ABSTRACT
        The model of a cluster community college is described
in this book. The chapters of the book are as follows: 1. Need for a
New Organizational Model (Three Structural Anomalies, The Department:
A Critical Analysis, The Department: A Status Study); 2. Dynamics for
Change (Creative Tensions, Pre-Conditions Required for Planned
Change); 3. Some Working Postulates for Everyman Community College
(On the Nature of Man, On the Human Condition, on the Educational
Context); 4. The Center-Cluster Structure (The Center, The Cluster,
The Center-Cluster Staff, Relationship of Center to Cluster to
College, A Concluding Remark); 5. Governance: The People Network
(Center Governance, Cluster Governance, College Governance); 6. The
College Infrastructure (Academic Senate, Student Government,
Classified Staff, Intra-College Committees, Association of Subject
Areas); 7. The District (A Third College Without Campus, the District
Administration); 8. The Question of Cost (Some Initial Qualifiers,
Comparison at the College Level, Comparison at the District Level);
and 9. Some Caveats (Human Problems, Structural Problems). A
bibliography, index, 9 charts, and 12 tables are included. (DB)

EVERYMAN COMMUNITY COLLEGE:

A CLUSTER MODEL

Charles C. Collins

Dean of Humanistic Studies
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Acknowledgment

This is to acknowledge the significant contribution of
Professor Dale Tillery to the conceptualization of the
cluster college model described in this book.

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Preface

This book pieces together a cluster college model for community colleges. Since cluster community colleges do not yet exist, such model-development has to be a creative enterprise rather than a research project. No apology is made for this: innovation requires more of an imaginative look at what could be than an objective report on what is.

Even so, the model to be described in this book was not just armchair speculation. The designs were made at the request of real colleges, in the context of real colleges, and subjected to the criticism of staff members of real colleges. The model grew out of the thinking and experience of people with a high level of sophistication in community college education. The credentials of those involved in the creation of this model become evident in the brief history which follows.

Early in March of 1970, Dr. Otto Roemmich, Superintendent/ President of San Jose Junior College District, reported that his district was committed to building a second college and that board, administration, and faculty were all casting about for new and better ways of organizing the new college. He asked if Programs in Community College Education, University of California at Berkeley, would arrange a colloquy in which

strategies for change and models for change would be discussed.
Shortly thereafter, Dr. Joseph Blanchard, President/Superintendent
of San Joaquin Delta College District, expressed a similar
interest in evaluating their reorganization to a "house plan"
not unlike that previously instituted at Cypress College.

A joint meeting of teams of representatives from San Jose
City College and San Joaquin Delta College was arranged.
Reinforced by contributions from Dr. Thomas Cottingim and
Dr. Ernest Palola, Professor Dale Tillery and the author did
act as catalysts and provocateurs to a lively discussion on
the process of institutional change. As the subject narrowed
to structural change within the community college, some rough
ideas on clustering were sketched out.

Not long after this conference, Dr. Roemmich invited
Professor Tillery and the author to meet with the committee
charged with planning the San Jose District's second campus,
later to be called Evergreen Valley College. At this super-
charged session, well attended by faculty, administration,
and board members, all of whom were in good voice, a great
deal was learned about both the positive and the negative
dynamics of change. It was also at this meeting that a first
attempt to articulate the shape and dimension of the cluster
concept was made.

This planning session was followed by a challenge by
Dr. Roemmich to commit to paper the basic

notion of how centers made up clusters and how clusters made

up the college. Once this was done, it became necessary to

show how the people fitted into these organizational modules;

to develop the people-network. This raised further questions

regarding the infrastructure of the college, the ramifying

effect of the cluster college on the district organization,

and the comparative cost of the cluster versus the traditional

model.

In the meantime, Professor Dale Tillery had

done a nationwide survey on present and future organizational

patterns in community colleges. Throughout the same period

the   author   was working with Contra

Costa District Superintendent Karl Drexel and Los Medanos

President John Carhart in thinking through the philosophic

postulates upon which Los Medanos College would be founded.

Discussion of the potentialities of the cluster model

with Dr. Ernest Berg, President of Indian Valley College,

led to an invitational cluster college symposium in which

teams from Indian Valley College, from Cypress College, from

Chabot College, from Evergreen Valley College, from DeAnza

College, from San Joaquin Delta College, and from College of

San Mateo exchanged information on their own experiments

and graciously listened to theoretical analyses of this cluster

model.

Out of all this was refined the model of a cluster

community college which is described in this book. This

model is not Evergreen Valley College, although the author
will be highly complimented if this new college being built
in San Jose closely resembles this conceptualization. This
model is not Los Medanos College, although the philosophic
underpinnings will have much in common. This model is not
Indian Valley College, nor Cypress College, nor Chabot College,
nor any other colleges experimenting with new organizational
patterns, although the author does recognize his indebtedness
to each of these innovators. This model does not exist in
reality. It exists only in the minds of those who had a
part in developing it. Hopefully, some readers of this book
will shape this model to their own local context and will
then transform idea into fact. Until then, and for the
purpose of identification throughout this book, it will be
called Everyman Community College, a sister college to City
Junior College in the Metropolitan Junior College District.

Berkeley, California   Charles C. Collins

March, 1973

Chapter 1

NEED FOR A NEW ORGANIZATIONAL MODEL

Since the mid 1960's, education in general and higher
education in particular has been everybody's whipping boy.
But, by 1972 the United States was spending $24 billion to
operate 2,573 colleges which were providing some form of
higher education to over 8.5 million citizens (The Chronicle
of Higher Education, 1972). A social institution of this
magnitude cannot be all bad.

Actually, anyone who has travelled in or read about
the various countries of the world is obliged to be im-
pressed with the high degree of correlation between univer-
sal education and the general welfare of the people. Even
societies with universal elementary education are better
off than societies where illiteracy is rampant. "Every
society buys the education it can, or thinks it can afford
and ends by being able to afford the kind of education it
has bought" (Collins, 1969, p. 39). Most Americans would
still agree with this 1964 statement of the Educational
Policies Commission: "The goal of universal education be-
yond the high school is no more utopian than the goal of
full citizenship for all Americans, for the first is be-
coming prerequisite to the second. If a person is adjudged

incapable of growth toward a free mind today, he has been
adjudged incapable of the dignity of full citizenship in
a free society. That is a judgment which no American con-
scious of his ideals and traditions can lightly make" (Educa-
tional Policies Commission, 1964).

Viewed through a telescopic lens, higher education in
America looks pretty good, even deserving of some applause.
If a microscopic lens is substituted, then all the defects
which previously were not noticeable suddenly come into focus.
Higher education, which seemed like an entity, subdivides
into prestigious private universities, mammoth and sometimes
equally prestigious state universities, liberal arts colleges
ranging from elegant to shoddy, state colleges on their way
from normal schools and cow colleges to the goal of university
status and, finally the fast-growing community colleges.
These peoples-colleges pop up at the rate of one a week and
now number over 1100 and enroll a student body of over 2.7
million (American Association of Junior Colleges, 1972, p. 90).

When the microscope is narrowed to view just community
colleges, some rather serious structural faults appear.
When the microscope is finely adjusted so that it singles out
just one community college, numerous flaws in organizational
structure and several danger points become apparent. Such a

perspective gives weight to the thesis of Amatai Etzioni (and an underlying thesis of this book) that the easiest way to change peoples' behavior is to change the structure within which they operate; "Solving social problems by changing people is apparently less productive than accepting people as they are and changing their circumstances instead" (Etzioni, 1972). Changed external circumstances trigger internal change within the people and then the dynamic becomes reciprocal and inter- acting.

Three Structural Anomalies

The name "junior college," and even more "community college," evokes an image of a local, friendly little college where most of the students know each other and where the staff works as an integrated team to effect educational miracles. In the decades before the 1960's this was more or less true and even now a few such colleges exist--at least for their first year or so. However, for most community colleges in the 1970's this description has little if any relationship to reality.

The fact is that metropolitan and suburban community colleges are big and are going to grow bigger. Miami-Dade Junior College in Florida has over 30,000 students enrolled in its day and evening programs. Of course, not many community

colleges could match these outsized enrollment figures yet

many metropolitan campuses have been master-planned for

nine or ten thousand students. Herein lies the anomaly,

for community colleges were simply not structured for such

numbers. Unfortunately, they have grown by rapid accretion,

not by design; more sections are added, more courses are

added, more instructors are added, more administrators are

added, and more bureaucracy is added. In this blind process

their goals get violated, for community colleges were de-

signed to be student-centered, to offer a close and con-

tinuing relationship between student and teacher, to recognize

and cultivate the value of individual differences, and to

offer each student a friendly and helping hand as he explores

his world and seeks to find himself and his place in the

world.

These goals are possible when the structure allows the

staff and the students to know each other; to know each other

very well. They become hollow orthodoxies(still mouthed to

pass bond elections and still overworked as shibboleths in

commencement addresses) when burgeoning size makes even

staff members strangers to each other and alienates the

students by making them mere products on an educational

assembly line. So--the paradox to be solved, the conundrum

is how to provide, at the same time and within the same
institution, opportunities for great numbers and an inti-
mate learning community in which staff and students have
genuine concern for each other.

A second structural anomaly also becomes increasingly
evident with increasing size. Authoritarian administration
sooner or later provokes confrontation and, at the other
end of the continuum, participatory administration usually
generates chaos and diminishes staff productivity. Again,
when community colleges were quite small, say a student en-
rollment of 1500 with a staff of 50, the president with
his dean of instruction and dean of students could get
enough input from informal contact and from occasional
faculty or committee meetings to offer equitable and
reasonably democratic administration. This becomes much
more difficult when the enrollment bounces to 6,000 and
the staff to 200, or worse, when the enrollment multiplies
to 12,000 and the staff to 400.

What has resulted all too frequently in fast growing
community colleges is a great proliferation of committees,
each spending countless hours in understanding and mis-
understanding problems and in compromising their solutions
with recommendations which might never be heeded and, indeed,
might not deserve to be. This does not imply that the

faculty and students serving on such committees are fools,

nor that the administrators are innately evil

men.   However, this structure does make it easy for

faculty and administration to begin to see each other in

just such negative lights and in adversary positions. Such

an internal governance structure spawns a militant faculty

and an intransigent administration; hence, the rise of

power-conscious academic senates, the increased frequency

of confrontation, and the shortened professional life and

rapid turnover of chief administrators. The problem is

that participatory democracy works only when the numbers

are small enough for the people involved to participate in

a meaningful way. At a size quickly reached, participatory

democracy has to be linked into representative democracy.

The third structural anomaly begins with the conflict-

ing recognition that all knowledge is interconnected but

that knowledge has to be ordered in some way. The most

convenient and the most politic way to order it is by the

disciplines in which the various faculty members are special-

ized. That is the way the universities prepare teachers

to order knowledge and the way in which most faculty feel

security and comfort. Since the faculty is an organized,

articulate, powerful bloc, its security and its comfort

becomes a political fact of overriding importance.

Community college students have rather docilely accepted this rigid departmentalization of knowledge. Perhaps the young and/or inexperienced tend to accept whatever they find in the world as being the natural order of things. To be sure, some community college students have grumbled about irrelevancy and an absolutely appalling 50 percent or more have registered their evaluation of the worth of the education they were getting by becoming attrition statistics by the end of their first year (Medsker and Tillery, 1971). They have indeed voted with their feet.

A more logical, if less political, case can be made for the structure of a college to reflect the interconnection and interrelationship of all knowledge. Most learning theorists conclude that people are searching for meaning and that only those with unusual power of abstraction are able to integrate bits and pieces of information or even separate channels of knowledge into meaningful wholes. Most community college students do not have unusual powers of abstraction. They need more help in synthesizing a world view, in fitting the jig-saw puzzle together.

Any first course in a discipline tends to be organized primarily as a prerequisite for the second course in that discipline, the second course for the third, and so on. This

kind of high specialization has been criticized even at the university because contemporary research, too, cuts across old boundaries. If a narrow discipline is inappropriate for the university student, it is even more inappropriate for the community college student. Tunnel-learning makes little sense for those students (70 to 80 percent) who will terminate their education before or at the two-year level. The community college represents their best, if not last, chance to "put it all together," to develop some understanding of a complex world. It makes equally little sense for those students (20 to 30 percent) who will transfer, for they need a broad base upon which to build the increasing specialization of the upper division and post-graduate years (Collins, 1972).

The Department: A Critical Analysis

Academic departments began as part of the solution and ended up becoming part of the problem. They were organized in American universities in the latter half of the nineteenth century to resolve those structural anomalies just described; to subdivide big into small, to involve the faculty in governance, and to give order to the explosive proliferation of knowledge. They were transposed to the undergraduate level as counterparts of the multivocational graduate schools, the rapid addition of which

were converting colleges into universities. Organized as a means to give voice to the faculty in the governance of the university, they soon fought to become autonomous fiefdoms within the feudal hierarchy of the university. Finally, departments grew out of the necessity for some categorical order to be imposed on an elective curriculum with literally thousands of highly specialized courses.

As a means of organizing a university, departments have some rather obvious merits. Departments, or to be more accurate, disciplines, claim to teach a method of inquiry and thought (Phenix, 1964). No doubt some do, although it is questionable whether many departments teach how this methodology can be generalized to thinking outside the discipline. Further, it is a moot question whether one set method of inquiry and thought acts more to open and free the mind or to constrict it.

Departments do enhance faculty compatibility for they bring together people who can speak each others' esoteric language and who have like preparation and similar interests. Departments provide a psychological home for their faculty members and sometimes even an academic identity for their students. No doubt some economies are achieved by bringing together in one geographical spot the staff, the students,

the laboratories, the equipment, the reference material, and
so on. This centralization does facilitate research, for the
massing of specialists and the interaction which follows
from it certainly should result in the generation of ideas
and new knowledge. In an informal, haphazard way the depart-
mental structure sometimes even provides in-service develop-
ment for teachers, although the emphasis is usually long on
subject matter and short on professional development.

When junior colleges began to develop, slowly in the
first half of this century and rapidly during the last two
decades, they built according to the university departmental
model even though it poorly fitted the purposes of the insti-
tution they were building. Community colleges are supposed
to be student-centered and learning-oriented but departments
are basically faculty-centered and teaching-oriented. Further, such
teaching is viewed as the dissemination of information, usually
by means of the formal lecture, and the concommitant attitude —
is that those who are "college material" will get it and the
rest do not belong in college anyway.

To some educational theorists, departments are anathema
to all undergraduate education, the university included, for
they almost force both faculty and students into a specializa-
tion that is rigid, narrow, parochial, unbalanced, and with an

almost incestuous drive for self-replication. Although
there might be serious justification for combination of such
specialization at the graduate school, at the junior/community
college it is absurd. Of course, departmentalization plays
into the hands of some technical/vocational instructors and
some technical/vocational students who confuse training
(the part) with education (the whole) and who see the role
of the community college to be that of a training school.
This advocacy of high specialization contributes to the
separatism of the so-called terminal function of community
colleges, to its invidious comparison with the transfer
function, to its reduced prestige, and to its low enrollments.

The department reinforces a mind set on the part of
faculty and students that knowledge itself is compartmentalized
when clearly it is not. The teacher in a department tends to
feel he is obliged to concern himself only with the knowledge
falling within the confines of his discipline. Indeed, he may
not only feel insecure but even unprofessional if he ventures
outside his field of expertise. Also, department-oriented
teachers frequently feel a compulsion to cover every detail of
"their" subject which leaves them no time to interrelate it
to other bodies of knowledge.

The student, on the other hand, is trying to make
sense out of what he is experiencing. He is searching

for a holistic understanding, for some relevancy to his own life and to the questions and problems that perplex him. For each teacher to strictly follow the departmental approach makes little sense unless it is assumed that students will be able to integrate the knowledge, to draw the conclusions, to synthesize all they have learned, and to extract the implications from it. This requires a power of abstraction and an intellectual turn of mind that most community college students do not yet have. It should come as no surprise when many, if not most, give up the unequal struggle and chalk up college as another failure experience.

Specialization seems to spawn further specialization. As Richard Yeo put it, "departmentalization, the product of specialization, like an abnormally productive amoeba, begets more specialization ... ." (Yeo, 1970). It is now not unusual to find in a moderate sized community college as many as 20 to 25 departments. Even that ultimate absurdity, the one-man department can be found. The more firmly established these departments are the more the faculty members give priority to departmental goals over the institutional goals of the college. New faculty members, fresh from their experience with the highly departmentalized university, are quick to pick up the prevailing values, attitudes, and goals of the

department to which they are assigned, and, since their lives orbit within the gravitational pull of their respective departments, they may never come to identify with the college nor with the philosophy to which it subscribes.

The Department: A Status Study

In the spring of 1970, Dale Tillery made a study of current and predicted organizational patterns in community colleges. He surveyed the presidents of 688 public two-year colleges concerning present campus organization and the likely directions of change. Almost 80 percent of the presidents responded and in some of the so-called pacesetter states (California, Florida, Illinois, Michigan, New York, Texas, and Washington)[*] the response was over 90 percent. The study, entitled "Variation and Change in Community College Organization," contained a wealth of data but only those facts which are germane to the comparison of the departmental model with the cluster college model will be reported here (Tillery, 1970).

In 1970, the organizational pattern in 95 percent of public two-year colleges was some variation of the departmental model--by department, by division, or by department within division. The percentage figures for pacesetter states, for other states, and by total are presented in Table 1.

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[*] A categorization used by Leland L. Medsker and Dale Tillery in their book Breaking the Access Barriers: A Profile of Two-Year Colleges.

TABLE 1

EXISTING ORGANIZATIONAL PATTERNS

(Reported in percentages by pacesetter states and other state groups)**

ORGANIZATIONAL PATTERN AT COLLEGE NOW	PACESETTER STATES							OTHER STATE GROUPS			
	CAL *(96%)	FLA (88%)	ILL (84%)	MICH (96%)	N.Y. (73%)	TEX (71%)	WASH (90%)	A (68%)	B (84%)	C (67%)	TOTAL (79%)
Departments only	32.9	21.7	5.9	38.9	28.0	33.3	44.4	25.0	25.2	35.7	28.6
Divisions only	44.7	26.1	52.9	36.1	56.0	14.8	18.5	29.2	41.5	21.4	35.1
Departments within divisions	20.0	43.5	41.2	19.4	8.0	51.9	29.6	42.4	26.8	35.7	31.6
Cluster organization (satellite centers mini-colleges, etc.)	0.0	4.3	0.0	2.8	4.0	0.0	7.4	1.4	1.6	0.0	1.7
Other	2.4	4.3	0.0	2.8	4.0	0.0	0.0	2.1	4.9	7.1	3.0

SOURCE: Dale Tillery, "Variation and Change in Community College Organization: A Preliminary Report to the Presidents of California Community Colleges". Berkeley, California, Sept. 1970, page 16. From the Community College Organizational Change Study, 1970.

