and responsibility.
 - a. legitimacy - right by law to participate in governance.
 - b. competence - requisite knowledge and background to participate in governance.

Wednesday, July 23 (cont'd)

c. Responsibility - accountability of actions.

he does feel that students should participate, i.e. students should be given adequate opportunity to influence faculty decisions.

2. Corson adds the time dimension. He states that students are not on campus long enough to become involved in policy - decisions that may have long-range consequences for the institution.

3. Others feel students should have total involvement.

4. Richardson suggests areas of exclusive student involvement, areas of exclusive faculty involvement, areas of exclusive administrative involvement, and areas of mutual concern to all.

Lillie's presentation outlines some current practices and the extent of student participation in governance:

1. This investigation revealed that many responsible individuals in our society are answering the call to action resulting from the reasons or causes of student activism.

2. Student's roles in the decision making process are changing in the following ways:

- a. Appointment of students to membership on a variety of faculty committees.
- b. College council idea - membership drawn from faculty, administrators and students. Merritt College in California - Perhaps the strength of such an organization lies not only in the fact that the governed are making the decisions and so are much more committed to them but also in the fact that here is a pooling of information and judgment which should insure that the decisions made are wise and reasonable.

Guidelines for the future were suggested by Crane. It is assumed that by following the guidelines listed below, extremist behavior among students would be reduced.

1. Focus on the student, the undergraduate: how and what he learns; how and where he is taught; how he lives and learns out of class.

2. The student should be accepted as a colleague, as a companion in learning.

3. Clear and open lines of communication between all persons in the academic community should be maintained at all times.

Wednesday, July 23 (cont'd)

Additional guidelines suggested by Gennarino:

1. Students should be invited to serve on committees which affect their general welfare.
2. We must understand that the student desires to make a contribution.
3. We should encourage concern for social ills, and we should encourage more students to commit themselves to study the issues in these areas.
4. Students have a right to bring interests and opinions to bear on any facet of life on the campus. Faculty and administrators have a responsibility to provide avenues of approach in consultation with students.
5. Students should not be put in a position where they are directly involved in making decisions on appointments, dismissals, or promotion of faculty or other personnel.

In summary, Mr. Lillie made the following points:

1. Institutions have a responsibility to assure the responsibility of students in these matters by creating a meaningful and relevant place for them in the decision making structure; and
2. It is incumbent on institutions of higher education to capitalize on the positive and responsible aspects of student activism which can lead to viable student involvement in decision making and ultimately full participation in the governance of their institutions.

The remainder of the afternoon was spent discussing student activism on the campuses of the seminar participants and how they approached their particular situations. Discussions also focused on the nine critical questions raised by Mr. Lillie relating to policy level decisions required to clarify the role of students in the governance of higher education.

Thursday, July 24

Recorder: F. Dean Lillie

Morning Session

Discussion Leader: Mr. Frank Mensel, Director of Governmental and Urban Affairs, American Association of Junior Colleges

Topic: "The Federal Government and the Community College"

Mr. Mensel opened his day-long discussion with a review of the U.S. Health, Education and Welfare budget document. Activities in the House are presently seeking an increase in the Nixon budget for HEW of up to \$2,000,000,000. The seriousness of the situation is reflected in the article from the Sunday Star entitled "Your Money's Worth - School Projects are Guillotined." Today the House Appropriations Committee increased the Nixon budget by \$123,000,000 which in Mensel's opinion, is evidence of possibilities for additional increases before the issue is finally settled.

Related to the HEW budget request, three other documents were discussed in some detail. These three documents indicate the work of the AAJC in cooperation with the USOE Junior and Community Colleges Task Force. These groups are seeking additional financing for two-year colleges in the HEW budget. Secretary Finch's leadership on behalf of two-year colleges has been important and noteworthy for the two-year colleges of the country. HEW has finally recognized that the two-year college is here to stay. Furthermore, special note should be taken of the document entitled Office of Education Programs Which Provide Direct and Indirect Support to Two-Year Colleges - 58 Programs. This listing is an important reference for community college administrators active in federal funding of programs.

About sixty (60) colleges are being funded under "developing institutions" provisions which means that only one out of every three proposals are receiving funds.

The education lobby in Washington is very weak. It is largely a matter of "grass roots" neglect. Local presidents need to communicate with their congressmen, then your problems are his and he has the responsibility to seek full funding of programs. This is the first year we have started to sensitize congress to our needs. Relationships between educators as constituents of representatives in congress are critical.