*Percentages of cooperating public two-year colleges are shown in parentheses under each state or group of states.

**Percentages of total undergraduates in two-year colleges: Cal. 61.2; Fla. 52.0; Ill. 35.0; Mich. 34.2; N.Y. 30.5; Tex. 28.7; Wash. 48.6; Group A 20-30; Group B 10-20; Group C 10 or less. Total U.S.A. 29.0.

The department/division organizational model may appear

mor. cast in concrete than it actually is. Almost 40 percent

of the presidents who were queried reported they expected their

colleges to change the pattern by which instructional pro-

grams were organized. Those anticipating change indicated

they expected it to occur early on; even in 1970, and cer-

tainly by 1972 or 1973. Of course, presidents are more prag-

matists than prophets and are likely to report "no change ex-

pected" unless they clearly see the change on the immediate

horizon. The surprising fact is that many presidents did

see structural change dead ahead. This conclusion is made

evident and is broken down in a more discriminating way in

Table 2.

_____

Table 2 About Here

_____

The presidents are not just passive reactors to change

initiated by others. They rate themselves as having the highest

concern for organizational change and the highest involvement

in planning for such change. Of course, it was they who made

the ratings, and presidents are not likely to see themselves

as foot-draggers or even as followers in the process of change.

In their perception, the administrative officers rank highest

in concern and involvement and the students rank lowest. No

TABLE 2

EXPECTED DATE OF CHANGE IN ORGANIZATIONAL PATTERNS

(Reported in percentages by pacesetter states and other state groups)**

WHEN CHANGE EXPECTED IN ORGANIZATIONAL PATTERN	PACESETTER STATES							OTHER STATE GROUPS			
	CAL *(96%)	FLA (83%)	ILL (84%)	MICH (96%)	N.Y. (73%)	TEX (71%)	WASH (90%)	A (68%)	B (84%)	C (57%)	TOTAL (79%)
No change expected	61.0	73.9	62.5	50.0	52.0	48.1	73.1	61.4	66.1	69.2	62.0
1970	11.0	13.0	18.7	23.5	8.0	0.0	11.5	12.1	10.7	11.5	11.7
1971	8.5	4.3	18.7	17.6	24.0	25.9	3.8	12.9	6.3	15.4	11.7
1972	8.5	8.7	0.0	8.8	16.0	14.8	3.8	6.4	8.9	0.0	7.8
1973	6.1	0.0	0.0	0.0	0.0	7.4	0.0	5.0	3.6	3.8	3.7
1974	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	1.8	0.0	0.4
1975	2.4	0.0	0.0	0.0	0.0	3.7	7.7	0.0	2.7	0.0	1.6
After 1975	2.4	0.0	0.0	0.0	0.0	0.0	0.0	2.1	0.0	0.0	1.0

SOURCE: Dale Tillery, "Variation and Change in Community College Organization: A Preliminary Report to the Presidents of California Community Colleges". Berkeley, California, Sept. 1970, page 5. From the Community College Organizational Change Study, 1970.

*Percentages of cooperating public two-year colleges are shown in parentheses under each state or group of states.

**Percentages of total undergraduates in two-year colleges: Cal. 61.2; Fla. 52.0; Ill. 35.0; Mich. 34.2; N.Y. 30.5; Tex. 28.7; Wash. 48.6; Group A 20-30; Group B 10-20; Group C 10 or less. Total U.S.A. 29.0.

doubt this is an accurate perception for, although students

may be deeply disgruntled, students do not have the experience,

the intimate knowledge, nor the confidence in their own power

to become the creators of models for change. Faculties are

much better qualified as change agents and are quite capable

of either initiating change or blocking it. They are probably

better at blocking change than initiating it, for their numbers

make them a formidable obstacle but not nimble-footed in leader-

ship. At any rate, Chart 1 shows the perception the presidents

have of the concern for change and the involvement in planning

for such change for each of several campus and community groups.

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Chart 1 About Here

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The questions next posed to the presidents in this 1970

study were designed to get at the direction of the change

desired. The beginning, and admittedly oversimplified, answers

are revealed in Table 3: a) The conceptual basis for instruc-

tional units in $\pm$70 percent of the colleges is that of subject

matter areas (departments or divisions) but only $\pm$25 percent

would prefer to keep this organizational rationale if reorganized;

b) Less than 10 percent are organized along interdisciplinary

lines yet close to 50 percent would prefer the interdisciplinary

CHART 1

CONCERN FOR ORGANIZATIONAL CHANGE AND INVOLVEMENT IN PLANNING FOR SUCH CHANGE FOR SELECT CAMPUS AND COMMUNITY GROUPS IN PUBLIC TWO-YEAR COLLEGES*

Presidents

Deans

Superintendents

Dept./Div. Chairman

Faculty Senates

HIGH CONCERN - HIGH INVOLVEMENT

Academic Faculty

Voc./Tech. Faculty

Trustees

Student Governments

LOW CONCERN - HIGH INVOLVEMENT

Business Community Groups

Community Service Groups

Ethnic Community

Adult Students

Student Clubs

Community Labor Groups

HIGH CONCERN - LOW INVOLVEMENT

Faculty Prof. Groups

Faculty Unions

Ethnic Students

LOW CONCERN - LOW INVOLVEMENT

Students Fields of Study

CONCERN FOR ORGANIZATIONAL CHANGE

INVOLVEMENT IN PLANNING FOR ORGANIZATIONAL CHANGE

3.0   2.5   2.0   1.5

1.5   2.0   2.5   3.0   3.5

SOURCE: Dale Tillery, "Variation and Change in Community College Organization: A Preliminary Report to the Presidents of California Community Colleges". Berkeley, California, September, 1970, page 7. From the Community College Organizational Change Study, 1970.

*These data are reported by presidents of 542 two-year colleges (79% return). A score of 1 = none, 2 = some, 3 = quite a bit, 4 = very much. The number of cases vary by category since some presidents reported certain categories to be non-existent. For example, 292 colleges out of 542 reported the existence of faculty unions.

approach if reorganization were to occur; c) only Texas, among

the pacesetter states, has a respectable number of colleges

using problem areas or career programs as the organizational

basis for instructional units yet ±17 percent of all states

would prefer this as the model for reorganization. The more

exact figures for these conclusions are given in Table 3.

- -

Table 3 About Here

- -

Not many community colleges in the United States have yet

been organized along the cluster college model. A few variations

on this model come to mind: DuPage College in Illinois, the

satellite centers of Rockland College in New York, the house

plan of Cypress College in California, and the cluster experi-

ment of Crafton Hills also in California. Others are on the

drawing boards or are in the organizational phase. Admittedly,

there are not many shining examples, yet there are some signs

that the cluster college concept is an idea that is beginning

to ride an upward crest. When the presidents in the Tillery

study were asked to indicate the most likely pattern of organi-

zational change, ±20 percent of those in the pacesetter states

predicted some variation of the cluster model. Very few said

that "departments only" or that "divisions only" would remain

TABLE 3

PRESENT AND PREFERRED CONCEPTUAL BASIS FOR INSTRUCTIONAL UNITS
(Reported in percentages by pacesetter states and by other state groups)**

CONCEPTUAL BASIS FOR INSTRUCTIONAL UNITS	PACESETTER STATES							OTHER STATE GROUPS			
	CAL *(96%)	FLA (88%)	ILL (84%)	MICH (96%)	N.Y. (73%)	TEX (71%)	WASH (90%)	A (68%)	B (84%)	C (67%)	TOTAL (79%)
A. Subject Matter Areas:											
1. As now organized	81.9	81.0	100.0	76.5	95.7	59.3	85.2	57.6	72.6	50.0	71.2
2. Preferred if reorganized	26.9	16.7	7.7	8.8	38.1	13.0	37.5	26.2	28.7	32.1	25.6
B. Interdisciplinary Programs:											
1. As now organized	7.2	4.8	0.0	11.8	0.0	3.7	0.0	10.1	6.0	6.7	6.8
2. Preferred if reorganized	56.4	50.0	69.2	58.8	42.9	43.5	33.3	36.1	46.3	35.7	45.4
C. Problems Areas or Career Programs:											
1. As now organized	1.2	0.0	0.0	0.0	C.0	22.2	0.0	16.5	8.6	10.0	8.3
2. Preferred if reorganized	6.4	11.1	23.1	20.6	14.3	21.7	8.3	23.0	17.6	17.9	16.9

*Percentages of cooperating public two-year colleges are shown in parentheses under each state or group of states.

**Percentages of total undergraduates in two-year colleges: Cal. 61.2; Fla. 52.0; Ill. 35.0; Mich. 34.2; N.Y. 30.5; Tex. 28.7; Wash. 48.6; Group A 20-30; Group B 10-20; Group C 10 or less. Total U.S.A. 29.0

on the wave of the future. True, $\pm$50 percent predicted depart-
ments within divisions, but perhaps in a vague way their vision
was parallel to the centers within clusters which will be fully
explicated in the model to be presented in this book. This, of
course, is speculation, yet Table 4 does reflect a moving away
from departments and divisions and a moving toward the more
interdisciplinary approach inherent within the cluster concept.

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Table 4 About Here

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In this chapter, the need for a new organizational model
has been explored. Three structural anomalies within community
college organization were described. An indictment was levelled
against the department. And finally, a study of variation and
change in community college organization was reviewed. All of
this was kept at a background level and was not brought directly
to focus on the cluster model which will be the substance of
this book. Before beginning to outline the shape and draw in
the details of this model, some attention should be given to
the dynamics which will determine whether or not such change
is possible.

TABLE 4

MOST LIKELY PATTERN OF ORGANIZATION CHANGE

(Reported in percentages by pacesetter states and by other state groups)**

MOST LIKELY PATTERN IF ORGANIZATION CHANGED	PACESETTER STATES							OTHER STATE GROUPS			
	CAL *(96%)	FLA (88%)	ILL (84%)	MICH (96%)	N.Y. (73%)	TEX (71%)	WASH (90%)	A (68%)	B (84%)	C (67%)	TOTAL (79%)
Departments only	3.8	4.5	6.7	2.9	13.0	3.8	13.6	10.9	7.1	17.4	8.1
Divisions only	23.1	13.6	53.3	17.6	26.1	23.1	22.7	22.7	22.1	34.8	23.6
Departments within divisions	50.0	54.5	20.0	52.9	43.5	53.8	50.0	51.6	58.4	43.5	51.4
Cluster organization (satellite centers, mini-colleges, etc.)	20.5	22.7	20.0	20.6	17.4	19.2	13.6	14.1	8.8	0.0	14.7
Other	2.6	4.5	0.0	5.9	0.0	0.0	0.0	0.8	3.5	4.3	2.3

SOURCE: Dale Tillery, "Variation and Change in Community College Organization: A Preliminary Report to the Presidents of California Community Colleges". Berkeley, California, September, 1970, page 17. From the Community College Organizational Change Study, 1970.

*Percentages of cooperating public two-year colleges are shown in parentheses under each state or group of states.

**Percentages of total undergraduates in two-year colleges: Cal. 61.2; Fla. 52.0; Ill. 35.0; Mich. 34.2; N.Y. 30.5; Tex. 28.7; Wash. 48.6; Group A 20-30; Group B 10-20; Group C 10 or less. Total U.S.A. 29.0

Chapter 2

DYNAMICS FOR CHANGE

Imagine, for the purpose of the model-building which will follow, a western American city with a population of about 400,000 inhabitants. This city has, for several decades, had a junior college which, during the 1960's experienced a doubling and a tripling of its enrollment.

It has been a good college, yet in the last few years its faculty, its administration, and its board of trustees have all felt that something has gone wrong, that the college suffers from some malaise, that it is no longer meeting the hopes and promises it once offered the people of the city. The students are restive. The more liberal faction of the faculty is very receptive to new ideas. The administration realizes that increased numbers makes continuation of the status quo impossible and is turned off by the prospect of just building a twin to the first college to accommodate growth.

The administration recommends to the board that a second campus, Everyman Community College, be created and that it be designed as a cluster college. The board of trustees is not disinclined toward this recommendation but asks for an inquiry into the social dynamics prompting change, the pre-conditions required for planned change, and a beginning

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conception of the form this planned change might take.

The administration responds to this request and, working with students, faculty, and consultants, begins to ferret out some of the reasons why the great promise of community colleges often remains unfulfilled. Some of the culprit factors have been obvious to them for years and others have been long suspected. They come to see that these factors are actually the creative tensions which are pushing them toward change. These pressures have disrupted the stasis, the equilibrium, the balance of the past, have jarred the complacent from the comforts of the status quo, have pushed even the cautious toward welcoming the opportunity for bold innovation, and perhaps have engendered both the fears and hopes inherent in institutional renewal. The analysis of the dynamics which they submit to the board reads as follows:

Creative Tensions

Social institutions such as colleges do not change unless they have a readiness for change. This readiness grows out of tensions which can be channelled to creativity or can build up to destructive explosions or equally destructive erosion. Most observers of the educational scene-- and who in this society are not observers of the educational

scene--have experienced these tensions long enough to have developed a familiarity that obviates any need for long explication; one or two sentences, a paragraph perhaps, will trigger the mind to fill in supportive thought.

The first tension, previously discussed in a different context, is the incompatibility of structure with size. Junior colleges could be academic communities when they had enrollments of 800, 900, or 1,000; but how, with existing structures, can community colleges develop a sense of community when enrollments reach 5,000, 8,000, or 10,000? The resulting effect of explosive growth is an inexorable progression from organization to bureaucracy to regimentation.

Increased size has increased the rigidity of hierarchy. The hierarchical pyramid tends to isolate the board and administration just as it tends to make insignificant the individual staff member and to demean the student. The communication links among board, administration, faculty, and students become tenuous, frequently break, and fragmentation follows. Since the fragments are human--made up of people--it should come as no surprise that these fragments often become self-serving and antagonistic to the power structure and to each other.

There is a second incompatibility, also destructive to creating an integrated college: the incompatibility of structure

with goals. The highly touted goal of community colleges
is to help each student develop as an integrated, self-
fulfilling man. The internal structure of these colleges
often fosters only a fragmented dissemination of informa-
tion--each instructor teaching his narrow discipline. The
goal is universal opportunity for continuing education be-
yond high school. The structure, on the other hand, still has
many aspects of the elitist university which is openly and
admittedly designed to winnow out those not cut to A.B., M.A., or Ph.D
specifications.

The third tension arises out of the loss of institu-
tional identification and a drift toward individual aliena-
tion. In a small college, where the staff knows the students
and where the students know each other, the social climate
fosters a sense of belonging and builds identification with
the institution. In colleges where the president may not
even know all the staff and where most of the students have
never even seen the president, there can hardly be easy com-
munication or a feeling of being a vital part of an academic
community.

Both students and staff members need little universes in
which to gravitate--units like the neighborhood or small town
where familiarity and acceptance are almost guaranteed. This
basic need accounts for many instructors

identifying with their disciplines, with their departments,
rather than identifying with the primary goals of the insti-
tution. Unfortunately, most community colleges have not
provided these little universes; maybe in a small way for
faculty, but not at all for students.

The historic separation of functions within the junior
college seems to be leading toward a divisiveness among
functions. As in Orwell's _Animal Farm_, some are more equal
than others. The technical/vocational or, as it is thought-
lessly called, the terminal function, has had this problem of
status almost from the beginning. This tension of prestige
differential has frequently been given institutional endorse-
ment through structural, if not geographic, separation of
the vocational education function from the more prestigious
transfer function.

The terminal transfer separation is only the most obvious
example of divisiveness. There are others. The same problem
obtains with the remedial function. Extended day programs are
often pale and inappropriate imitations of the daytime offerings.
Community services are often looked upon as frilly entertainment
and are rich or poor depending on whether they can garner
special tax monies or extramural funds. Those serving the
student personnel function, once seen as the champions of the
students, are now under fire because of their retreat to a counseling
fort well secured by closed-door cubicles, by long-range

appointment schedules, and by a front line of defending clerks. The point: organizational structure has often fostered divisiveness rather than diminishing it.

The fifth tension is the growing awareness of the need for the organizational structure to fit the new power dynamics. Prior to this last decade, the flow of power was very channelled and followed the physical principle that flow is from top to bottom. A pyramid with the president on top and the board of trustees levitating above him seemed natural, inevitable, and eternal. Not so now! There are power sources in every segment and the flow can be upward or downward--academic senates, faculty organizations, student power, the unions of the classified staff, the power of the state board of governors, and the power of charismatic leaders (in or out of the administration) who build constituencies that make them quite independent of the legal power structure.

The problem now is to analyze the reality of the new power dynamics and to try to incorporate these power blocs into a structure that provides for their contributions to policy formulation, thereby allowing them to work within the system; giving them an option more viable than that of confrontation. Conflict of wills is part of the human condition; the mark of leadership is not to avoid or suppress conflict, but rather to manage it.

Still another tension is created by the countervailing forces of centralization and autonomy. The pressures of population, the money crunch, and the increasing demand for efficiency move the community college toward centralization, toward large campuses in multi-campus districts, toward control by coordinating councils and state boards of governors. At the same time, the need for self-actualization, for acceptance of individual differences, and for breaking the traditional mold sets up counter drives toward autonomy, toward creation of small universes, and toward demands for voice in the making of significant decisions.

The seventh, and the last of the potentially creative tensions, grows out of the twentieth century paradox of a technology that demands high specialization but in a world that is shrinking into a global village. The hope is that the totality of educational experiences will shape the student into something resembling an educated man. But men are not made in an additive fashion, and the organizational structure of the college does not often provide for coordinating all the necessary interdependencies, e.g., the course objectives and course content in the department of police science do not get coordinated with the course objectives and course content in the department of

sociology. "Special studies," says Buckminster Fuller, "are studies that produce specialists, and specialists are people about to be replaced by computers. The main task of the human intellect is to put things together in comprehensive patterns, not to separate them into special compartments" (Taylor, 1970).

Pre-Conditions Required for Planned Change

There are certain conditions that must prevail if planned change is to occur with any chance of success. These pre-conditions are: 1) resources, 2) institutional readiness for change, 3) establishment of priorities, 4) strong advocacy, and 5) broad participation.

Education cannot be bought on the cheap and the model which is being conceptualized is no exception to this truism. The board of trustees must give reasonable guarantees that there will be sufficient resources to make Everyman Community College into a distinguished institution. There must be sufficient people--hopefully dedicated ones--to staff it. There must be money, not just for creation of a standard, traditional college, but enough to finance promising innovations. There must be facilities and these facilities should, in essential regards, follow the cluster concept developed and endorsed by the professional staff.

"An organization, in order to be amenable to change, must be open to self-study and analysis" (Cottingim, 1971, p. 37-38).

The creative tensions just outlined speak to the point of
institutional readiness for change. These tensions ...re omnipresent;
hence also within the Metropolitan District of which Everyman
Community College will be a part. They can be utilized
and point the road toward corrective change, or they can
be road-blocked and corked-up until they burst forth in most
disruptive fashions or until they erode away good will,
commitment and morale.

Sooner or later there has to be some agreement on prior-
ities; a reasonable consensus that this is more important
than that, that X has a higher priority than Y. To have
such an ordering of priorities, the people concerned have
to know where they are coming from, what their basic philo-
sophic tenets really are. Further, they must have the big,
if perhaps vague, picture of what the future will be like.

Hopefully, self examination will lead this district to the
commitment that the purpose of education is to help each man
experience more fully, live more broadly, perceive more keenly,
and feel more deeply in order to gain self-fulfillment and the
wisdom to see that his own fulfillment is inextricably tied to
the general welfare. Continuing dialogue should lead to a
consensus that vocational training for manpower, important as
it may be, is only one aspect of education for manhood. As to

the future, it is almost axiomatic that the pace of change

will accelerate, that education will be seen as a lifetime

process, and that people will need a broad enough educa-

tional base to change not only their occupation, but also

their whole world-view and style of life--perhaps not once

but several times.

Planned change requires some energetic and dedicated

advocates.

. All people cannot,

and most choose not, to be such advocates; but all should

be willing to honor those who try by giving them their

thoughtful attention. This advocacy has to be by articulate

spokesmen who can capture, meld, and articulate the ideas

of the many and, with some dispatch, guide them to the point

of decision and action.

It is wasteful and ultimately self-defeating for those

with institutional authority to disregard the multiple com-

petencies and leadership of those with whom they work. When

staff people see their potential contribution not wanted or

not seriously considered, their identification with the

proposal becomes stretched if not broken. The plain and

simple fact is that the planned change will not stick unless

there is wide commitment to it (McGregor, 1960).

The creative tensions existing within a college may push it toward the brink of change and, if the necessary pre-conditions for change are there, breakthrough may come quickly. But change to what? The direction which the change will take will follow the philosophic guidelines that exist in the minds of those effecting the change. They will have to examine and reexamine and continue to examine those difficult and controversial questions. What is the nature of man? What is the human condition? What is the educational context? These are the bedrock questions to which attention will next be turned.

Chapter 3

SOME WORKING POSTULATES FOR EVERYMAN COMMUNITY COLLEGE

People act upon the basis of that which they believe.

Every policy decision that is recommended for board action,

that comes from the superintendent's or president's office,

that is initiated by faculty or student groups, that is

manifested in day to day operation of a college could, if

time permitted, be traced back to a philosophic postulate.

But, the direction should be the other way. Decision and

action should grow out of a conscious and agreed upon philo-

sophic base.

If people are to know where they presently stand and

where they want to go, they need first to think about where

they are coming from. Certainly, those involved in the

creation and development of a new college need to think about

and arrive at reasonable consensus on the assumptions, the

premises, the philosophic postulates which will be the founda-

tion supporting the whole ediface which they will build.

What follows is an attempt to make capsule position

statements on the nature of man, on the human condition, and

on the educational context. Each postulate will be given

some elaboration as to its implications for educational

policies. Many, perhaps most of these postulates, will spark

controversy and are not expected to capture universal acceptance. They are offered not as points of arrival but as points of departure for depth thinking and depth discussion in the founding of Everyman Community College. It is difficult to be tentative, qualifying, circumspect, and modest, yet at the same time, condense a complex concept into bouillon cube size. The postulates are almost certain to sound either platitudinous or Delphian. Further, no listing of philosophic postulates could pretend to be a complete listing, yet a beginning must be made.

On the Nature of Man

Men and women are deserving of respect not only for what they are but for what they have the potential of becoming.

It is both fact and promise that most people have the potential to learn more than the most able now learn. William James, the great American psychologist, calculated that the normal human being is using less than 10 percent of his brain power (Otto, 1969). Can any educator who believes this, label a student with the tag "not college material"?

To know that potential dwarfs performance is most reassuring and to have the faith to act on it is most essential

to the whole concept of democracy. If the ordinary citizen
does not have the potential to learn to cope with an ever
more complex world, then rule by mental aristocrats makes
sense as does restricting higher education to a mental elite.
In an aristocracy, only the few who rule get educated and
the rest get trained to perform with efficiency and content-
ment the tasks assigned to them. In a democracy, everyone
has some voice in the big decisions, hence everyone needs
maximum education in order to participate with knowledge
and wisdom. As Robert Hutchins recently said: "The choice
is clear: either we should abondon universal sufferage or
give every citizen the education appropriate to free men"
(Hutchins, 1972, p. 47).

To any one person, the most important life extant is his own.

Society in the abstract may rule that the lives of some
people are more important than the lives of others, but in
the concrete, the questions must be asked, who is qualified
to make the ruling and what criteria shall be used in making
such an arrogant cost benefit analysis. If it were demonstrable
that some lives are more important than others, that responsible
people in authority are capable of making this judgment with
high validity, and that the criteria have been agreed upon by

consensus, then it might be reasonable to rule that this
person shall be admitted to college and that person shall
not. In the absence of any one of these pre-conditions,
the only equitable policy is one of equal opportunity, of
open door admission, of allowing each student to make his
own judgment on whether he can profit from the college ex-
perience.

*Man is a social being plagued by many fears. He needs a
primary group with whom to relate.*

Each person recognizes that his life is dependent on others
but in varying degrees. Strangers or near-strangers will be
callously indifferent to his dependency needs. It will be
the "significant others," those with whom he has established
more than a casual relationship, to whom he will turn for
protection against that which he fears and to whom he will
look for applause for his little victories and successes.
Without such a primary group a person will suffer from aliena-
tion even though constantly surrounded by hundreds or thou-
sands of strangers. If this is true of people in general,
it is even more true of college-age students who are breaking
away from the family and are in search of a new primary group
of "significant others," with whom to relate.

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

An educational system designed as a race or contest with a few winners and many losers may be right for a meritocracy, a natural aristocracy, but such a system is not right for a democratic society. Democracy recognizes that the plural needs of the society require full developments of the plural qualities of all the people. Unfortunately, schools and colleges have often modeled themselves along the lines of Social Darwinism, of survival of the fittest. This may serve the principles of capitalism but it does not serve the principles of democracy. For colleges to act as certifiers of the competence of people to perform certain employment functions should not mean that colleges become a culling machine. The most important human functions are to live as a decent human being, to act as an intelligent citizen, to lead a meaningful life, to relate with minimum harm and maximum benefit to other people. These crucial functions are not limited to any elite nor should preparation for them be so limited.

It is within the nature of man to try to maintain and enhance that which he experiences as his life. Levels of maintenance and enhancement of life are a function of learning. Hence, it seems reasonable to conclude that each person has a built-in motivation to learn.that which he perceives to be relevant to the maintenance and enhancement of his life.

An extreme example will prove the point: an infant has a mental age of an idiot and would remain one if it did not learn to maintain itself and to enhance itself. A normal infant does have a drive to learn and manages to learn an amazing amount at an amazing rate during its first few years of life. There appear to be many kinds of conscious and unconscious factors that complicate, even obstruct, the operation of this simple motivational system in the developmental life of every person. Nonetheless, if the postulate is true in essence, failure of students to learn is as much a failure of society's educational system as it is a failure of the students. If students learn at the D or F level, perhaps they have had D or F level teaching (Collins, 1965).

For most human endeavors, reward is a better motivator than punishment. Likewise, intrinsic reward is usually a better motivator than extrinsic reward.

Intrinsic reward is experienced when the person--the student--perceives the process, the moment to moment activity, as contributing to him and to his world (to his maintenance and to his enhancement). More often than not, academic punishment is counter-productive. Flunking students out of college is almost as absurd as discharging sick people from the hospital. The extrinsic reward of A to F grading sets up a system where some (those who need it most) have to lose if others are to win. Further, it encourages conformity and pandering and, for many, tends to confuse getting educated with getting good grades.

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

Mind cannot be separated from body; the brain is not a thinking machine that is neither oiled nor fuelled by emotional juices. Man is all of a piece and his emotions are part and parcel of him. Not much has been gained if his mind has moved beyond racism but his emotional attitudes have not. In this swirl of thinking and feeling, the teacher cannot stand as some authoritarian oracle or even as a dispenser of facts. The teacher needs to see himself as a facilitator of learning and as such he needs to be as much at home in the affective realm as he is in the cognitive domain. This point speaks to the issue of the initial preparation of teachers and, more

important, to the continued professional development of
faculty. If this is true for the classroom instructor,
it is doubly true for the counselor.

On the Human Condition

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

It is quite possible that the common man may have a
better head for wisdom than for detailed knowledge, for
wisdom probably flows as much from character as it does
from a vast storehouse of facts. Since mastery in many sub-
jects cannot be expected of the average citizen, great re-
liance on the inductive method in learning may be misplaced.
Those with average intellectual endowment may be better
served through help in extracting and understanding basic
principles followed by clear statements on the application
of these principles to the process and problems of living.
Command of a great array of facts may be less important than
understanding the implications of such facts. One does not
need a Ph.D. in biology to understand that a polluted world

becomes uninhabitable nor does one need expert military know-
ledge to know that major wars in a nuclear age can only be
lost, never won.

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

The level of competence required of the citizen to choose
wisely among known alternatives and thereby direct his own and
his society's destiny rises in direct proportion to the society's
increasing complexity. Most people are aware that scientific
and technological knowledge multiplies and particularly those
who have an economic and nationalistic orientation are usually
willing to support increased education on this basis alone.
However, many are less willing to see that the political,
social, and ethical complexities of the present society
have already outgrown the sophistication of the general
citizenry and that frightful dangers lurk behind oversim-
plified answers to such complex problems.

*Freedom is never absolute for freedom is really the capacity
to make behavioral choice among known alternatives on the
basis of the probable implications and consequences of that
choice.*

A person is not born free; he is educated to be free. He must have knowledge of the options open to him and must be able to analyze what the personal and social consequences of each option are before he truly has freedom of choice. Looked at this way, extending education for choice-making to the many not only makes more people free but also checks the whimsical license of the powerful and makes responsibility integral to the definition of freedom.

Again, freedom is never absolute for in any social order the state must exercise some abridgment of the will of every one individual in order to broaden the freedom of all individuals.

As a social institution, as an arm of the state, the college may make rules, may endow certain people with power over others, may establish priorities of values, may require that all students be exposed to certain learning situations, and in many ways limit the unbridled exercise of the individual's will. Such constraints certainly do reduce the choices for action, the options, of the individual. There is no alternative to this if the welfare of the many is to be served in a manner at least equal to the welfare of the individual. This logical conflict of man versus the state, this paradox, can only be resolved by seeing the individual

as part of the state; by involving all those who are affected
by decisions as active participants in the decision-making
process (Mayer, 1969).

*As the biblical allegory warns, to partake of knowledge is
to assume an onerous burden, for to know of good and evil
requires that one act for good or for evil.*

It is difficult, if not impossible, to get off the hook.
"The great end of life is not knowledge but action," said
the biologist and teacher Thomas Henry Huxley. W. H. Auden
echoes Huxley's dictum in his poetry, "Act from thought
should quickly follow: What is thinking for?" Conventional
wisdom says the end of this line of argument is violation of
the objective neutrality that is supposed to be an attribute
of academic freedom. But is this true? If the teacher or
counselor exercises scientific rigor in the collection of data
and the analysis thereof, then does he not have a responsi-
bility to forcefully state both the conclusions and the social
implications of his thinking? It is hardly an act of re-
sponsibility to present only fa... and build no bridge for
the student to cross over to conclusions. It certainly is
not an act of responsibility to safely hid behind a façade

of objectivity or to pretend that all points of view have
equal validity. Resolving conflicts between nations by use
of nuclear bombs is not a viable option. Organizing a society
along racial lines is not a viable option. Countenancing
pollution of this fragile planet is not a viable option. An
ever expanding gross national product is not a viable option.

*As Milton Mayer suggested, man faces not a crisis in knowledge
but a crisis in morality, in ethics.* (Mayer, 1964)

In most areas of concern, man does not suffer from a
dearth of knowledge nor does new knowledge hold much promise
for getting him out of the trouble which he has created for
himself. Further, it does not do much good for only a few men
to think out the ethical implications that follow from knowledge.
The big decisions on social issues require that most men know
the implications of knowledge even if they do not know the de-
tails of that knowledge. No one can be an expert on everything
and most do not become an expert on anything. If this is granted,
then the priorities for the educator become clearer: he emphasizes
the implications of knowledge to the many and he emphasizes the
details of knowledge to the few. It is not only absurd but also
dangerous to focus on knowledge for the few while the moral wisdom
of the many goes undeveloped. Relating this to the definition

of freedom, the teacher or counselor presents the knowledge

needed to understand what the options of action are and then helps

the student to explore what the consequences of each action

might be.

The more rapid and profound the changes in a society the less

reason there is for early specialization in education.

There is no way to prepare specifically for occupations

that have not yet been created. There is no way to teach

specific solutions to social problems that have not yet been

clearly perceived and defined. The constant factor in this

fluid situation is thinking. It is possible to develop the

means of thinking; the media of words, numbers, graphics,

images, and other symbols; the logical and psycho-logical

methods, the attitudes of approach; the exploration of what

is worth the doing; and, of course, the knowledge of the

known to be utilized in dealing with the unknown.

The overriding obligation of an educational institution to

the society which supports it is not necessarily to increase

the gross national product but to improve the quality of

life of the people in the society.

G.N.P. and quality of life are not synonymous terms.
Perhaps Gross National Services should be the area of ex-
pansion. There is beginning evidence to suggest that G.N.P.
must be curtailed to avoid ecological disaster. "The white man
knows how to make everything," said the great Sioux chief
Sitting Bull, "but he does not know how to distribute
it" (Brown, 1971, p. 402). The task may be to counsel
people to want a more equitable distribution of material
goods rather than an elevation of their own material stand-
ard of living. An educational system oriented toward im-
proving the quality of life is significantly different from
an educational system oriented toward increasing the gross
national product.

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

This planet Earth and the people on it are not going any-
where in particular. They are just going. Since people can
remember what transpired in the past, they can project what
may happen in the future. But, they can not live in the
future; they can only live in the now. The present is,
in fact, always spacious. A now-orientation does not
obliterate the past for a wealth of memories enriches

the present. Neither does a now-orientation draw a curtain
in front of the future for the marvelous human capacity to
imagine, to fantasy, gives continuity and meaningfulness to
the existential moment. What a now-orientation does is to
assure relevance. It is also a corrective for the hoary de-
lusion that some educated supermen will create a marvelous
future not only for themselves but also for all lesser mortals.
As Leonard Woolf titled his last book, "It is the journey
not the arrival, that matters" (Woolf, 1970).

On the Educational Context

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

Higher education can hardly be a universal right, a
birthright of all humans, for there are many societies whose
economies could not presently sustain it. Even in rich
America, if it is a right it is one in conflict with other
rights for top budgetary priority. On the other hand, to
make higher education a privilege is to blackmail those
youth who accept the privilege into conformity. Neither
of these are defensible absolutes upon which to base higher

education. However, if it can be agreed that higher edu-
cation leads more to good than it does to evil, then it
can best be justified as an investment that promises high
return to the person experiencing it and to the society
of which he is a contributing part.

*Elusive as truth may be, serious searchers after truth seem
to agree that it must lie within the unity of   knowledge.*

Everything can not be taught or learned at any one
moment of time and it is convenient to treat knowledge in
         at any one time
what appears/to be its natural subdivisions. Unfortunately,
this often leads both the teachers and the students to per-
ceive only one segment of knowledge. This kind of narrow
focus can result in distortion, can put rigid boundaries on
thinking and can prevent moving up to a higher level of
synthesis. Yet, interrelationships can not be made if people
do not know precisely what is being related to what. It is
an age-old and unsolved problem. Perhaps man's penchant
for breaking things down into a size he can handle needs to
be respected but at the same time conpensated for. Certainly
looking for "renaissance men" in the hiring of college faculty
     would be one form of compensation. Avoiding rigid
departmental organization would be another. An even more
promising compensation might result from organizing curriculum

around problem areas that embrace many fields of knowledge or career families that cut across disciplines or on the geometric model of an upward spiral with a very wide base.

Some knowledge with its attendant attitudes and values is more crucial for everybody to know than other knowledge.

If the above statement is true, then it justifies having certain curricular requirements. Requirements are not a violation of personal freedom if those people involved have a voice in saying why, what, and how much should be required. Those involved are not just the students who will meet the requirements but all representatives of groups who stand to lose or gain by imposing the requirements. Hence, the decisions on what is important enough to teach to everybody should probably be initiated by faculty and administration and reviewed by the students and the elected representatives of the people. Whether the required exposure would be by a pattern of courses or by permeation of all courses depends upon the breadth and depth of the faculty members' own general education and their ability to use their speciality as a means to teach the general knowledge that all must have.

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

It is doubtful if any society can now afford a laissez-faire education system any more than it can afford a laissez-faire economy. It is an absurd mis-reading of freedom to define teaching as the instructor "doing his thing" or to define learning as the student "doing his thing." To move quickly to the ultimate in this argument, if human survival and/or planet survival is in jeopardy, then every college must become a college for survival. The judgment is on how perilous the threat, not on whether there should be total response to a total threat. The judgment on what is important enough for all to learn has to have input from those who are specialists in the various fields (scholars), from those who will do the teaching (educators), and from those to whom the teaching is directed (students). This kind of collective judgment generates the authority to override individual freedom in the interest of the general good.