It is equally important for community colleges to get a feeling about federal funding, how it operates and how decisions are made. Mensel recommends that each college have a man in the president's office who specializes in legislative and public resources. Clark Kerr of the Carnegie Corporation, points the direction for future funding of higher education in a December, 1968, publication. (Incidentally, this publication is worth reading.) In this publication, Kerr emphasizes how the gross national product will rise to one trillion dollars by 1977, and the percentage for education will rise from 2% to 3%. Presently, we are spending seventeen billion dollars, which represents a tripling during the last ten years, and this will rise to thirty billion dollars for higher education by 1977. These are the kinds of resources which are and will become available, if local colleges cultivate them. A specialist has to be involved, in order

Thursday, July 24 (cont'd)

to assume responsibility for the president, to keep a constant overview of federal programs already in hand, plus expanded programs and liaison with congressmen. Such a specialist should take these matters in hand and also do a lot of related "leg work" in the community.

Mensel also discussed the AAJC National Federal Workshop on funding to be held in Washington, D.C. on October 2-3, 1969. A catalog will be available prior to this workshop which will provide a one-page explanation of each federal program available. Programs outside of HEW will be included in this report. During the workshop, panels of experts who run federal programs, will be available for consultation.

There are programs all over the federal government which need the cooperation to the community colleges. These programs have resources to help community colleges fulfill their missions. However, full funding by the government is a remote possibility because of lack of total resources. Therefore, when requesting federal funds, it is important to have community sponsorship and participation in the identification of needs.

Mensel has recently met with a representative of NASA. NASA presently has sixteen project stations around the country which have great technical manpower needs. NASA wants to work with AAJC to develop community college programs to support the NASA efforts.

Last year the Gallup Poll indicated that 97% of the American parents want their children to attend college. This figure represents the rising expectations of our society. Within the context of the expectations, the two-year college represents the "supermarker of opportunities."

State offices should be able to assist and support the local colleges in their endeavors to relate to the federal government and its programs.

Regarding funds for capital construction, 80% of the funds appropriated have gone to the six or seven largest states because they have strong state level leadership and good proposal writers. On top of this, education received appropriations of only 10% of the money authorized for facilities during the last year.

Mensel then discussed the national Williams Bill for community colleges. This bill may include provisions for getting new community colleges started without going to a local tax base. Such provisions may be interest subsidies by the federal government which would allow colleges to borrow money from local banks and pay only 3% interest a year. Then the federal government would pay the balance of the interest up to the prime interest rate for the duration of the loan.

Thursday, July 24

There are seven(7) standing committees of the U.S. House of Representatives. One of these committees is the Committee on Education and Labor. This committee has three sub-committees. Authorization for funds is written in these seven committees with the funding coming from the Appropriations Committee.

Afternoon Session

Two other speakers were present to discuss their programs. The first speaker was James Quinn, Educational Specialist, Four Corners Project Commission 6-28, Federal Office Building, Denver, Colorado. This regional commission is jointly administered by the federal co-chairman, who operates as an Assistant Secretary of the Department of Commerce, and a state co-chairman, who is the Governor of one of the states in the region. A \$175 - \$400,000,000 authorization is presently pending before congress for operation of all the regional commissions. The commissions are all concerned with raising the economic development of the states which they represent. Title V of the 1965 Economic Development Act established the regional commissions. A new Economic Development Act of 1969 is pending in congress. By July 1, 1970, the states will have to pay one-half the cost of operating the commissions and the federal government will pay the other one-half.

Consistent with their purposes, the Four Corners Project Commission works primarily with five agencies who deal with the disadvantaged: Office of Economic Opportunity; Housing and Urban Development; Small Business Administration; Health, Education, and Welfare; and Labor. The FCPC encompasses 92 counties in the northern two-thirds of Arizona and New Mexico and the southern two-thirds of Colorado and Utah. By 1975, this area will need 120,000 jobs in order to reach comparability with the rest of the United States.

Related to education, the FCPC has approximately \$2,000,000 for program purposes. About \$1,200,000 is for technical assistance programs and \$800,000 for supplementary assistance grants. Technical assistance programs provide for direct 100% grants from the FCPC for projects related to improving the economic posture of the region. Money can be used to develop programs or to conduct research. Supplementary assistance grants are made to projects which require supplementary funding in order to receive funds from major federal funding agencies. Perhaps HEW would fund a project for 50% and the local college could come up with 20%. In this case, a supplementary assistance grant of 30% would assure the project.

The second speaker of the afternoon was Lavore Newenswunder, Manager of Manpower Training and Development, Federal Civil Service, San Francisco, California. This speaker discussed the qualitative and quantitative growth of federal, state and local government. By 1975 there will be 12,000,000 such employees which will represent a 65% increase since 1965. 2,900,000 federal, state and local government employees will be added during the next ten years - 1,600,000 for new, current non-existent jobs and 1,300,000 for replacements.