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

A man is an economic unit only a number of hours each day and a portion of his life. He is a human being all hours of the day and all portions of his life. For him, for his family, for his associates, and for his society, it is essential

that he be educated to be a decent human being. It is difficult
to say exactly how one can best be educated for manhood, but it
is very apparent that simply training for manpower does not do
the job. Education has to begin with command of the symbol
systems through which all learning and communication takes
place. Further, it is evident that one must know his relation-
ship to the physical and biological world in which he lives;
must understand the significant experiences, the heritage, of
his forebears; must comprehend and deal sensitively with the
dynamics of individual and group behavior; and, finally, be
able to appreciate the pleasures intrinsic to all forms of
beauty. To give priority to education for manhood over training
for manpower is only to reaffirm the truism that the whole is
greater than any one part.

*The line and direction of education is best described by
an ascending spiral.*

Education should be open-ended; entry and exit should
be possible at any point; it often doubles back upon itself
but in an ascending fashion; for any one person, its span of
time and distance should have the same kind of infinity as
the person's life. Seen in this light, terms such as "college-

level" and "adult education" and "transfer" and "terminal"
have no real meaning. And, to base structure and programs of
a college on concepts that have no real meaning is absurd.

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

It is only tradition and restriction of time availability
which have fostered the now waning notion that education is an
enterprise only for youth. Labor statisticians are fond of
saying that the production worker in the economy of the fore-
seeable future will be obliged to change his occupation five
or six times in his lifetime. Will not this worker-citizen be
obliged to periodically update his conceptualization of such

a complex and changing world? Such occupational and societal
flux argues against early entry into narrow channels and argues
for the model of an upward spiral that allows people to get
off at normal stopping points like that of the A.A. degree or
spin off earlier if their life circumstances so order. More
important, the spiral should be so constructed that re-entry
is made easy and can be at the level of previous exit, not at
the beginning point.

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

The historical examples from Lincoln to Malcolm X only confirm common experience and common sense: there are ways of becoming educated without being schooled. What is remarkable is the society's readiness to equate education with schooling and to allow its educational institutions to be geared exclusively for that rather narrow range of people whose aptitude and whose personality traits predispose them toward the academic. Ivan Illich warns that schooling may interfere with education (Illich, 1971). Paul Goodman advocates a twentieth century apprenticeship system (Goodman, 1964). Certainly community colleges open to the whole range of human capacities should be most disinclined to judge success and failure, winning and losing, on the narrow criterion of academic achievement. Community colleges should be the strongest advocates of using plural means to develop the plural qualities of the diverse people to whom they open their doors.

Learning is not limited to the classroom nor does all learning come in semester blocs.

Community colleges should be quick to realize that much
learning takes place outside the classroom and therefore be
very concerned with proper development of institutional
milieu. They should also be willing to devise means of
awarding institutional recognition to education that has
occurred outside the formal curriculum. Their open door
should allow traffic both ways; people into the college and
students into the community. In these institutions, the com-
munity service function should equal in budgetary and other
priorities the transfer function or the technical-vocational
function. They should evaluate themselves and insist on being
evaluated by others with the broad measuring stick of education,
not the narrow one of schooling.

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

The responsibility of being certifier to the society of
the competence of people to perform important functions has
pushed colleges into hedging their bets, into the low risk of
selecting only "winners" or eliminating "possible losers." It
has also pushed schools and colleges into tracking people into
castes and classes. Perhaps this certification function should

remain the responsibility of schools and colleges but be performed by this less threatening means: every level in the pyramiding of knowledge would be open to everybody who had demonstrated satisfactory mastery (pass) of the previous level and anyone who had not demonstrated such mastery (not pass) would be allowed, even encouraged, to repeat until he gained mastery or until he decided to move in other directions. This would be consistent with Benjamin Bloom's definition of ability as the length of time it takes to gain mastery (Bloom, 1971).

Perhaps the certification function should be reassigned; maybe it is incompatible with the college's commitment to educate every person to the highest level of which he is capable. It is conceivable that other agencies--professional associations, trade unions, state or federal licensing offices--could be charged with the task of certification thereby allowing colleges to be much less punitive and much more helpful. Such a move might also push much of the specific training for an occupation out of the college and into an internship or apprenticeship operated by the employer.

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

A college can not help from being a political force and from playing a political role. To mirror the society gives only a façade of neutrality; the net effect of this posture is to protect and bolster the status quo. A more honest approach would be for colleges to admit and accept the fact that they are political but to be scrupulous in their avoidance of partisanship; to take strong positions on issues without ever endorsing or opposing any politician. This describes present reality fairly accurately except that colleges continue to insist that they are apolitical, to fly under the false flag of political neutrality. If colleges are marketplaces--no, battlegrounds--for ideas, ca ey avoid coming to conclusions and will not many of these c usions be political? Will not the biologists advocate stern restraint on industrial pollution? Will not the economists suggest that cybernation may make both capitalism and communism anachronistic? Will not the political scientists and sociologists warn against the corporate state? Will not the counselors advise active resistance rather than docile adjustment to the sicknesses . that plague the society?

These then are the philosophic postulates proposed as guidelines in the creation of Everyman Community College. Many of them concern the substance rather than the structure

of the college. But often substance grows out of, or at

least is dependent upon, structure. This will be seen as

attention is finally turned to the structure of the cluster

college model recommended for Everyman Community College.

Chapter 4

THE CENTER-CLUSTER STRUCTURE

The preceding statements on creative tensions, on pre-
conditions for change, and on working postulates were a pre-
face in which assumptions and issues could be stated before
attempting to define a center-cluster concept from which
planning for Everyman Community College might proceed.
What follows is offered as a conceptualization from which
substantive variations might flow. It is a structural
means whereby small universes may exist with considerable
autonomy yet partake of the resources and strengths of a
larger universe within whose orbit they gravitate.

The Center

A center is a means of bringing students and staff
members together in a community small enough to foster a
colleague relationship, an interchange of ideas and under-
standing, and a concern for each other. This primary unit,
a center, does not mean simply a wing of a college where
certain departments are housed. Rather, people and programs
are brought together because they have something in common;
perhaps shared interests, or a compatible system of values,
or similar life styles, or related career plans.

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Although several alternative organizational themes will be suggested, in this conceptualization it is proposed that the centers at Everyman Community College be loosely and broadly hubbed around a spiralling job family, or more accurately, a career category. For example, students with either vague or well-defined interest in the medical ser-vices would be brought together within a center. This would include those students who would like to spin off early into employment as vocational nurses, nursing home attendants, or medical aides as well as those who would like to be registered nurses, dental hygienists, dentists, or physicians. The point is that these students and the staff members in the center would work together in those areas of learning contributing to their common humanity, would stay more together than apart on those core subjects which undergird all of the medical services, and would separate to take those specialty courses required of their particular branch of the job family.

This example was used to illustrate the pyramidal tiering of preparation that is being proposed for each of the centers. There would be education for manhood common to all. Maybe this should be called education for survival for, as envisioned, it would use as its content the perils to the environment, to the body, to the psyche, and to the spirit. In the process, the skills of thinking, of writing, of calculating, of speaking

would be developed and honed, and in an integrated way, the student would acquire grounding in the physical sciences, the biological sciences, the behavioral sciences, the social sciences, and in the humanities. Even the student innocent of any notion of career choice would, within his center, be able to get the basic knowledge needed oy any educated man and would, of course, be free to explore the specialty subjects in other centers or even other clusters.

Coordinate with such general education would be the core-curriculum common to the job family that would prepare each person for maximum flexibility within this career category; that would allow reentry for those who entered the job market early and then returned to prepare for a different, possibly higher, branch of the job family. For example: the core-curriculum for medical services would rest on a bedrock course covering the whole life process upon which would be added human anatomy/physiology and the principles of psychology. Another example: the core-curriculum within the physical science career center would be an integrated foundation course in physical/chemical principles plus a course integrating advanced algebra, trigonometry, and the calculus, and a course in graphics as an essential form of communication.

The third tier would be those courses specific to the job specialty or avocational interest which the student wished

to enter. Some examples: welding within the mechanical technology center, air pollution control within the ecology center, retail merchandising within the business services center, nursery school operation within the human services center, life drawing within the art careers center, playground direction within the recreation careers center.

For the student whose career planning called for upper division and graduate work, the specialty courses in the third tier would be the career-oriented courses similar to those that junior colleges have always presented under the banner of transfer courses: for example, organic chemistry, anatomy, accounting, econometrics, physiological psychology, music theory, and so on.

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

In describing these tiers there has been some skipping over the fact that many, if not most students enter the community college not knowing precisely what career they want to follow. This problem is like a shadow that looms larger than the object which casts it. Students at least have interest patterns if not career predilections which would push them toward some preference of center and cluster. It should be repeated that students in one center would be allowed, even encouraged, to sample courses in other centers and other clusters. Transfer from one center to another, or from one cluster to another, would be as simple and as routine as a transfer of major now is. Further, a student could keep his options open right to the Associate in Arts degree by selecting those general and core courses offered within his center (job family) or within his cluster (career tribe).

The Cluster

It was suggested above that the clusters would be like career tribes. That is not inaccurate, but they could also be described as the logical and traditional subdivisions of man's knowledge; as the major categories into which man's environment, man, and man's activities fall. All categorization is somewhat arbitrary, hence constant refinement is necessary and, even then, there are rag-tag odds and ends that do not quite fit.

As a starting point for the refinement, this five-part
segmentation is offered: 1) The Physical World, 2) The Life
Process, 3) Economic and Social Institutions, 4) Human Rela-
tions, and 5) Man, The Creator. There are careers that fall
neatly into these categories and, with a kind of mental shoe-
horn, almost all job families can be squeezed into one of
these career tribes. The careers for which preparation will
be given at Everyman Community College should, of course,
be determined by continuous and depth study of community needs
coupled with known information on statewide and national
occupational trends. Until this is done, planning could pro-
ceed on the basis of the known and the constant as exemplified
in the conjectured breakdown of clusters and centers in Table 5.

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Table 5 About Here

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Use of the organization theme of job families and career
tribes may seem antithetical to the philosophic thesis that
education for manhood should take precedence over training for
manpower. Perhaps synthesis can be achieved if it is remembered
that no matter what the theme for clustering may be, the cur-
ricular structure calls for general education as the broad-based
bottom tier, a core-curriculum resting as a second tier upon the
general education, and then would come the third tier specialization.

Table 5

SUGGESTED BREAKDOWN OF CLUSTERS AND CENTERS[*]
BASED ON CAREER ORIENTATION

Cluster A: The Physical World

Engineering Technology Center

Mechanical and Construction
Trades and Technologies Center

Physical and Chemical Technology
Center

Electrical and Electronic Trades
and Technologies Center

Mathematics and Computer Science Center

Cluster B: The Life Process

Health Related Careers Center

Ecology Related Careers Center

Agricultural and Botanical
Careers Center

Biological Technology Center

Physical Education and Rec-
reation Careers Center

Cluster C: Economic and Social
Institutions

Public Administration Careers
Center

Finance, Insurance, and Real
Estate Center

Business Services Center

Data Systems and Clerical
Careers Center

Cluster D: Human Relations

Education Related Careers Center

Police, Fire, and Other Pro-
tection Related Careers Center

Human Services Center

Ethnic Studies Center

The Home, the Family, and
Domestic Arts Center

Cluster E: Man, The Creator

Careers in Art Center

Careers in Music Center

Careers in the Written and
Spoken Word Center

Leisure Related Careers Center

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[*]These center titles are offered only as examples and should not be
interpreted as specific recommendations of job families for which prepara-
tion would be given at Everyman Community College.

To be sure, at any one point in time a student may be taking
courses from all three levels or tiers. Even so, the learning
strategy and the end objective would be to have specialized
training growing as a limb out of the thick trunk of education.
This is with good reason for, to carry out the metaphor, the
limb needs the nourishment of deep roots and, if by chance
the limb gets cut off, a new limb can quickly grow.

There are, of course, other hubs around which centers and
clusters could be organized. The one aim of subdividing big
into small could even be achieved by random selection of X
number of students and Y number of staff members per center and
per cluster. This would be one-dimensional and would undoubtedly
create more problems than it would solve. Given different ex-
pectations from society and different mind-sets among entering
students, it would be quite conceivable to organize clusters
on the basis of different life styles. Rockland College in
New York has experimented with small satellite centers where
self-selection is based on life style.

If the earth, society, and man are in the mortal
jeopardy that many responsible people think, then all
colleges should be colleges for survival. One obvious and
reasonable way to organize a college for survival would be
to parcel the curriculum into the major societal problems
that threaten man's continued existence and let each

of these be the theme for a center and with related problems

coming together as a cluster. These and other suggestions

for alternative themes for clustering are presented in Table 6.

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Table 6 About Here

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Whatever the organizational theme might be, it would be

a mistake to think that a surgically precise division into

clusters and a rigid subdivision into centers would be possible.

The five motivations that are the mainsprings for change to

the cluster concept are the creation of small universes, the

building of community, the reduction of alienation, the fos-

tering of relevance, and the integration of learning. If these

motivations are served, it will not matter if somewhat strange

bedfellows lie down together.

The Center-Cluster Staff

A bare-bones definition of both center and cluster has

been given, but these definitions need to be fleshed-out with

the people who will bring these centers and clusters to life.

A center would be a grouping of 375-400 students with a pro-

fessional staff of one counselor and 13 instructors.* Each

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*To avoid any possible misunderstanding, it should be stated
unequivocally that this suggested ratio of 13 instructors to 400
students does not mean that every class would be obliged to have
$13\overline{\smash{)}400}$ or 31 students. Class sizes would vary from the smallest
of seminars, laboratories, or workshops to large lecture sections.
The size of the class would be determined by the teaching strategy
for the content being learned. It would be up to the centers and
the cluster to reach a level of weekly student contact hours re-
quired by the college budget.

Table 6
ALTERNATIVE THEMES FOR CLUSTERING

By Societal Problems

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

By Value Patterns*

Intellectual
Materialistic
Artistic
Social/Humanistic
Political
Spiritual

By Life Styles

Creative Arts
Counter-Culture
Economic Oriented
Third World
Service Oriented
Religious/Mystical
Leisure Oriented
Political Activist
Science/Technology Oriented

By Interest Areas

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

By Knowledge Categories

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

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*This is a variation of the scale used in the instrument "A
Study of Values" (Allport, Vernon, and Lindzey, 1960).

center would have an orientation to a job family or a societal problem, or a life style, or a knowledge category, or a pattern of values, or an area of interest that would integrate the general education with the core-curriculum and the core-curriculum with the specialty courses. Four, perhaps five, organically related centers would grow like peas in a pod, or, to use a more decorous phrase, would connect together into a cluster.

The primary aim of subdividing a community college into clusters and clusters into centers is to create small universes in which people can come to know each other and in which the teaching-learning act has a reaonsable chance to succeed. But how small is small? The recommended size for each center has been set at 375 to 400. This is not just an arbitrary and random figure, for the limit even of recognition among people, to say nothing of friendship and group loyalty, is quickly reached. Chancellor Dean McHenry of the University of California, Santa Cruz, refers to the work of psychologist Theodore Newcomb to support the 400 figure for each subcollege:

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

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

Table 7

PROJECTED CALENDAR OF INCREMENTAL GROWTH

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

Development of a sense of community, collegiality, peer
instruction and counseling, integration of knowledge, tier
levels of general education, core-curriculum, and specialty
training are all key ideas in this center-cluster conceptuali-
zation. All of these attributes need to be reflected in
the make-up of the staff. The basic staff composition
suggested for a cluster with four centers is illustrated
in Table 8. The center and cluster staff mix should not
be viewed with a rigid mind-set by which the general and
core education instructors are sharply differentiated
from specialty education instructors. It will

be quite overlapping with some generalists teaching special
subjects and some specialists teaching general subjects.

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Table 8 About Here

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Obviously, this is first conjecture and no doubt time
and experience would bring considerable variation in mix
from center to center and from cluster to cluster. The
most efficacious composition would have to be worked out
from initial best guesses corrected by experience.

Whatever the mix, there should be no glossing over
of the firm recommendation of a counselor aide for each
counselor, a half-time instructor aide or tutor for each
instructor, and two para-professional librarians for each
cluster. These positions are essential for the collegiality
and peer instruction/counseling desired, and make both pos-
sible and reasonable the rather heavy instructor-student
and counselor-counselee loads.

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

Table 8

SUGGESTED TEACHING-COUNSELING STAFF
FOR CENTERS AND CLUSTERS

Center Staff Size	Cluster Staff Size
13 Instructors	52 Instructors
13 Tutors or Instructor Aides (1/2 time)	52 Tutors or Instructor Aides (1/2 time)
1 Counselor	4 Counselors
1 Counselor Aide	4 Counselor Aides
	2 Para-professional Librarians

Center Staff Mix	Cluster Staff Mix
2 in Language Arts	8 in Language Arts
1 in Social Science	4 in Social Science
1 in Behavioral Science	4 in Behavior Science
1 in Humanities	4 in Humanities
1 in Physical Science	4 in Physical Science
1 in Biological Science	4 in Biological Science
1 in Mathematics	4 in Mathematics
1 in Physical Education	4 in Physical Education
4 in Specialty Subjects	16 in Specialty Subjects
1 in Group and Individual Counseling	4 in Group and Individual Counseling

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

Relationship of Center to Cluster to College

In this spiralling definition, the first circle was that of center, a wider circle depicted the cluster, and the encompassing of the small within the large represented the relation of centers to cluster. But the spiral continues: attention must also be given to how clusters relate to each other and how the college becomes more than the sum of its parts. Chart 2 is a primitive schematic which suggests what the lay-out of Everyman Community College might be. This is certainly not offered as an architectural rendering, but only as an illustration of relationships. Since everything is represented as geometric figures and since geometric figures look pretty much alike, that which cannot be named will be numbered and then explained in the legend.