Thursday, July 24 (cont'd)

To meet the needs of such demands for trained personnel, an Intergovernmental Relations Act was passed by Congress in December, 1968. This Act provides for a synopsis of legislation passed and for joint efforts to bring federal, state and local government employees into training programs. Additionally, an Intergovernmental Personnel Act (Muskie Act) has passed the Senate and is expected to pass the House this session. This Act, if passed, will provide grants-in-aid to non-profit organizations for programs and projects to improve federal, state and local government employees. For such training programs and projects, funding grants will be available for 75% of the cost from the federal government with the non-profit organization (i.e. a local community college) paying the other 25% of the cost. Thus, the Intergovernmental Personnel Act will open many career horizons for colleges to become involved with, in relation to the training of federal, state and local government employees.

The Civil Service Commission will be responsible for the administration of the Intergovernmental Personnel Act and will make the grants, according to their specifications, to non-profit organizations who set up programs and projects to improve federal, state and local government personnel.

Friday, July 25

Recorder: Arthur Stephens

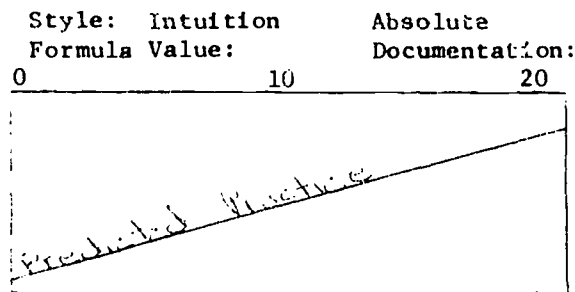
Morning Session

Discussion Leader: Thomas M. Shay

Topic: "Planning and Resource Allocation"

Dr. Shay discussed a continuum of planning styles, using the chart below, and noting its analogy to the decision-making chart used by Dr. Bernthal.

Planning Style



Dr. Shay proposed that a rough prediction of practice in a given situation may be made by the following formula:

$$P = (E+K) - (C+T)$$

Where:

P=practice (in a given situation)

E=experience (in a similar situation)

K=knowledge (of factors involved and of outcomes of actions)

C=costs (in money, failure to serve community, goodwill, etc.)

T=time (no time pressure = 0; very high time pressure = 10)

P has a value range of 0-20.

E, K, C, and T have value ranges of 0-10.

Illustrations of the two extreme situations would not be expected in real situations.

1. $P=10+10-0+0$ (administrator has all knowledge and experience possible and time and cost are not factors in the decision.)
2. $P=0+0-10+10$ (Administrator has no pertinent knowledge or experience and time and cost are extreme constraints.)
- In this case predicted practice would be planning by instruction alone.

Dr. Shay noted that a college need not be at the mercy of the formula, for all factors on the right side of the equation are subject to manipulation, although the value of one or more factors may be fixed in a given situation. For example, if time constraints in a given situation are severe, the value of P may be increased by using the knowledge (K) which is available from printed resources, colleagues, or consultants.

Friday, July 25 (cont'd)

The session then moved from the abstract to the concrete, to consider a problem presented by one of the participants. In outline, the problem-situation was as follows:

1. Community college, already operating in the major city in its district, was given 360 acres.
2. Population of entire district 276,000.
3. State four-year college 36 miles from present operation (6000 students)
4. Land gift located in somewhat economically depressed area.
5. According to terms of gift must have plans for permanent facility and long range plan within six years.
6. Gift generally flat land and rectangular in shape.
7. About 40% to 50% Mexican-American.
8. Not on highway frontage.
9. No local bonding capacity - all state support except 20% student tuition.
10. About 600 high school graduates per year near gift land.
11. Economy surrounding land in question is primarily agriculture and food processing and transporting.
12. Indian reservation nearby.
13. Water can be introduced for domestic or irrigation purposes.

All of the above is to be examined in the light of two basic questions:

1. Who should be involved in deciding what use to make of this gift?
2. How should the decisions be made?

The workshop participants were then divided into four discussion groups, and each group was assigned the task of responding to the basic and subsidiary questions.

No afternoon Session

Monday, July 28

Recorder: Robert Richey

Morning Session

Discussion Leader: Dr. Paul Elsner, Director, Community College Division, Colorado State Board for Community Colleges and Occupational Education

Topic: "What the Community College Can Become"

Dr. Elsner discussed the role of the transfer program in the community college. He stated that 75%-80% of the funds available were put into transfer programs, but that he felt that community colleges should not try to emulate four-year institutions, at least not in metropolitan areas. Rather, he felt that more money should be put into vocational-technical programs and community service programs.

Dr. Elsner pointed out that although transfer and terminal programs are the ones always cited in connection with community colleges, they have actually five functions, which are: remedial; motivational; technical (distinguished from vocational in that technical is more demanding); continuing education and community service; and transfer. The latter may have to be restricted initially in order to get the other four off the ground.

Two other suggestions for community college program development were: 60-90 day programs, which do not lead to a degree, should be offered instead of aiming all programs toward receiving an A.A. degree; and, Saturday course offerings should be made available, as at Miami-Dade College.

Dr. Elsner emphasized that the community college must be part of the community in every way. The community college must be involved in politics, rather than remaining aloof. The age range of the students should be 18-65, not 18-21. This greater age range must be sought after, as must the minority groups, the unemployed, and the underemployed.

A general class discussion with Dr. Elsner followed the above talk.

Afternoon Session

Discussion Leader: Dr. Paul Elsner

Topic "Roles of the Colorado State Board for Community Colleges and Occupational Education"

The bill establishing the State Board in Colorado was a compromise bill. The legislature's problem is that they seem to have created a financial monster. In order to correct this, Dr. Elsner suggests that the state

Monday, July 28 (cont'd)

grant state support to local districts.

Basically, the State Board's leadership posture is as follows:

1. The Board has a trustee relationship with the state system.
2. The Board values local autonomy.
3. The Board has delegated considerable authority to local councils while maintaining veto authority (which they have only used twice).
4. The Board sees local councils as major governance bodies.
5. An Advisory Committee on basic policy makes recommendations to the State Board.
6. The Board is concerned with maintaining local identity and local institutional autonomy.
7. The Board is committed to reaching minority groups.

Needs of the State Board are as follows:

1. A student personnel officer.
2. A uniform accounting system.
3. A state junior college association to maintain balance.

Group discussion followed.

Tuesday, July 29

Recorder: Max O. Heim

Visitation to Community College of Denver

A. See attached "Schedule of Events" provided by the Community College of Denver administration for the complete outline of the day's activity.

B. Dr. Leland Luchsinger's remarks:

1. He outlined the Colorado House Bill 1448 which established the present system of community colleges of this state.

2. The principal objective of the Community College of Denver is to meet the needs of all the people in the community in which it is located.

3. There are plans for opening the West campus to add services provided by the North campus. There are plans for a third campus in the future.

4. In selecting staff for the Community College of Denver, Dr. Luchsinger and his assistants made certain that they were committed to occupational education.

5. The principal commitment of the Community College of Denver is occupational education. (Job entry for youth and retraining for adults.)

6. Twenty-five to thirty-five percent of the student body of the Community College of Denver are non-high school graduates, and 75% of the students work full or part-time.

7. The occupational education program at the Community College of Denver depends on a good counseling staff. Ideal ratio is one counselor to 350 students. (At present it is one to 600).

8. There are no tests for entry to the Community College of Denver. This provides for an open door policy which was emphasized many times on July 29.

9. The counselors and staff are student-centered and these people are the KEY to a good program.

10. Luchsinger emphasized more objectives -

- a. Occupational programs of from 2 weeks to 2 years.
- b. Pre-professional courses.
- c. No freshman or sophomore rankings - only first and second year students.
- d. No professors - teachers only!
- e. Developmental reading, math and English programs are provided.
- f. Hours of the Community College of Denver are 7:30 A.M. to 10:30 P.M.
- g. The student's interest is first at the Community College of Denver.

Tuesday, July 29 (cont'd)

C. The staff of the Community College of Denver provided a tour of the facilities of the North Campus. (At 4:00 P.M. a tour of the West Campus was provided for those interested.)

D. President Luchsinger, Dr. Swenson and Dr. Bailey and their staffs addressed the workshop participants. The philosophy, the administrative organization and the occupational program were discussed in detail.

COMMUNITY COLLEGE OF DENVER

University of Colorado Class Visitation

Room 138

9:00 a.m. to 4:00 p.m., July 29, 1969

9:00 - 9:15 Dr. Swenson - - Presiding

Dr. Tom Shay - - Introduce the Class from C.U.

9:15 - 9:40 Dr. Luchsinger

"The Community College of Denver:
Philosophy and Goals"

9:40 - 10:00 Coffee Break

10:00-11:00 Tour of Facility

Dr. Swenson Tony Calabro
Howard Davis Don Carson

11:00 - 12:00 Dr. Luchsinger - Presiding

"Campus and Facilities Planning"

12:00 - 1:00 Lunch

1:00 - 2:15 Dr. Bailey - Presiding

"Development of Occupational Education"

2:15 - 3:00 Dr. Albers - Presiding

"Student Recruitment and other Community Relations"

- a) Open door
- b) Admissions
- c) Counseling

3:00 Break

3:15 General Discussion Session

Wednesday, July 30

Morning Session

Discussion Leader: Thomas M. Shay

Topic: "Analysis of Field Visit to Community College of Denver "

A general class discussion was held concerning the preceding day's visit to the Community College of Denver.

Some class observations were:

1. There appears to be too much emphasis of staffing (faculty) problems in trying to offer "any" course. (Not looking beyond immediate local community to fill voids in instruction).