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Chart 2 About Here

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Chart 2

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

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

Physical & Chemical Technology 3 2 — Engineering Technology 2 3

Cluster A: The Physical World 1

3 2 — 2 3
Electrical and Electronics — Mechanical and Construction

Biological Technology 3 2 — Health 3 2

Cluster B: The Life Process 1 — P.E. & Rec. 2 3

3 2 — 2 3
Agriculture & Botany — Ecology

Finance, Insurance, Real Estate 3 2 — Public Admin. 2 3

Cluster C: Economic Social Institutions 1

3 5 2 — 2 3
Business Services — Data Systems

Gym — Playing Fields

TV Studios — Media Center — Audio Visual — Language Labs

Student Forum

Student Services — President & Staff Assistants — Admin. — Institutional Research — Business Services & Plant Management

Little Theater

Ethnic Studies 3 2 — Police, Fire, etc. 2 3

Cluster D: Human Relations 1

3 4 2 — 2 3
Home & Family — Human Services

Written & Spoken Word 3 2 — Leisure 2 3

Cluster E: Man, The Creator

3 2 1 — 2 3
Art — Music

Community Auditorium

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

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

3--Classrooms, laboratories, seminar rooms and workshops.

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

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

A Concluding Remark

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

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

Chapter 5

GOVERNANCE: THE PEOPLE NETWORK

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

Thoughtful consideration of this long listing of aims
will suggest that structure cannot be changed without changing
process--that in a college, as in a human body, the anatomy
and the physiology are inseperable. The internal organiza-
tion of a college cannot be changed without changing the way
the college is run. It is not even possible to define a cluster
college without making rather definite suggestions on governance.

The intertwining authority and flow of communication
which unifies the various components of this cluster college
model are illustrated in

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Chart 3. The flow of relationships among center, cluster,
college, district, and wider community are, in fact, the
governance. This source and flow of authority and responsi-
bility is depicted in the fluid, amorphous, overlapping, and
even messy way that it is actually experienced in real life.
For the sake of clarity however, the detailed structure of
the organization will be elaborated upon part by part and
then hooked back together in something different from the
traditional form of an organizational chart.

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Chart 3 About Here

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Center Governance

It is suggested that each center have two caucuses;
one made up of students and the second made up of faculty,
para-professionals and classified staff members. There
would be occasions, social and otherwise, when all would
convene as a Center Assembly--a town hall. The smallness
of the caucus should foster a spontaneous, shifting, non-
bureaucratic leadership. Different tasks calling for dif-
ferent competencies would draw forth different leaders.
Even so, each caucus would elect a spokesman and together
the faculty spokesman and the student associate-spokesman
would represent the center in the cluster. Although non-
professional members of the Faculty Caucus would have a

Chart 3

FLOW OF COMMUNICATION AND ACCOUNTABILITY AMONG GOVERNANCE
UNITS OF EVERYMAN COMMUNITY COLLEGE
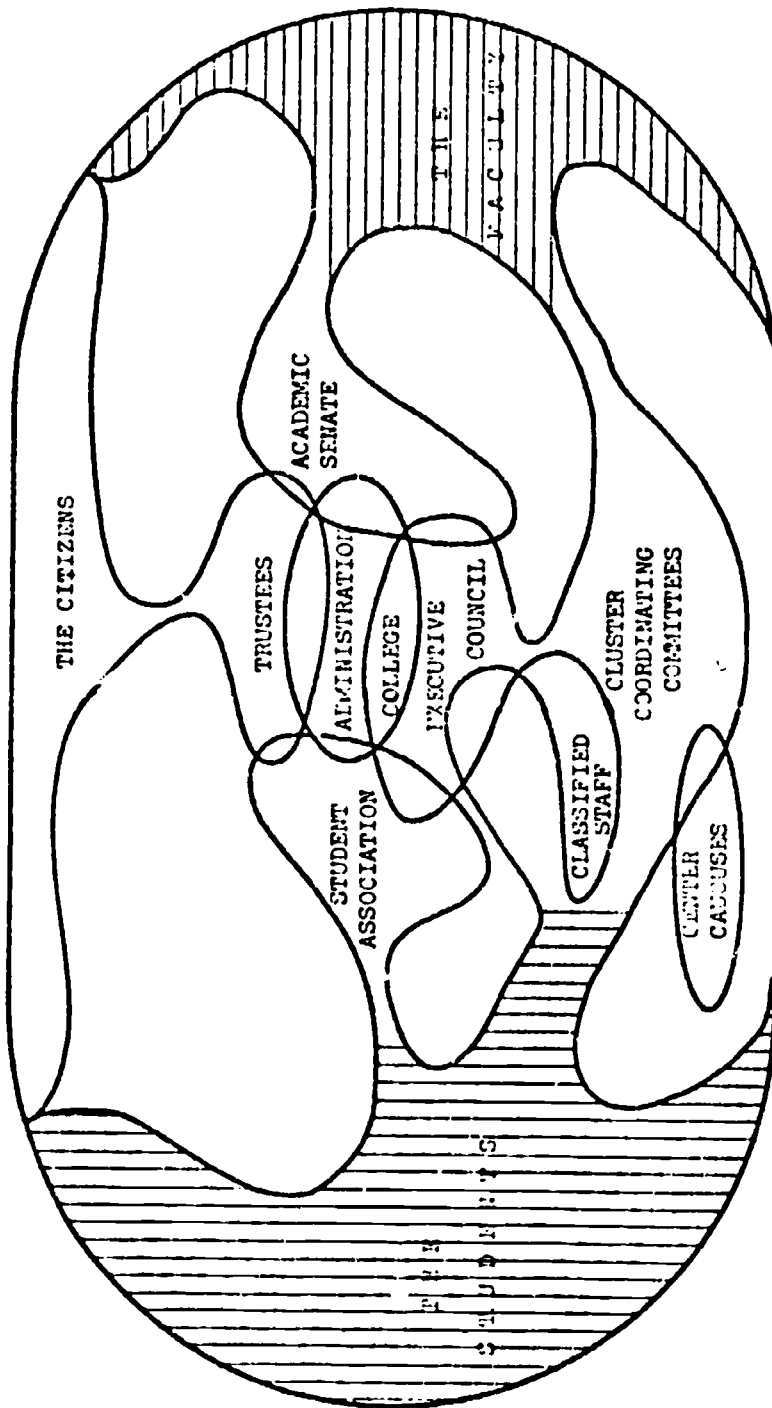
BOARD OF TRUSTEES Elected by the citizens and responsible for policy determination; accountable for efficient use of resources and for achieving institutional goals.

ADMINISTRATION Appointed by the Board of Trustees although involving faculty and students in selection procedures. Leadership and accountability are delegated by the trustees to the chief administrator to be shared, when appropriate, with other staff members.

COLLEGE EXECUTIVE COUNCIL To be composed of the president, provosts, and student representatives from each of the clusters, the staff assistant to the president and possibly the presidents of the Academic Senate, the Associated Student Body, and the Classified Staff Association.

ACADEMIC SENATE In most colleges the faculty may establish a senate plan of its own choosing. Whatever the plan, the senate must have direct lines of communication with the trustees and the chief administrator. In California this is mandated by state law.

STUDENT ASSOCIATION Student representation to the student association might be elected at large or elected on a proportional basis from the several clusters. Officers of the association should have lines of communication with the trustees and with appropriate administrators.

CLUSTER COORDINATING COMMITTEE To be headed by the cluster provost and composed of the student representative, the center faculty spokesman, the center student associate-spokesman, and the professional development facilitator. The members of these committees would serve both as advisors to the cluster provosts and as his agents in the implementation of policy.

CENTER CAUCUSES Each center will elect a faculty spokesman and a student associate-spokesman to meet with other such spokesmen in the Cluster Coordinating Committee. The spokesmen will be the leaders of their respective constituencies (faculty and students) in the

vote, the spokesman for this permanent staff caucus would
be a faculty member.

No doubt, the faculty spokesman would have tenured
status and, to give reasonable opportunity to bring ideas
to fruition, he or she should have at least a two-year term
in office. The student associate spokesman should be
elected at the end of his freshman year and then serve
throughout his second year at the college.

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

These officers are not seen as just honorary; hence, their
time and talent spent in leadership should be compensated. For
the faculty spokesman, it is recommended that he be employed
for an ext a month each summer to do necessary organizational
work and that during the academic year he be given released

time from the regular teaching load based on the prevailing

formula of the Metropolitan Junior College District. To put

student government and student involvement at a more serious

and more meaningful level, it is recommended that the student

associate spokesman be paid a district honorarium of $100 a

month. The primary unit would, then, be the center, the organi-

zational structure of which is shown in Chart 4

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Chart 4 About Here

- -

Cluster Governance

It is suggested that each cluster have a coordinating

committee made up of the faculty spokesmen and student associate-

spokesmen from each of its four or five centers. This Cluster

Coordinating Committee would concern itself with all policy--

curriculum, instruction, counseling, student affairs, governance--

that touched upon the operation of the cluster. It would, of

course, be subject to policies established at higher levels but

it would also serve to recommend policy and procedure for en-

dorsement by higher echelons. In his own leadership capacity,

each member of the Cluster Coordinating Committee would also

be the agent for the administration of the policy of this

committee within his center constituency.

Chart 4

ORGANIZATIONAL STRUCTURE OF THE CENTER

Faculty Spokesmen

Student Associate Spokesman

Faculty
Caucus

Center
Assembly
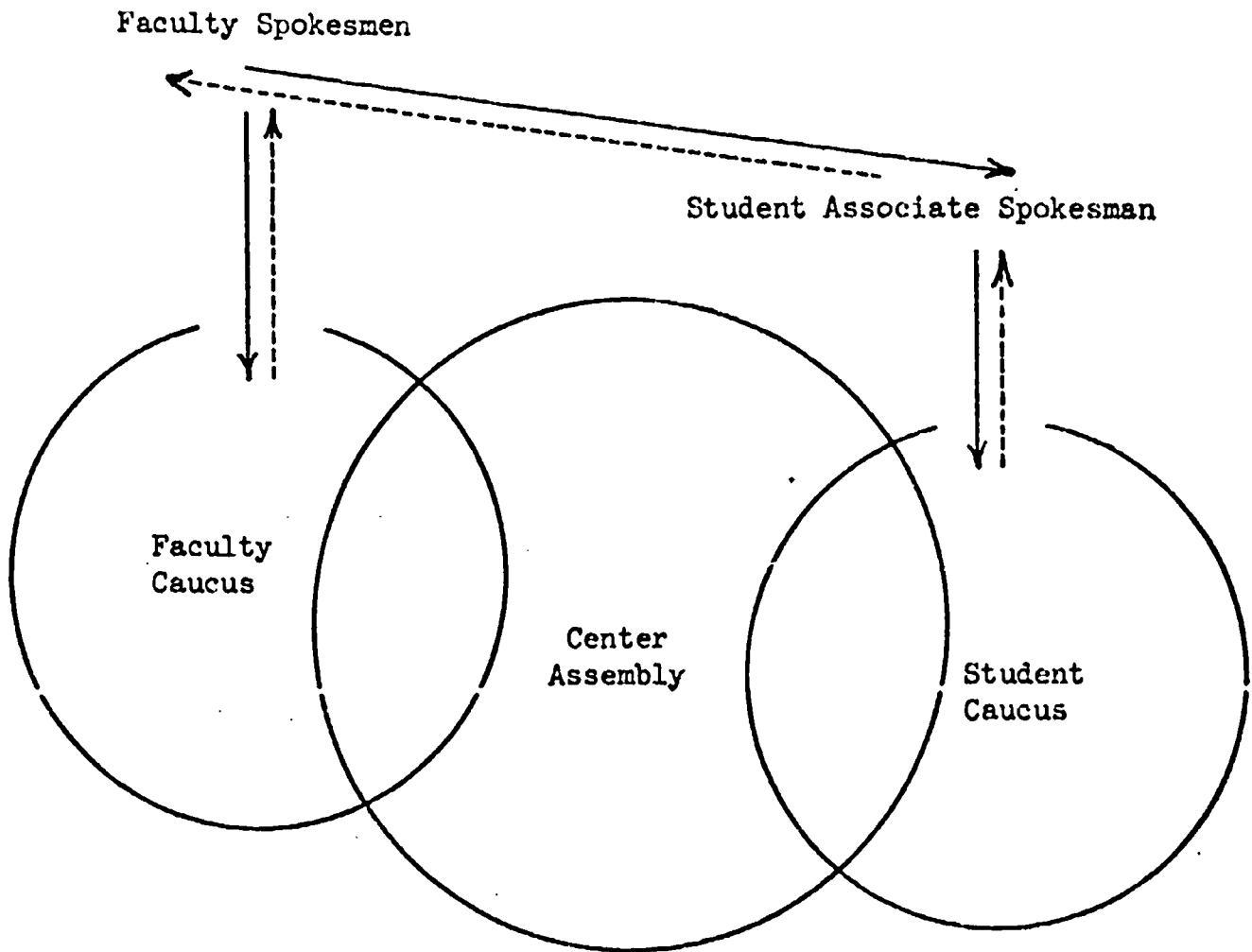
Student
Caucus

———⟶ Leadership

- - - ⟶ Input

This committee of eight faculty and students, augmented
by the ex-officio membership of the president of the college,
would in executive session nominate three of its faculty mem-
bers for the position of provost of the cluster. The college
president would have full voice in these nominations. After re-
view, the president would have not just the right but the
obligation to submit only two nominations back to the entire
faculty of the cluster for election. The president would,
in effect, have the power of one preemptive challenge. Th3
nominee with the highest number of faculty votes would become
the provost of the cluster.

The provost's term would be for two years and he would
serve, concurrently, as cluster provost and in his original
role as center faculty spokesman. Acting in this dual capacity
would tend to make him first among equals rather than superior
among subordinates. Reelection as provost would be possible
but would be contingent upon reelection as spokesman of a
center and then a successful repeat of the above procedure.

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

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

The provost would, during his tenure of office, maintain a grass-roots perspective and credibility in the eyes of his professional colleagues by teaching at least one class each quarter. This would also guard against obsolescence upon his return as a full-time instructor.

The nomination and election of the student representative of the cluster would follow a somewhat similar procedure. The Cluster Coordinating Committee would, in executive session, nominate two of its student members. With presidential voice in the nomination but without preemptory challenge by the college president, these two names would be submitted to the students in a cluster-wide election. The nominee with the most

votes would win. He would serve during his one-year tenure in two capacities—center associate spokesman and student representative of the cluster to the College Executive Council.

The student representative of the cluster would also carry dual responsibility and, therefore, should have a compensatory increase of financial reward. In addition to the monthly $100 district honorarium proposed for the center associate spokesmen, the student who is also elected student representative from the Cluster Coordinating Committee to the College Executive Council should be rewarded with a second monthly honorarium of $50. The distinction should be made clear that these are honoraria, not salary. The motivation would be to honor student contribution to college governance and to raise student involvement to a more serious and meaningful level.

The provost would be the educational, the administrative, and the ceremonial leader of the cluster. He would need some help both at the para-professional and the professional level. It is proposed that each cluster have a management assistant, a junior public administrator, to carry out much of the work-a-day details of the cluster operation. This classified position would be filled, not by a clerk, but rather by a person prepared at least at the Associate in Arts level

in public administration.

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

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

The professional development facilitator would be more than this; he would be an analyst of the societal forces operating in the immediate and the larger community and, in parallel, an analyst of the implications

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

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

The professional development facilitator would be recruited by the professional members of the cluster staff, carefully screened by the Cluster Coordinating Committee, and selected by this body with the advice and consent of the college president. He would not have to be among the first staff

persons hired so there would be time for the cluster to be-

come organized, to develop an articulated need for such a

person, and to seek out just the right person. The right

person, by the foregoing description, sounds like a paragon.

But the fact is that, even now, there are such people available

who in a bootleg fashion and with great self-sacrifice serve as

unofficial, unrewarded professional development facilitators.

Los Medanos College in Pittsburg, California already has a

professional development facilitator as a key member of its staff.

It is the hope and intention of the Programs in Community College

Education, University of California, Berkeley, to initiate prepara-

tion of such community college change agents.*

Men and women recruited and selected for this position

of professional development facilitator will be those who

eschew line administration, yet they will be very talented

people and will be able to command adequate compensation. It

is recommended that Everyman Community College arrange for

their placement at the assistant dean salary level of the

district salary schedule.

Organizational Structure: It should be emphasized again

that one of the primary aims in developing a cluster college

is to create small universes where people can come to know

each other and to interact in more humane ways. Institutions

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* For discussion in depth of the functions of the professional
development facilitator see the monograph "The Induction of Community
College Instructors: An Internship Model" (Collins, 1972). This model is
being tested at Los Medanos College under the provisions of
a three year grant from the W. K. Kellogg Foundation.

cannot be atomized, however, and the smaller universes have to meld into bigger universes. The center is one unit within the cluster, the cluster is a larger unit within the college, and the college itself is a unit within the district.

It is impossible to avoid having the organization of larger units grow more complex. The participatory democracy of the center moves toward representational democracy at the cluster level of governance. Even so, the relationship between center and cluster is a good deal more symbiotic than bureaucratic. The two-way flow of authority and responsibility within this second level of organization, the cluster, is depicted in Chart 5.