2. Is a five-year plan wise in such a rapidly flexing market area?

3. There appears to be too much emphasis on vocational aspects. (Fear of academically capable students being channeled into vocations by methods of over-sell).

4. Is the open-door philosophy really "open-door?"

5. There seemed to be a lack of student involvement in planning, implementing.

Some favorable comments were:

1. The use of advisory committees to involve many persons in the decision making is very good.

2. The philosophy of "helping everyone" is apparently a sincere objective, and a commendable one.

Dr. Shay asked the following questions in response to the above comments:

1. How do you measure whether or not a given institution meets goals and needs?

2. Are we ever sure of what we've tried or how we have succeeded?

3. Do we need more follow-ups to determine how students have utilized programs?

4. For the person who is not sure of future desires or even interests, where is the place to learn?

No Afternoon Session

Thursday, July 31

Recorder: Walter Hunter

Morning Session

Discussion Leader: Walter Hunter, Associate Dean of Instruction,
Meramec Community College, Kirkwood, Missouri

Topic: "Developing a Community College in an Urban Community,
A Simulation."

The simulation consisted of a scenario - a description of the factors which relate to the simulation; a statement of the problem; the assigned roles of the participants and the parameters assumed for the simulation; a set of assumption-statements which further defined the game; a prescribed task to be completed; and the rules for evaluating the simulation activity. This particular simulation can be designed to involve participants who reverse roles. Thus, at least two outcomes can be expected. When role players play their own roles, the output of the simulation may be used to build models for real life opportunities. A reversal of roles is very helpful in creating a better understanding of other humans in other walks of life. Role reversal was used in the present situation.

This simulation was played by three teams of educators. Roles were assigned by the senior professor. Two hours were allocated to the game and forty-five minutes allocated for evaluation. The simulation generated a great deal of interest and participation. Time allocation prevented both length involvement of the participants and detailed evaluation of the outputs. (The recorder is very interested in the use of simulation of this type and will attempt to refine the statements and procedures. This simulation is an example of the type which can be computer based, so that individual outputs may be compared with a growing quantity of information).

A Simulation

Developing a Community College in an Urban Community

by

Walter Hunter, Association Dean of Instruction
Meramec Community College, Kirkwood, Missouri
St. Louis Junior College District

Scenario

The city has undergone and is undergoing considerable reconstruction. New freeways are being built, new and diversified industries have been established and some urban housing is being improved. The present mayor and city council are dynamic and forward looking. The city, which has been known as a military town and a one-industry town, has awakened and is now alive.

The city is located in a very desirable part of the nation, enjoying good weather, a seaport, nearby beaches, and mountains. A famous zoological garden, parks, opera house and major sports arena are important aspects of the total scene. Yet, recently a riot broke out in the section of town primarily occupied by black people. During and after the riot many words were exchanged which indicated that increased communication between minority groups and community leaders is an absolute necessity. The urban area also has a large Mexican-American population. In many of the minority-group homes, the children find it necessary to contribute to the family income during a significant part of their lives. Further, the young are becoming increasingly upset over their limited opportunities to enjoy the affluence they see on television and among the Whites (Anglos) they see downtown during the day.

The city is nearly surrounded by colleges and community colleges. A large state college is located just six miles from the downtown area. A branch of the University is located some 15 miles north of the city, near the ocean. Four well-established junior-community colleges are located within a radius of twenty miles from the city center. Two private four year colleges are located within the city limits. The public and private schools within the city have the following enrollments (rounded to nearest thousand):

| | |
|-----------------------|----------|
| Elementary (K-6) | = 70,000 |
| Junior High (7-9) | = 29,000 |
| High School (10-12) | = 28,000 |
| Graduates (this year) | = 9,000 |

The 1960 census reports indicate a fairly high level of literacy, in that the mean level of education was grade 10.7 for the total city population. Most of the population are Anglo; however, significant numbers of Blacks, Mexican Americans, Orientals and Indians live in the city:

| | |
|------------------|-----------|
| | (Approx.) |
| Anglo - | 68% |
| Black - | 13% |
| Mexican American | 15% |
| Oriental - | 3% |
| Other | 1% |

The city population of 600,000 includes about 300,000 persons under 26 years old. Some 11 to 12 thousand young people reach the age of 18 each year. The federal government, the state and the local city government are aware of the potential for unrest among the young generation and are trying to do something about it. Organized playground activities are available, swimming pools are open for a small fee, bus loads of children are transported to the zoo and other sites. Yet many of the late teen-agers and young adults express a real alienation from the mainstream of American thought, enterprise and goals.

The public schools have attempted to increase their counselor staffs, improve opportunities for student learning and provide more vocational education. Yet these efforts have not markedly changed the climate of unrest which seems to permeate the young.