- -

Chart 5 About Here

- -

College Governance

The structuring of almost any kind of social institution involves making the small and the big compatible. The attempt being made in this model is to maintain very small worlds and to maximize their autonomy but, to also recognize that they are not complete unto themselves and are viable only as dependent parts of larger, more complex galaxies. To continue the metaphors, the relationship of center to cluster to

Chart 5

ORGANIZATIONAL STRUCTURE OF THE CLUSTER
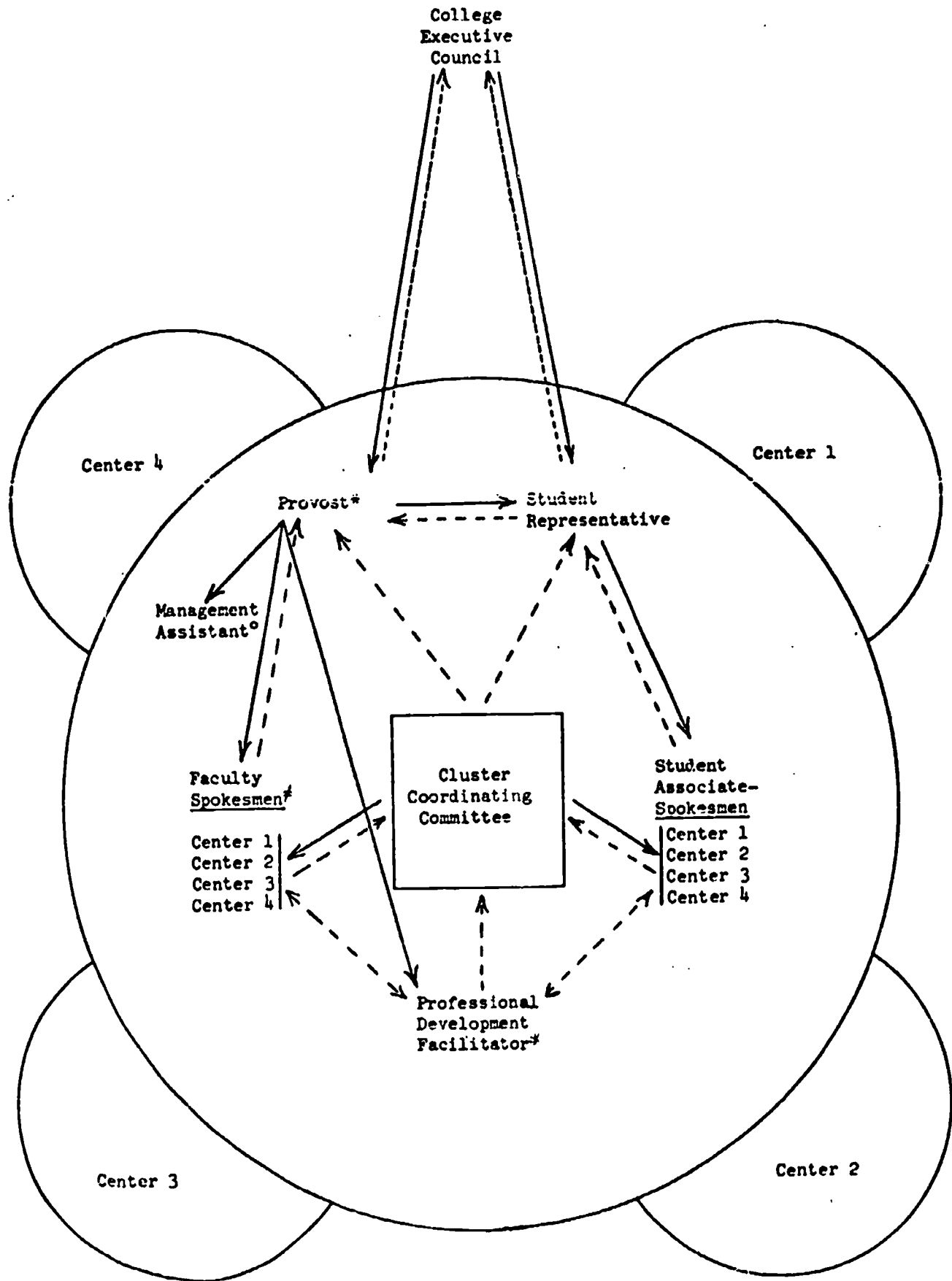
College Executive Council

Center 4

Center 1

Provost*

Student Representative

Management Assistant°

Faculty Spokesmen✝

Center 1
Center 2
Center 3
Center 4

Cluster Coordinating Committee

Student Associate-Spokesmen

Center 1
Center 2
Center 3
Center 4

Professional Development Facilitator✝

Center 3

Center 2

⎯⎯→ Leadership

----→ Input

* Certificated Administrator

✝ Certificated Teacher or Counselor, or Librarian

° Classified Specialist

college to district is roughly similar to that of cell to organ to system to creature, or to that of family to neighborhood to city to state. The autonomy of each of the organizational entities is possible only within the framework of their dependency.

At the college level of this organizational structure, several crucial functions are going to be served. The president will initiate and translate into action those policies and procedures that are the means to the achievement of the institutional goals. His staff will perform those tasks which can better be done at one level than replicated in miniature at every level. The College Executive Council will, as a body, be the cabinet for official consideration and debate on all policy recommendations and will, as individual members, be administrators of this policy.

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

closely watched by community colleges throughout the nation, late hiring of a president would be the most unwise of economies.

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

The new president should have personal conviction that the cluster college organizational pattern solves more problems than it creates. His own personality and character must be compatible with the presidential style that this type of organization requires. His professional rewards will accrue from giving vitality to a new institutional model. His

financial rewards should be whatever is dictated by the district administrative salary schedule.

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

The College Executive Council: The nerve center of the college, the clearing-house between president and clusters, the highest policy-recommending body, the president's advisory panel and cabinet would be the College Executive Council. It would be chaired by the president and its membership would be composed of the provosts of the clusters, the student representatives of the clusters, the staff assistant to the president (to be described later) and, possibly, the presidents

of the Academic Senate, the Student Assembly, and the Classi-
fied Staff Association.[*]

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

The College Staff Officers: In this conceptualization,
there would be four functionaries who would serve in a staff

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[*]Strong argument could be made that membership of these
officers to the College Executive Council would strengthen the
college as well as the roles of the Academic Senate, the associ-
ated study body, and the organization of the classified staff.
Their membership would improve the communication network, would
take them out of adversary roles, and should serve to reduce
the frequency of confrontational politics. However, being mem-
bers of the College Executive Council should not compromise
their right to speak directly and independently to the District
Board of Trustees.

relationship to the president. These positions are put at
the college level because it would not be economical nor
sensible to replicate their functions in each cluster. The four
staff positions are: 1) coordinator of student services, 2)
coordinator of institutional research, 3) coordinator of in-
structional media, and 4) staff assistant to the president.
The men or women holding these positions would have line
authority in relationship to the subordinates under their
supervision, but would have only staff and liaison relationship
with the clusters.

The staff assistant to the president would be a profes-
sional public administrator but would not be a credentialled
college administrator. He would relieve the president of as
much of the administrative detail as the president desired in
order to give the president time to read, to think, to plan,
to work with the provosts, to talk to the student representa-
tives, to be a sort of omnipresence on the campus. He should
be the president's alter ego and should be his staff man, par
excellence, but he would not be his executive officer and would
in no way be his lieutenant carrying his orders to the cluster
provosts. However, he would have line authority over the
plant manager, the manager of business services and personnel,
the manager of publications and publicity, and the management

technician specializing in grant proposal writing, schedule-
making, report preparation and other such technical miscel-
lanies.

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

The coordinator of instructional media is a broader
title reflecting the expanded responsibilities of the college
librarian. He (or she) would be in charge of all instruc-
tional media ranging from slide projectors to closed circuit
television and, of course, those tried and true media of
learning, books.

The coordinator of instructional media would have line
authority over the assistant librarians and media technicians
and, in this special case, would have jurisdiction in all
technical matters over the two para-professional librarians
in each cluster. He

would, of course, develop close liaison with the provosts
so he would know the needs of the cluster and could serve
them well. On a day-to-day basis, the actual collabora-
tion would be with the professional development facilitator
of the clusters. He, like most head librarians in community
colleges, would qualify for the first column on the adminis-
trative salary schedule.

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

The coordinator of student services, the fourth staff
officer directly responsible to the president, should not be

thought of as a dean of student personnel. Indeed, he would

not necessarily or even preferably be a credentialled person.

He would be a staff administrator, experienced in student

affairs and student problems, who would coordinate and super-

vise the Office of Admissions and Records, the Financial Aids,

Placement, Housing, and the Health Services.

In addition to this supervisory and coordinative responsibility over

tasks done by specialists, the coordinator of student services would be staff

director of all inter-collegiate enterprises--athletic,

theatrical, musical, political, etcetera. Cluster and inter-

cluster student activities would not be directly in his pro-

vince although he might lend logistical and other support.

He would in no significant way have connection with the coun-

selors. They, like their colleagues the instructors, would

take their lead from their cluster provost and would look

for staff assistance and professional development to the clus-

ter's professional development facilitator. This coordinator

of student services would be on a par with the staff assistant

to the president, namely in the top column of the classified

salary schedule.

This coverage of staff officers no doubt leaves some

obvious gaps, for example, the dean of the evening division

and dean of community services. These have not been overlooked.

They will appear in a subsequent section concerning some recommendations on administrative structure at the district level. Before moving to this echelon, perhaps it would be well to visually depict the people network at the college level; to chart out the interconnections among center, cluster, and college; and then turn to the infrastructure that would help bind these three levels of the institution into an effective whole.

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Charts 6 and 7 About Here

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Chart 6

ORGANIZATIONAL STRUCTURE AT THE COLLEGE LEVEL

President*

College
Executive
Council

Coordinator,
Instructional
Media≠

Coordinator,
Institutional
Research≠

Coordinator,
Student
Services°

(Cluster D)

Cluster A

(Cluster C)

Cluster C

(Cluster B)
1985

Staff Assistant
to President°

Plant
Manager°

Business
Services &
Personnel°

Publications
& Publicity°

Management
Technician°

Admissions & Records°
Financial Aids°
Health Services°
Placement and Housing
Inter-collegiate
Activities°

→ Leadership

---→ Input

* Certificated Administrator

≠ Certificated Teacher or
Counselor, or Librarian

° Classified Specialist

Chart 7

INTERCONNECTION AMONG CENTERS, CLUSTERS, AND COLLEGE

PRESIDENT*

Staff Assistant
to President°

COLLEGE

Coordinator,
Instructional Media≠

Coordinator,
Institutional Research≠

Coordinator,
Student Services°

Admissions & Records°

Financial Aids°

Health Services°

Placement and Housing

Inter-collegiate Activities°

College
Executive
Council

Plant Manager°

Business Services
& Personnel°

Publications
& Publicity°

Management
Technician°

Provost*

Student
Representative

Management
Assistant°

CLUSTER

Faculty
Spokesmen≠

Cluster
Coordinating
Committee

Student
Spokesmen

Center 1
Center 2
Center 3
Center 4

Center 1
Center 2
Center 3
Center 4

Professional
Development
Facilitator *

Faculty
Spokesmen≠

Student
Associate
Spokesmen

CENTER

Faculty
Caucus

Center
Assembly

Student
Caucus

Calendar

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

Projected Ratios

First year--2,400 students--3 line administrators = 800:1
Third year--5,600 students--4 line administrators = 1400:1
Sixth year--7,200 students--5 line administrators = 1440:1

*   Certificated Administrator

≠   Certificated Teacher or Counselor

°   Classified Specialist

---->   Input

——>   Leadership

Chapter 6

THE COLLEGE INFRASTRUCTURE

Complex organizations are just that--complex. Every
effort should be made to simplify them, but not to the point
of underestimating the complexity of the people who make up
these organizations nor failing to see the cross-currents of
purposes and functions which these organizations serve.

In any community college, there will be and should be rather
autonomous associations which are, in part, self-serving to the
interests of their members--for example, the academic senate, the student
assembly, and the association of classified staff. There
will be and should be policy committees to study and develop
a body of administrative rules and due processes so the col-
lege is not run by whim or fiat. There will be and should
be some grouping of professionals around disciplines or fields
of study which best describes their interests and their training
These constitute the less visible infrastructure of a col-
lege. They may not appear on organizational charts, but
they are part of the organizational mechanics that help make
it run. They will be the subject to this section of the
cluster college model being described.

Academic Senate

Academic senates are now found in many community col-
leges. Even in states without mandatory legislation, there
will inevitably be some association of faculty members for
they have certain vested interests which are less achievable
by individual effort than by group effort. Such academic
senates or faculty associations tend to organize themselves
as they choose and involve themselves in whatever concerns
them.

The freedom of action of academic senates is not only
respected in this cluster college model, it is invested
with new importance. It was already recommended that the
Academic Senate president serve on the College Executive
Council. It will also be proposed that he be a member of
the District Cabinet; that the Academic Senate have the
power to appoint its representatives to several key district
advisory committees; and that the Senate be the parent organi-
zation to promote associations of the various subject areas.
Throughout this conceptualization it is being assumed that
the Academic Senate will act as an intra-collegiate force,
a strong communication bond to link the faculty across the
clusters.

Student Government

The pattern of student government described thus far
has followed the upward spiral from Center Caucus through Cluster
Coordinating Committee to College Executive Council. It has not
been independent of the structure of center/cluster/college. This
was to assure and amplify student voice at every organizational
level. This was not to argue against a college-wide association
of students. Far from it! Such an association argues so well
for itself that it needs no advocate.

Like the Academic Senate, the Student Assembly
should be an autonomous association that has guaranteed lati-
tudes in which to define its own structure and its own func-
tions. Obviously, its jurisdiction and prerogatives cannot
preempt those of the college administration nor of the Academic
Senate. Instead, it is hoped that the Student Assembly fol-
low the path of negotiation rather than that of confrontation;
that it send its president to the College Executive Council
and to the District Cabinet and, like the Academic Senate, be
another intra-collegiate bond.

Classified Staff

Typically, classified staff members have performed yoe-
men services in a loyal manner and have not sought much power
in college management. Considering present alignment into power

blocs, it is likely that they will seek greater involvement.
This is understandable; they invest their daily lives in the
college, they are essential in making the daily operation of
the college run smoothly, and they have too much to contribute
to countenance their going unheard.

Earlier, the staff assistant
to the president was described as the ranking member of the
classified staff and as their spokesman on the College
Executive Council. This is not now retracted, but neither
should it interfere with the development of a Classified
Staff Association. Perhaps this will take the form of a
union, perhaps not. Whatever its organizational structure
or its philosophy, the leader of the Classified Staff Asso-
ciation should be invited to serve as an ex-officio member
of the College Executive Council, with voting rights on all
agenda items concerning the classified staff. He, or a classi-
fied staff ombudsman, should also have a seat on the Appeal
Board for Rights and Due Process. These involvements would,
at least, be a good start toward the long-delayed acceptance of
the classified staff into the governance process.

Intra-College Committees

It is necessary for all concerned to accept the legal
interpretation that the Board of Trustees is the policy deter-
mining body for the college and/or district. In regard to
fiscal policy, relationships with other government bodies

and in resolving controversial issues, few question this primacy.
However, most policies touching internal operation of the college
are hammered out by staff committees and are then given legal
sanction by pro forma endorsement by the Board of Trustees.

Obviously, the District Board of Trustees cannot
concern itself with all problems and all conflicts of will
and philosophy. And, just as obviously, neither the Board
of Trustees nor the College Executive Council nor the Cluster
Coordinating Committees can probe, debate, and decide every
issue on curriculum, on instruction, on counseling, on institu-
tional research, on student services, and on other such cate-
gories of concern. Ad hoc or standing committees for recom-
mending policy will be needed and it is to that subject which
attention is now turned.

The organizational goals of such committees are several:
1) to create channels for free flow of communication so that
anyone who wants to be involved can be involved; 2) to tap
the talents of the many so the few are not burdened with
doing everything; 3) to allow administration to know what is
going on and to have early input so they are not subject to
disruptive surprises nor reduced to the single option of veto and
confrontation; 4) to fully exploit the special knowledge of
consultants without making them responsible for decision; 5)
to foster the use of ad hoc groups to deal with unique prob-
lems so that the committee self-destructs upon resolvement

of the problem; and 6) to divide the load and limit the con-
cerns of the standing committees so their members have the
time to probe to the philosophic centers of the issues which
they are asked to resolve.

Relationship of College Executive Council to Other
College Committees: It is proposed that the College Execu-
tive Council serve as the steering committee for significant
problems or issues that arise or are of recurring concern.
This is a built-in function anyway since the College Execu-
tive Council would serve in an appellate capacity to the
Center Caucuses and to the Cluster Coordinating Committees.

In its role as steering committee, this small council
(president, staff assistant to the president, provosts, student
representatives, and perhaps the presidents of the Academic
Senate, the Student Assembly, and the Classified Staff Associ-
ation) would give first reading or first hearing to state-
ments of problem, issue, or recommendation. This briefing
would alert these key leaders to what is going on. If so in-
clined, the Council could append comment or initial reaction
before referral.

Those problems.falling within its own ken and its own
jurisdiction would be handled by the Council. Any issue
judged to be unique and non-recurring would be referred
to a small ad hoc group appointed by the president to

study the problem and make early recommendation to the Council.
Those proposals, or issues, that would clearly fall within one
of the common categories of collegiate concern (curriculum,
instruction, student services, etcetera) would be noted, perhaps
commented upon, and then referred to the appropriate standing
committee for hearings, depth analysis and recommendations back
to the Executive Council.

                        The policy recommendations,
whether from ad hoc or standing committees, would be reviewed
by the Executive Council and a) translated into administra-
tive action, or b) forwarded to the superintendent with en-
dorsement, or c) referred to the appropriate segment of the
college community for general discussion and perhaps plebiscite,
or d) returned to the ad hoc or standing committee (or to the
Cluster Coordinating Committees) with critical comments or
even with a veto message.

    Standing Committees: Recommendations on standing com-
mittees, their composition and method of selection of mem-
bers are presented in a condensed form in Table 9.