Their city, like fifty or more major cities, does not have a community college available to the youth and adults within its limits.

Simulated Problem

Your problem will be to plan a community college for the city described by the first pages of this paper. Each participant will be assigned a role for the simulation - the following roles are defined.

President of the College

The new president of the college was selected from a group of ten recommended by a number of recognized leaders in the community college field. He is experienced as a teacher, a dean, and as a college president. He has an earned doctorate from a large university on the west coast. The president is a family man with several interesting hobbies. The new president has a reputation of running a tight ship, but at the same time he has enjoyed good relations with the whole team of college employees - including the maintenance and clerical staff. Although white and protestant, the president appears to have a deep understanding of and the ability to communicate with people of different backgrounds.

Dean of Instruction

The Dean of Instruction was selected and recommended by the president for a number of reasons. He has demonstrated ability to: (1) Motivate teachers to improve instructional techniques through innovative practice; (2) Organize instruction programs which meet the needs of the community college students; (3) Work with advisory committees, faculty groups, students and others. The new dean is younger than the president and may some day be selected as Community College President.

Dean of Student Personnel

The dean of student personnel was selected and recommended by the president because of his demonstrated ability to: (1) Organize a counseling-advisory staff to work with students of all ages; (2) Work with student groups in a meaningful manner; (3) Communicate with other administrators, parents and community leaders so that a state of good rapport exists between and among groups.

The dean of students is young but well prepared academically for his position.

Faculty Members (two or three)

The faculty member roles in this simulation may be defined as follows: The senior faculty member was selected because he has demonstrated stability under unstable conditions. He is considered to be a conservative and traditional, yet excellent teacher. His most recent experience was with a nearby college which lost its entire administrative staff within a two year period. His colleague has no teaching experience; he is quite bright and articulate. He is interested in change and improvement. He accepted a community college position because of the challenge of teaching in a new college with few traditions.

Board Members (two or three)

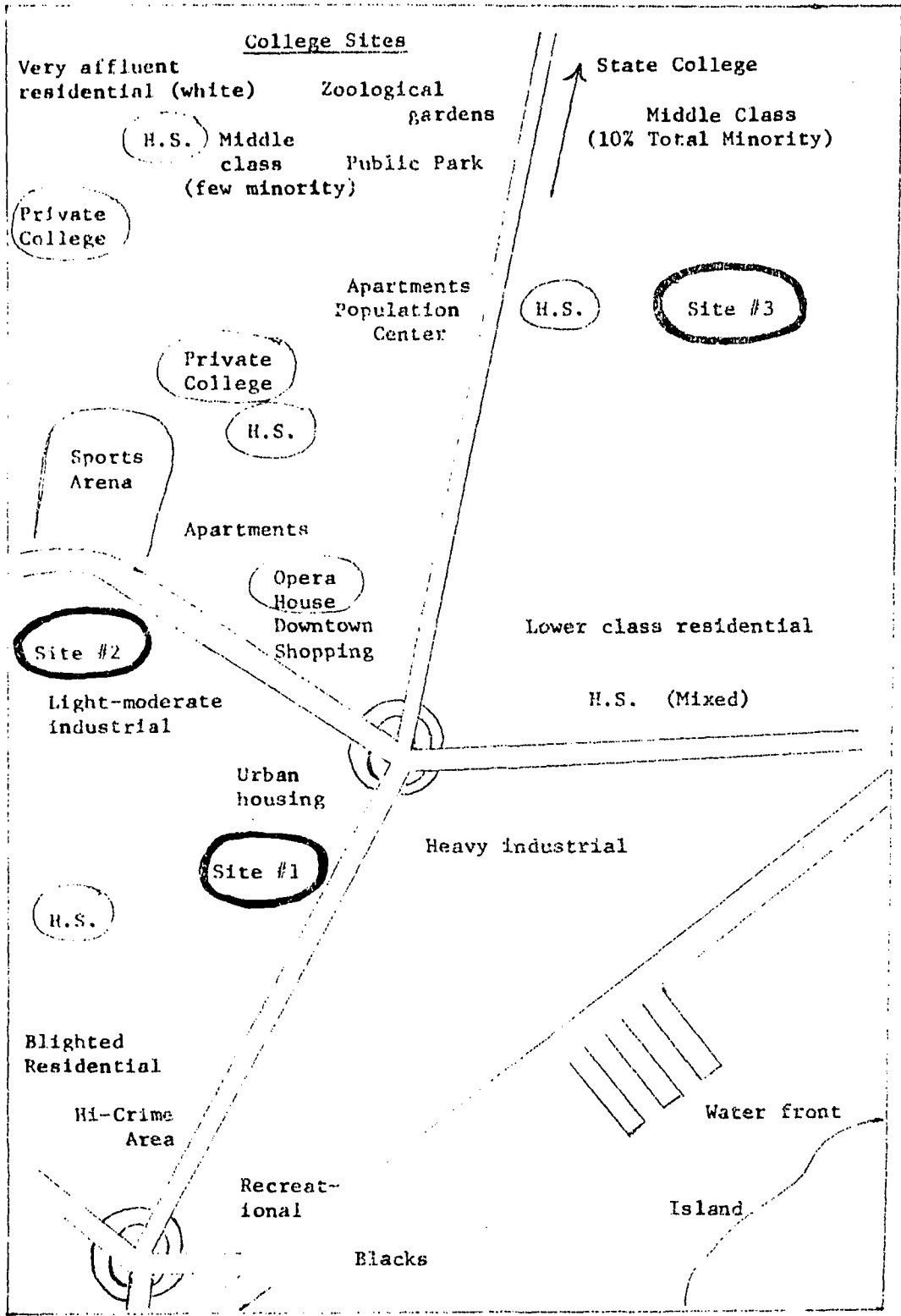
The president of the board has a long established record in the city. He is the son of the wealthy owner of the city transit authority. As a second generation heir, he is well educated, articulate, mildly conservative, civic minded and energetic.