- -

Table 9 About Here

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Associations of Subject Areas

    In previous sections of this conceptualization of a
cluster college, traditional college departments have not

Table 9

COMPOSITION AND SELECTION OF STANDING COMMITTEES

CURRICULUM COMMITTEE

Voting Members	Ex-Officio Members
President, Everyman Community College	Coordinator, Instructional Media
Instructor Elected by Each Cluster Coordinating Committee	Coordinator, Institutional Research
	District Coordinator, Extended Day
Counselor Elected by Each Cluster Coordinating Committee	Professional Development Facilitators
Sophomore Student Elected by Each Cluster Coordinating Committee	

Ad Hoc Consultants From:

Subject Area Associations

Community Representatives

District Office of Community Services

District Extended Day Advisory Committee

EVALUATION AND IMPROVEMENT OF INSTRUCTION/COUNSELING COMMITTEE

Voting Members	Ex-Officio Members
Provosts of Each Cluster	Coordinator, Instructional Media
Instructor Elected by Each Cluster Coordinating Committee	Coordinator, Institutional Research
	District Coordinator, Extended Day
Counselor Elected by Each Cluster Coordinating Committee	Professional Development Facilitators
Sophomore Student Elected by Each Cluster Coordinating Committee	

Ad Hoc Consultants From:

Subject Area Associations

Table 9 (Continued)

STUDENT SERVICES COMMITTEE

Voting Members	Ex-Officio Members
Provost Elected by the College Executive Council	Coordinator, Student Services
Instructor Elected by Each Cluster Coordinating Committee	Student Representative from Each Cluster
Counselor Elected by Each Cluster Coordinating Committee	District Director, Community Services District Coordinator, Extended Day

Sophomore Student Elected by
Each Cluster Coordinating Committee
Two Extended Day Students Elected at Large

Ad Hoc Consultants From:

Student Services Staff

District Extended Day
Advisory Committee,
District Community Service
Advisory Committee

INSTITUTIONAL RESEARCH COMMITTEE

Voting Members	Ex-Officio Members
President, Everyman Community College	Coordinator, Institutional Research
Instructor Elected by Each Cluster Coordinating Committee	Coordinator, Student Services
Counselor Elected by Each Cluster Coordinating Committee	Professional Development Facilitators
Sophomore Student Elected by Each Cluster Coordinating Committee	

Ad Hoc Consultants From:

Subject Area Associations

Other sources as suggested
by the nature of the research

Table 9 (Continued)

INSTRUCTIONAL MEDIA COMMITTEE

Voting Members	Ex-Officio Members

Voting Members

Provost Elected by the College
Executive Council

Instructor Elected by Each
Cluster Coordinating Committee

Counselor Elected by Each
Cluster Coordinating Committee

Sophomore Student Elected by Each
Cluster Coordinating Committee

Ex-Officio Members

Coordinator, Instructional Media

District Coordinator, Extended Day

District Director, · Community
Services

Professional Development Facilitators

Ad Hoc Consultants From:

Subject Area Associations

APPEAL BOARD FOR RIGHTS AND DUE PROCESS

Voting Members

President, Everyman Community College

Ombudsman Elected by the
Academic Senate

Ombudsman Elected by the
Student Assembly

Ombudsman Elected by the
Classified Staff Association

Ex-Officio Members

President of the Academic Senate

President of the Student Assembly

President of the Classified Staff
Association

Ad Hoc Consultants From:

Professional Associations,
Unions, and Student Organizations

been discussed because this college model has not been organized along departmental or divisional lines. Nevertheless, a strong case can be made for professionals of like interest and preparation to organize themselves for the satisfactions and benefits of constant contact and interaction (Bloomerly, 1971). Such faculty groups would be akin to professional associations; they would be "centers of inquiry" as Richard Worthen described them (Worthen, 1971); they would be "boards of studies"; they would be associations of professionals in related subject areas and, at least in this model, will be called that—subject area associations.

These associations should be organized if, when, and how the involved people want them to be. Once organized, they will be invited to make input to discussions on policy which interests their memberships, but they will not be integral to the governance of the college. It seems appropriate that the Academic Senate, rather than the college administration, take the initiative to encourage and sponsor their development. They should have only casual relationship to the formal college organization, yet be invited to participate within it and be given adequate subsidization to perform appropriate functions. For example, it is recommended that the college weekly schedule have one hour kept inviolately open for the subject area associations to meet.

These subject area associations should not have to be coaxed into existence, nor enticed with extra pay or released time for their members to exercise professional responsibilities. As will be seen in the dozen rather terse statements which follow, the suggested involvements of the subject area associations will be supplementary and enhancing; the college could function without these associations but it could function better with them. These associations will be motivated to participate by the professional interests inherent in their involvement and by the intrinsic benefits which will accrue to their members.

1. The subject area associations could perceive themselves as the in-house champions of professional standards, initiating and then giving periodic, critical review to all outlines and bibliographies of courses within their subject area.

2. The subject area associations could make evaluation a constant process rather than a periodic event, developing evaluation of instructors/counselors independent of that done by the center/cluster/college administration and oriented more toward assistance, even salvage, rather than toward judgment.

3. The subject area associations could assess and make recommendations regarding the need for new instructors/ counselors or the reallocation of instructors/counselors on a center, cluster, or college-wide basis.

4. The subject area associations could, if they choose, have voice on selection committees for the hiring of staff members whose backgrounds fall within their respective fields.

5. The subject area associations would have a standing invitation to cooperate with the centers and clusters in planning for and participating in the induction of new staff members who would be working within their area of study.

6. The subject area associations would, undoubtedly, take a responsible role in professional development. For example, the college should honor their budgetary requests to engage consultants when needed and to organize and present periodic conferences and seminars, particularly sessions in which problems in learning and teaching unique to a particular subject area are explored.

7. The subject area associations would be welcomed as sources of proposals of new courses for the consideration of the Curriculum Committee, and their ad hoc consultants would

be assured a strong voice, though not a vote, in the hearings conducted by this committee.

8. The subject area associations would be given the opportunity to initiate and to critically review the library and other media accessions in their areas of specialty and would be invited to send ad hoc consultants to the meetings of the Instructional Media Committee.

9. The subject area associations would be encouraged to recommend, help design, and participate in pertinent research projects to be carried out by the coordinator of institutional research, and, to effect this, warm welcome would be given to their ad hoc consultants to the meetings of the Institutional Research Committee.

10. The subject area associations could invite counselors to their meetings to discuss course patterning for students entering their respective fields of study and their members could volunteer to act as academic advisors to students or, at least, to be consultants to counselors and counselor-aides in the intricacies of academic advisement.

11. The subject area associations would be given ample opportunity for periodic sessions involving input and exchange with the professional development facilitators.

12. The subject area associations would be recognized as important resource groups in questions regarding academic freedom or on questions of propriety specific to their field of expertness.

The single, sovereign junior college is coming to be about as rare as the family farm. Most community colleges, particularly those in metropolitan areas, are member colleges within a district. Each is separate from the other and each has varying degrees of autonomy, yet each college owes its fealty to the district and has become an integral unit within a system of colleges. Since this is true, the conceptualization of this model cannot easily stop at the boundaries of the college. Under any circumstances there would be problems of district articulation between a cluster college and a traditional college but in the Everyman Community College model this became more of a solution than a problem. Those community college functions which have an awkward fit with the cluster model were elevated to the district level. Focus will now be shifted to the continuing innovation of structure and function at this district level.

Chapter 7

THE DISTRICT

Complex organizations are like chess boards; moving
one piece changes the whole pattern. To illustrate this,
imagine throughout this chapter that Everyman Community
College has been added as a second campus to the Metropolitan
Junior College District. The original campus, City Junior
College, was created in the 1920's and has grown to a 9,000
student enrollment with a very traditional administrative
and departmental organization. Can tradition and innova-
tion live side by side each untouched by the other?

Old Roles and New Roles

Full development of a cluster concept on one campus
changes the traditional functions of a multi-campus district.
Perhaps the weaker verb "affects" should be substituted for
"changes" since many of the functions of a district would
remain unchanged and much of the pattern of district organiza-
tion would remain intact. The district would continue to pro-
vide staff services to the board of trustees. The district would
continue to act as fiscal agent and would continue to exercise
budgetary control. The district would continue to be in charge of
facility planning and resource development. The district would
continue as the center of public information. And, most important,

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the superintendent of the district would continue to be
the chief executive officer of the district recommending
policy to the board and administering the policy established
by the board (Roemmich, 1970).

But needless to say, creation of a second college,
irrespective of its organizational structure, adds a whole
new district function--coordination of all educational enter-
prises of the two campuses. Further, in this instance,
Everyman Community College will certainly not be a mirror image
of City Junior College. Far from it! They will serve common
purposes even if they do it in different ways, but it would
be most uneconomical for Everyman Community College to repli-
cate every function now performed by the existing, tradi-
tionally organized City Junior College. Instead, it is
recommended that those educational services on both campuses which
are district-wide in scope be consolidated under the juris-
diction of one district officer who would be directly respon-
sible to the district superintendent.

A Third College Without Campus

What is being suggested here is non-traditional, hence
should be clearly spelled out. It is recommended that all
evening (extended day) classes and all community services be
a district function, not a campus function. Instead of each
college having an evening division, adult education, and

community services, Metropolitan District College for Continuing Education would serve these functions. The point is that evening courses (collegiate level and adult education) are, and should be, offered in convenient locations throughout the entire district. Community services are, and should be, taken to whatever strategic location will draw the most people. If their natural geographic range is the whole district, why should their administration be arbitrarily subdivided--actually replicated--at each campus?

What sounds like a paradox may be good sense: centralization of coordination may facilitate decentralization of functions. As is true in community colleges throughout the country, special educational services of City Junior College already find homes in many different facilities within the district. This is just the first wave in the increasing flow of education to the people. This is not to say that the room space and libraries and auditoria and special equipment of City Junior College and Everyman Community College would not be used fully in the evening hours. It simply means these colleges would be the points of concentration but the whole district would be the campus for these community educational programs. There is no compelling reason why each college should have its own evening division, its own adult education program, and its own community services. There is

both organizational logic and economy to argue for their consolidation at the district level.

There are also some severe problems associated with making extended day and community service programs district-wide in scope. To simply transfer the extended day and community services functions to the existing district staff would be the worse kind of folly. It would swamp the district with work, would confuse coordination with operation, and would exacerbate the present conflicts of interest, of will, and of ego that sour the relationships between campus adminis-trators and district officers. Another problem is accredita-tion, for only colleges, not districts, are accredited to award degrees and units.

Of course, one way of avoiding expensive replication would be to simply beef up the staff at City Junior College and put all evening programs and community services within the one college. But this would distend City Junior College in a grotesque fashion and certainly would result in City Junior College overshadowing Everyman Community College. A second option: a traditional structure for evening division and community services could be superimposed over the cluster college organizational pattern at Everyman Community College. However, second thoughts reveal this to be awkward, incompatible,

expensive, and actually inimical to vital aspects of the cluster college model. Both of these possibilities were carefully considered and were rejected.

Instead, it is recommended that a third college without campus be created; that this college be an administrative means for coordinating district-wide programs; that this college have only a miniscule administrative staff and no contract instructors or counselors; that this college concentrate on special programs, thereby relieving the two campus colleges of trying to be all things to all people; that this college be the center for innovations in time patterns, in educational decentralization, in non-traditional study, and in external degrees. If this recommendation sounds startling, be reassured; it will call for building a college in the minds of people, not an expensive ediface on a 100-acre site. Perhaps the appropriate name for it would be the People's College for Continuing Education.

There would not be a separate campus, but there would be a nerve center, a headquarters, a small staff of talented coordinators. This college without campus would be headed by a president who would have line authority and responsibility for all educational endeavors now falling under the rubrics of evening division, adult education, and community services.

This super-coordinator would be directly responsible
to the district superintendent and would be a co-equal to
the City Junior College president and the Everyman Community
College president. He would not be an associate superin-
tendent for his duties and responsibilities would be special,
not general. As lieutenants under him, there would be a
director of community services and a director of extended
day programs. These two administrators would be given the
same status and salary as that awarded to provosts. Policies
and procedures guiding this cooperative, district-wide effort
would be worked out by the Continuing Education Coordinating.
Committee. It would be composed of the following six mem-
bers:

> District Superintendent (Chairman)
> President, People's College for Continuing Education
> Director of Extended Day Programs
> Director of Community Services
> President, City Junior College
> President, Everyman Community College

The director of extended day programs would, no doubt,
need a coordinator serving Everyman Community College and its
environs, and a coordinator serving City Junior College and
its neighboring areas. These coordinators would be responsible
to the district director, but would be officed at their

respective campuses and would work cooperatively with the

admissions and records officer and, in fact, with all staff

officers at the college level. The two campus coordina-

tors would enjoy the same rank and reward as those hold-

ing the title of coordinator at the college level, that is,

column I on the administrative salary schedule.

Computer technology makes registration and record

keeping, even for highly decentralized programs, relatively

easy. Any educational experience requiring registration

would fall under the banner of one of the three colleges.

Student registration would be fed into the district computer

and would be recorded as work taken at the college which

offered it.

Each student would be free to identify him-

self with Everyman Community College, City Junior College,

or the People's College for Continuing Education. At any time,

the student could also elect to transfer his records and his

identity from one college to another. Units of credit given

by one college would, of course, be accepted by the other

two. As a matter of fact, it is recommended that a single

district catalog be published which would describe both

the common and the unique offerings of the three colleges.

Students meeting basic requirements for the associate

degree in arts, the associate degree in science, or even a

short course certificate would receive this certification
from the college where he completed all or most of the work.

Extended Day Programs: There has never been valid reason
for the less rigorous selection, the relaxed credentialing
and the lower pay for instructors and counselors engaged to
perform their professional duties after the sun has gone down.
Yet, it has been historically true and, unfortunately, it may
continue to be true. This critical statement is made to dis-
pel any smokescreen arguments that evening programs must
stay under the administrative aegis of the local campus so
that evening courses will be taught by regular contract in-
structors who will be guided and assisted by department chair-
men and who will be evaluated by professional peers. These
conditions do not presently obtain; these are myths, not
realities.

Hopefully, there may be a better chance for improve-
ment if all extended day programs become the special concern
of district-level administration. The so-called evening
program would no longer be the academic step-child. There
would be someone with authority, close to the superintendent
and the board, who would speak as advocate. Extended day
courses (broadened in definition, perhaps, to educational
experiences) would more likely grow out of the interests

and needs of people in the community rather than the present
procrustean method of cutting them in the exact mold of
day courses. Parroting to adults in the evening a course
designed for much younger students would no longer be an
automatic fringe benefit of the day staff. The much needed
counseling services might become more than the lick and a
promise which they have historically been in evening programs.

Under this separate administrative structure, it would be
much easier to erase the artificial line that is too often drawn
between extended day courses and community services. There
would be greater latitude for designing the educational exper-
ience to meet the need rather than to fit the category. With
powerful champions to protect it, money legally earmarked for
adult education and community services would be spent on adult
education and community services--a condition which does not
presently obtain. And, if all of these factors truly contri-
buted toward creating a people's college, the people would use
their votes and their taxes to vigorously sustain it.

The president of the People's College for Continuing
Education and his small staff would give top priority to seeking
out the best teachers and counselors available in the area and,
if needed, would hire consultants to assist them in this ad hoc
hiring of people best qualified to meet a particular community

need. The term ad hoc is used advisedly for the teachers

and counselors would be engaged on an hourly basis to per-

form a specified task for a specified time. They would

not become contract employees of the district. They would

be selected on the basis of their competence to meet a par-

ticular need of a group of people in the community, hence

would be drawn from industry, business, politics, the arts, the

crafts and the professions, as well as from the ranks of educators.

An idea was introduced in the previous paragraph that

deserves better focus, namely, the use of consultants for

certain professional activities. Too often in education,

expensive, full-time administrators are hired to do ad hoc

tasks. Why not pay bona fide experts for the hours or the

days necessary to do specific tasks when needed? For example,

the very important task of selection of instructors and

counselors for the extended day programs could be done by

a team made up of the director of extended day programs,

his two campus coordinators and varying subject area special-

ists from the other two colleges or from nearby universities

or from outside academe, whose expertness and discernment

would be paid for on an hourly basis.

Another example: proper evaluation of evening division

instructors has rarely, if ever, been done. Evaluation

of the teaching-learning equation is a sophisticated art.
It should be done by talented, trained specialists, and,
the point is, these consultants can be hired by the hour,
or on a brief contract to perform this function. It would
not be necessary to engage a full-time evening dean of
instruction or evening dean of student personnel, or give
released time to department heads or division chiefs to
do these tasks. They could be done much more cheaply, and
probably more objectively and more validly, by respected
professionals in academic circles who do consulting work.
And, therefore, the district administration of this third
college could be as lean as a greyhound.

Extended day programs would not just be a weak echo of
the offerings during the day. They would be shorter and
longer term educational experiences tailor-cut to fit the size
and shape of the learning needs of the people in the district.
To generate maximum input, there should be an advisory com-
mittee for extended day programs that would reflect multiple
constituencies within the district and various groups with quite
vested interests. The composition of this advisory committee
for extended day programs might include these fifteen members:

      Director of Extended Day Programs (Chairman)

      Director of Community Services (ex-officio)

Coordinator, Extended Day Programs: Everyman
Community College (ex-officio)

Coordinator, Extended Day Programs: City Junior
College (ex-officio)

Board-Appointed Representative from a neighboring
college or university

Board-Appointed Representative from the local
unified school district

Community-Elected Representative from the Chicano
or other Ethnic Group

Community-Elected Representative from the Black or
other Ethnic Group

Board-Appointed Representative-at-Large (to achieve
sexual and ethnic balance)

Two Elected Faculty Representatives of the Extended
Day Programs*

Two Elected Counselor Representatives of the Ex-
tended Day Programs**

Two Elected Representatives of the Extended Day
Students

This advisory committee would combine the usual func-
tions of a curriculum and instruction committee and a student
personnel committee. It would make recommendations on educa-
tional experiences to be offered and would concern itself
with all policy matters concerning students and the services
to be extended to them.

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*
Each of these representatives would serve as an ad hoc
liaison consultant to the Curriculum Committee of either
Everyman Community College or City Junior College.

**
Each of these representatives would serve as an ad hoc
liaison consultant to the Student Services Committee of either
Everyman Community College or City Junior College.

Community Services: The argument for district coordina-
tion of community services and against replication of an
office and staff for community services on each campus is
even more compelling. Like most districts, the Metropolitan
Junior College District is a geographic unit. It would
make little sense to say that Everyman Community College
should provide community services to the southern half and
City Junior College should provide community services to
the northern half. The service should be given where the
need arises. This means that any auditorium, school, in-
dustrial plant, library, church, playing field, theatre, public
building, or private home might become the most appropriate
location. Naturally, the facilities of the two campuses will
be used to the maximum but this only calls for district-wide
coordination not for a separate community service operation
for each college.

The coordination as well as initial planning and even-
tual administration of all community services would, as
mentioned before, be the charge of the director of community
services. As the name "community services" implies, there
would be obvious need of feed-in from both gown and town.
An advisory committee for community services made up of
these thirteen members would be a good beginning:

Director of Community Services (Chairman)

Director of Extended Day Programs (ex-officio)

Representative Appointed by the President,
Everyman Community College

Representative Appointed by the President,
City Junior College

Elected Representative from Academic Senate,
City Junior College

Elected Representative from Academic Senate,
Everyman Community College

Elected Representative from Student Assembly,
City Junior College

Elected Representative from Student Assembly,
Everyman Community College

Board-Appointed Representative from the local
Recreation Department

Board-Appointed Representative from the local
Leisure and Arts Commission

Community-Elected Representative from the Chicano
or other Ethnic Group

Community-Elected Representative from the Black
or other Ethnic Group

Board-Appointed Representative-at-Large (to achieve
sexual and ethnic balance)

The director of community services would, in all regards,
be on a par with the director of extended day programs ex-
cept that he would be aided only be staff assistants (publicity,
booking arrangements, records), not campus coordinators. He
would be directly responsible to the president of the People's
College for Continuing Education.