The second member of the board is a member of a minority group. He was born in the inner city. He gained a college education by persevering and hard work against long odds. Recent events have placed him in a position of leadership within the city. Many leaders seek him out for consultation. Newspaper, radio and television reporters quote him as "telling it as it is."

Students (two or three)

The students are bright and articulate students from nearby colleges. They have great capacities for leadership, yet they feel somewhat alienated from the straight society. One of the students represents a minority group member. His home is poor, his parents not well educated, and some of his brothers, sisters and friends are involved in anti-social activities. The second student is Anglo - he is a recognized college leader and has recently led a student strike which established an experimental college at the local state college. He claims that students are ready to participate in a revolution which will completely change higher education in this country.

(NOTE: Participants assuming the above roles will, of course, modify their roles - as they see fit - based on their experience and background).



Site #1 is in the middle of a new urban housing project. The people living in this project are poor and about 80% black.

Site #2 is land which has recently been reclaimed. Buildings have been torn down and the site has good access and high visibility due to the highway, the downtown area and the sports arena.

Site #3 is a very pleasant location close to both middle and lower class housing. The location is convenient and has a park-like atmosphere. The center of the city population is just one mile south and west of this site.

Resources

The new college has an income from local taxes of 2.5 million dollars. The state will provide 400 dollars for full time student equivalent (24 credits per year). In addition, the state will share, at the 50% level, the costs of building and capital equipment.

For the purposes of this simulation you will have available the total financial resources shown on the operating and facilities budget work sheets.

The tasks of your group are:

- I. To establish a set of objectives and a philosophy for the new community college.
- II. To develop a master plan for the new community college, including:
 - A. Selection of a site.
 - B. Estimated number and classification of students.
 - C. Overall plan for development of physical facilities.
 - D. Overall plan for development of a college program.
- III. To allocate financial resources in accordance with objectives and the master plan.

Group Proposals.

The "President" of each group presented an oral report which included his group's statement of objectives, rationale for site selection, estimates of numbers and classification of students, recommendations for program and facilities development, and proposed allocations of operating and capital funds. On the following pages are shown the site selections and fund allocations recommended by the three groups.

Capital Allocation for Facilities

16.5 million total

Instructional

Percentages of Capital Funds
Allocated by Group

| | Site | #1* | #2** | #3 |
|---|------|-----|------|----|
| Academic classrooms and laboratories | 1 | 30 | 20 | 30 |
| | 2 | | | |
| | 3 | 35 | | |
| Technical Vocation classrooms and laboratories | 1 | 50 | 40 | 50 |
| | 2 | | | |
| | 3 | 35 | | |
| Instructional Resources, including library | 1 | 12 | 20 | 10 |
| | 2 | | | |
| | 3 | 20 | | |

Student Personnel

| | | | | |
|-----------------------|---|---|----|---|
| Student services*** | 1 | 0 | 0 | 0 |
| | 2 | | | |
| | 3 | 0 | | |
| Counseling Facilities | 1 | 5 | 10 | 5 |
| | 2 | | | |
| | 3 | 5 | | |

Administration & Maintenance

| | | | | |
|-------------------|---|--|------|------|
| Office Facilities | 1 | 3 | 10 | 5 |
| | 2 | | | |
| | 3 | 5 | | |
| Maintenance | | 100% | 100% | 100% |
| | | Assume that heating & cooling may be purchased from locality with operating money. | | |

*Group #1 chose to develop both sites 1 and 3 for the first year, allocating \$10 million for site 1 and \$6.5 for site 3.

**A minority report from Group #2 was against the choice of site 1, the majority report favored site 1, with an option on site 2.

***All three groups chose to use revenue bonds to finance student services facilities.

Operating Budget
(2.5 million + \$400/FTES)

Percentages of Operating Funds
Allocated by Group

Administrative

| | #1 | #2 | #3 |
|----------------------------------|----|----|----|
| General Administration | 10 | 3 | 20 |
| Instructional Administration | | 4 | |
| Student Personnel Administration | | 3 | |

Instructional

| | | | |
|----------------------|----|----|----|
| Developmental | 60 | 11 | 60 |
| Academic | | 19 | |
| Career | | 38 | |
| Continuing Education | | 7 | |

Student Personnel

| | | | |
|-------------------------------|------|------|------|
| Student Advising & Counseling | 30 | 10 | 20 |
| Student Services | | 5 | |
| | 100% | 100% | 100% |

(Other operating items omitted for purposes of this problem.)

Evaluation of Group Proposals

Following the three oral reports, the workshop participants as a body evaluated the three sets of proposals. There was considerable discussion of the proposals before value-assigning votes were taken. The evaluation values and evaluation results were as follows.

Evaluation Values

Objectives (0-10 points)

- Based on: (1) Clarity of objectives.
 (2) Completeness of the objective
 (3) Involvement of students, faculty, etc. in developing objectives.

Master Plan (0-20 points)

If not consistent with objectives, delete 5 points for each major inconsistency.

Allocation of monies (0-20 points)

Judged on compatibility with objectives and with the master plan.

Innovation (0-10 points)

Up to 10 points were allocated on the basis of degree of innovativeness of each group's proposals.

Evaluation Scores

| <u>Item (points possible)</u> | <u>Points Allocated to Group</u> | | |
|-------------------------------|----------------------------------|-----------|-----------|
| | <u>#1</u> | <u>#2</u> | <u>#3</u> |
| Objectives (0-10) | 7 | 8 | 7 |
| Master Plan (0-20) | 20 | 15 | 20 |
| Funds Allocations (0-20) | 15 | 16 | 10 |
| Innovativeness (0-10) | 6 | 10 | 9 |
| Totals | 48 | 49 | 46 |

Friday, August 1

Recorder: Richard Laughlin

Discussion Leader: Thomas M. Shay

Topic: Evaluation of the Workshop

On our final day Dr. Shay led a general discussion evaluating the two week conference. He asked for individual comments on two questions: (1) What do you see as really critical problems facing community college administrators today? and, (2) What did you learn during the workshop, or what had you hoped to learn? The general discussion of these two questions was summarized by Dr. Shay as follows: (1) We need to know our objectives; (2) We need to plan alternative methods to reach our objectives; (3) We need meaningful involvement of the people who are a part of the community college; and (4) We must analyze and evaluate our performance.

Walter Hunter, in speaking for the workshop participants, thanked Dr. Shay for what he termed a professionally beneficial workshop.

After an hour's examination, the workshop formally ended with parting words from Drs. Shay and Malik.

1969 WORKSHOP IN COMMUNITY COLLEGE ADMINISTRATION

University of Colorado
July 21 - August 1, 1969

Monday, July 21

Introductions

Overview of workshop

Professor Shay: "The Community College in Context"

Registration

Continuation of morning discussion

Tuesday, July 22

Professor Shay: "Leadership Roles in the Community College"

Dr. Wilmar F. Bernthal, Professor and Head, Management and
Organization Division, School of Business, University of Colorado
"Decision-Making in Knowledge-Oriented Organizations"

Cook-out

Wednesday, July 23

Dr. Joseph Malik, Assistant Professor of Higher Education,
University of Colorado
"Faculty Participation in Governance"

Mr. Dean Lillie, University of Colorado
"Student Participation in Governance"

Thursday, July 24

Mr. Frank Mensel, Director of Governmental and Urban Affairs,
American Association of Junior Colleges
"The Federal Government and the Community College"

Continuation of morning discussion.

Friday, July 25

Professor Shay: "Planning and Resource Allocation"

No afternoon session.

Monday, July 28

Dr. Paul Elsner, Director, Community College Division, Colorado
State Board for Community Colleges and Occupational Education:
"What the Community College Can Become"
"Roles of the SBCCOE:

Group discussion of morning topics.

Tuesday, July 29

Visit to Community College of Denver
Dr. Leland Luchsinger, President

Wednesday, July 30

Analysis of field visit to Community College of Denver.

No afternoon session.

Thursday, July 31

Walter Hunter, Associate Dean of Instruction, Meramec Community College
"Developing a Community College in an Urban Community, a Simulation."

Group discussion of the simulation presented by Walter Hunter.

Friday, August 1

Examination

Workshop summation and evaluation.

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