A Lean Team: Time and attention have been devoted to the

administrative structure of the People's College since con-

cepts which are unconventional require some explaining. This

plan consolidates two major functions, extended day programs

and community services, moving them from the college level and

establishing them as a district-wide enterprise. In the process, this

new way of slicing cuts away a sizable segment of college level

administration and although it adds some at the district, it

assiduously avoids replicating a whole superstructure for the third

college and manages to keep the managerial staff for both of

these merging educational functions quite small and rather

well-meshed with the staffs running the campus operations. The

sketch of this small, yet vital, segment of the district adminis-

tration is shown in Chart 8.

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Chart 8 About Here

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The District Administration

Leanness, a flattening of hierarchy and democratic in-

volvement continue to characterize even the remaining top

echelon of administration. The superintendent would have

Chart 8

ORGANIZATIONAL STRUCTURE OF THE PEOPLE'S COLLEGE
FOR CONTINUING EDUCATION

President*

Continuing Education Coordinating Committee

Director of Extended Day Programs*

Advisory Committee for Extended Day Programs

City Junior College Coordinator*

Everyman Community College Coordinator*

Director of Community Services*

Advisory Committee for Community Services

Fiscal and Records°

Bookings and Arrangements°

Publicity°

* Certificated Administrator
° Classified Specialist
Input
Leadership

only four staff assistants reporting directly to him in
addition to the three line officers (Everyman Community
College president, City Junior College president, and
president of the People's College for Continuing Education).
The four staff officials would be professionals, not in edu-
cation but in the area of their own functioning. They would
serve strictly in a staff capacity furnishing knowledgeable
input to the superintendent and to the board of trustees.
They would not have line authority over anybody except those
few people assisting them to perform their special functions.

To relieve the superintendent of as many routine managerial
duties as possible, there would be a management technician,
a person fully trained as a public administrator or a person
trained and long-experienced as an executive secretary. The
second staff official would be that of administrative assistant
for facility planning and resource development. The person
holding this position would be busy indeed during the develop-
mental years of the new college and from that point his tenure
would depend on continued growth of the district. The third
staff man, administrative assistant for public information,
would be a community relations specialist as well as liaison
between the college district and the media.

The fourth, administrative assistant for business services, would serve a most vital function, but is clearly and purposely identified as a staff official. He should account for and disburse the money and he should perform the technical record-keeping on personnel. He should not determine how the money should be spent nor who and why people are on his personnel rosters. All of these administrative assistants should be well within the top decile of the classified salary schedule. Certainly, it will not be possible to attract and keep top-calibre people unless their salaries are commensurate with those in similar positions in business and industry.

It is a truism that an essential determinant of successful administration is good communication. To achieve communication flow, the superintendent must build channels of input and output. Of course, these channels are more psychological than structural but, even so, there must be structural means for the superintendent to know constantly what is going on and to be able to affect what is going on. He has to be "on top of things," literally and figuratively.

The obvious, perhaps tried and true, way for a chief executive to gain the power that comes with knowledge is

to make himself the hub of communications. The best single

way to do this is to bring the key administrators together

into a small cabinet which meets often and where complete

candor is honored. The membership of such a District Cabinet

should reflect the fact that sometimes a small action group

is required and other occasions call for advisory delibera-

tions. This functional separation is obvious--the four

permanent certificated administrators would be the executive

body but augmented for policy advisement by the elected

faculty, student and classified staff representatives.

District Superintendent

President, Everyman Community College

President, City Junior College

President, People's College for Continuing
Education

- -

Academic Senate Presidents from Everyman
Community College and City Junior College

'Associated Student Body Presidents from
Everyman Community College and City Junior
College

Classified Staff Association Presidents
from Everyman Community College and City
Junior College

This cabinet of ten people, if it meets often and develops

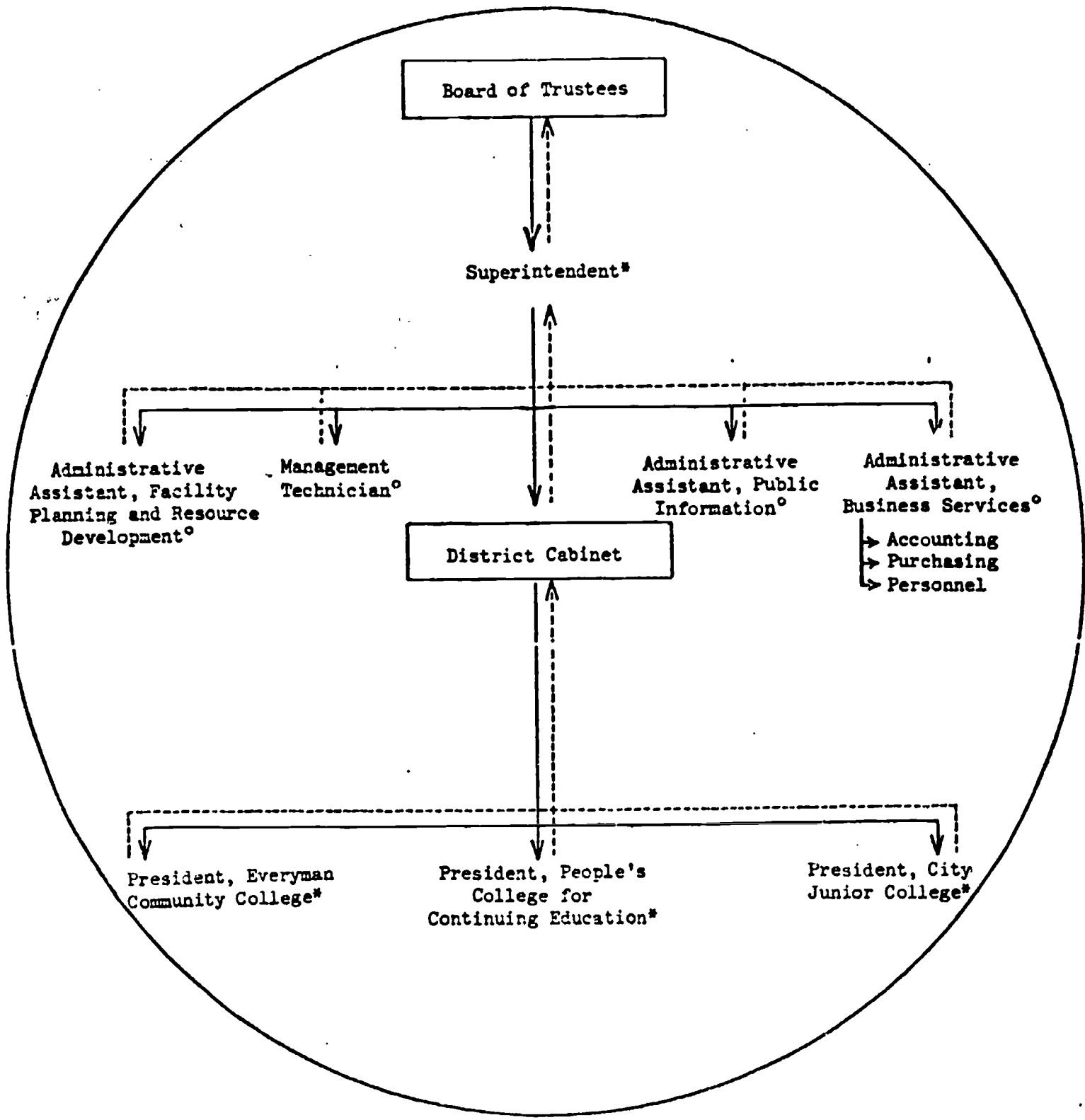a climate of candor, should make the superintendent the best informed

person in the district--and that is precisely what he should

be. In addition, of course, he will have input from his

four staff officers. With this kind of a knowledge base,

he should be able to analyze problems and decide on adminis-

trative action just as he should be able to lay out clearly

before the board the policy options open to them. Chart 9

depicts the district administrative structure that has

just been described.

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Chart 9 About Here

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That which is new and different almost always sounds

more expensive. Several significant innovations have been

described in this and in preceding chapters. If they are

just free-floating fantasies they may be read with some

interest but then promptly dismissed. The sophisticated

reader will appreciate the fact that the untried cannot be

costed out exactly and that any social innovation is likely

to be somewhat more expensive during its developmental years.

Yet, the question of cost has to be answered and a serious

attempt to arrive at this answer will be made in the next

chapter.

Chart 9

ORGANIZATIONAL STRUCTURE AT THE DISTRICT LEVEL

Metropolitan Junior College District Electorate

Board of Trustees

Superintendent*

Administrative
Assistant, Facility
Planning and Resource
Development°

Management
Technician°

Administrative
Assistant, Public
Information°

Administrative
Assistant,
Business Services°
→ Accounting
→ Purchasing
→ Personnel

District Cabinet

President, Everyman
Community College*

President, People's
College for
Continuing Education*

President, City
Junior College*

*   Certificated Administrator

°   Classified Specialist

----→   Input

——→   Leadership

Chapter 8

THE QUESTION OF COST

A precise and valid cost benefit analysis has never
been done on any educational institution and, unless a way
is discovered to measure the intangible, subjective, and
evanescent benefits of education, one never will be. Doing
so would be as difficult as making a cost benefit analysis
of a man's life, or the work of an artist, or of religion.
Cost, alone, is difficult to measure, particularly when
the effort is to assess the cost of a concept as opposed
to a material product or an on-going operation. Nevertheless,
those accountable for the taxpayers' dollar will need some
evidence that moving boldly in a new direction will not lead
to financial disaster, particularly in a time of high taxes,
tight budgets, and diminished faith in education.

Some Initial Qualifiers

The bizarre reality of today's financial crisis demands that inno-
vative approaches be no more expensive than traditional ways
of doing things however unsuccessful these traditional ways
may be. Having said this, the obvious disclaimer must be
made that opening costs of any new institution, innovative
or not, are usually greater than maintenance costs of an old

institution. However the new college in the Metropolitan

Junior College District is organized, the per student costs

of Everyman Community College in its opening years will

probably be higher than the per student costs of its older,

traditional sister college, City Junior College. Per student

costs will begin to level off after the shake-down years

when the ratio of students to staff has reached an optimum.

This conceptualization has centered on the administra-

tive network for operating a cluster college, hence compari-

sons of cost will be largely limited to administration. Even

so, two or three points on staff and student costs deserve

special mention in this context of comparative costs.

Any segregated system of remedial education has been

rejected in this plan, therefore, tutoring would have to be

available in many classes. Similarly, the decentralized

and high-load counseling system (1:400) would require counselor

aides. The assumption was made in the staffing patterns (see

page 72) that there would be a half-time tutor for each

instructor and a full-time para-professional aide for each coun-

selor. If, in fact, the undereducated third or half of the

community college student population is reached by this coordina-

tion of professional and para-professional help, then the addi-

tional cost would be more than matched by additional benefit.

There is neither logic nor ethic in a community college
accepting all comers unless it has a commitment to give
special help to those who need it. If the district income is at
the ceiling and is already efficiently expended, then it would be
necessary, though unpopular and unpleasant, to increase weekly
student contact hours (WSCH) or the faculty:student ratio to make
this para-professional assistance financially possible.

The substantial cost of released time for department
chairmen and/or division chiefs, traditional at City Junior
College, would be obviated by the very structure of Everyman
Community College. There would be neither departments nor
divisions and the functions of the subject area associations
would be the professional responsibilities of their members,
not a part of the administration of the college that demands
recompense.

It is true, however, that under this plan the faculty
spokesman for each center would get released time and would
be paid an extra month's salary for summer organizational
work. Since the clusters would be incremental, in the opening
year money would have to be budgeted for only six such persons.
This would grow with student population, so ten years hence
there would be 24 center spokesmen leading a professional
staff of 336 and serving a student population of 9,600. A
traditional college of that size might have as many as 24

departmental chairmen plus division chiefs and a liberal

sprinkling of deans, associate deans, and coordinators.

The point being made here is that cluster colleges grow

predictably by adding pre-defined modules, that is, one

center spokesman for each 14 professional staff members, one

provost for each 4 centers. Administration would not grow like

a mushroom, fast and with an umbrella-type superstructure of

coordinators, assistant deans, associate deans, and deans.

Another expense built into this concept is that of

honoraria for student associate spokesmen and student repre-

sentatives. The monthly figures of $100 and $150 were sug-

gested for associate spokesmen and student representatives.

This would cost $450 a month for each cluster or $4,500

for an academic year. In the opening year, with two clusters,

this would require an annual budgetary expense of $9,000.

After a decade of growth, with six clusters, it would cost

$27,000 per year. This is modest cost indeed if it helps

make students an integral part of the governance of the college

rather than militant, perhaps confrontational adversaries.

Comparisons at the College Level

For later comparisons, retur. is made to the illustration

of Metropolitan Junior College District with its two colleges,

City Junior College and Everyman Community College.* As

might be surmised, in the first year a direct comparison

of administrative costs between City Junior College and

Everyman Community College would not make much sense. In

its opening year, Everyman Community College will have

only 2,400 students while City Junior College would have

three times that many.

As is true of all new colleges, Everyman Community

College will need an adequate administration long before

the college has reached maximum enrollment. The faculty

spokesmen and the cluster provosts can be added as the

,center and cluster modules are added. This attractive

incremental increase does not hold equally well for the

college-wide staff positions. To argue ad absurdum, one-

third of an instructional media coordinator, or one-third

of a staff assistant to the president cannot be hired for

the first year of operation with the other two-thirds of

each position being added later.

To make the comparison of the existing college and the

future one equitable, the projection will be for the third

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*
These are not as hypothetical as they may sound. The basic
facts used in the comparisons were obtained from San Jose Junior
College District and reflect the actual costs of San Jose City
College and the projected costs of a new, second campus, Evergreen
Valley College.

year when, it is assumed, both campuses will have reached approx-
imately equal enrollments; a reduction to 5,000 for City Junior
College and a growth to 5,500 for Everyman Community College. Table
10 lists the administrative positions (certificated and
non-certificated) at each college and attaches a 1971 dollar
price to each position. The assumption is made that the
classified positions below that of administration will be
roughly equal for the two colleges, hence need not be
calculated in this comparison.

- -

Table 10 About Here

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By this reckoning then, the administrative salary costs
would be about $36,000 less at Everyman Community College
than at City Junior College. Even at the ninth year, when
Everyman Community College is projected to have 9,600 students,
administrative salary costs would remain constant except those
directly associated with the gradual increase in number of
centers (to 24) and clusters (to 5):

2 Cluster Provosts	$44,000
2 Cluster Management Assistants	20,000
2 Cluster Professional Development Facilitators	40,000
10 Center Faculty Spokesmen	82,000
2 Cluster Student Representatives	3,000
8 Center Student Associate-Spokesmen	8,000
	$197,000

Table 10

COMPARISON OF ADMINISTRATIVE COSTS AT CITY JUNIOR COLLEGE
AND EVERYMAN COMMUNITY COLLEGE, THIRD YEAR*

CITY JUNIOR COLLEGE

Positions	Salary Costs
President	$ 26,000
Vice President, Business Services	24,000
Assistant Business Manager	14,500
Accounting Officer	12,000
Supervisor, Student Operations	12,500
Building Manager	12,000
Public Information Officer	13,200
Executive Secretary	10,000
Head Librarian	19,000
Dean of Instruction, Liberal Arts	22,000
Assistant Dean, Liberal Arts	20,000
Dean of Vocational Education	22,000
Assistant Dean, Vocational Education	20,000
3 Coordinators, Vocational Education at $18,000 each	54,000
Dean, Student Services	22,000
Assistant Dean, Student Activities	20,000
Assistant Dean, Counseling	20,000
Records Officer	16,000
Director, Research and Development	22,000
17 Department Chairmen, 1971 net cost of this level of administration	166,761
TOTAL	$547,961

EVERYMAN COMMUNITY COLLEGE

Positions	Salary Costs
President	$ 26,000
Coordinator, Instructional Media	18,000
Coordinator, Institutional Research	18,000
Coordinator, Student Services	18,000
Admissions and Records	14,500
Financial Aids	14,500
Health Services	14,500
Placement and Housing	14,500
Inter-collegiate Activities	14,500
Staff Assistant to the President	20,000
Plant Manager	14,500
Business Services and Personnel	14,500
Publications and Publicity	14,500
Management Technician	12,500
3 Cluster Provosts at $22,000 each	66,000
3 Cluster Management Assistants at $10,000 each	30,000
3 Professional Development Facilitators at $20,000 each	60,000
14 Center Faculty Spokesmen (estimate based on 1/2 released time plus 1 month extra pay)	114,000
3 Cluster Student Representatives	4,500
11 Center Student Associate Spokesmen	11,000
TOTAL	$512,000

*Projections were based on 1971 salaries and were extrapolated from the budgetary records of San Jose Junior College District.

By this projection, the increase in enrollment will have
jumped from 5,500 to 9,600 (73%) while the cost of adminis-
trative salaries (again using 1971 salaries) will have in-
creased from $512,000 to $709,000 (38%).

The previous comparison indicates that the administra-
tive network of Everyman Community College would be no more
expensive--probably $36,000 cheaper--than that of City Junior
College. The easy rejoinder could be made, "But maybe both
of them are top-heavy with administrative structure and adminis-
trative cost." It is fruitless to look for absolute proof that
moving to the cluster college is the less expensive way to go nor,
indeed, is economy the compelling reason to organize along a
cluster college model. Even so, it seems worthwhile to make
a comparison between the opening cost of administering this
innovation versus the opening cost if a traditional model of
administration were used. One qualifier: since extended day
and community services have been "built-out" of this model,
it will have to be assumed that these two functions have also
been moved to the district level in the traditional pattern of
administration. Table 1 then, uses 1971 salaries in comparing
the first year opening cost of administration of two hypothetical
colleges: Everyman Community College--Traditional, and Everyman
Community College--Cluster.

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Table 11 About Here

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Table 11

COMPARATIVE COSTS OF ADMINISTRATION
OF TWO HYPOTHETICAL MODELS, FIRST YEAR*

EVERYMAN COMMUNITY COLLEGE--TRADITIONAL		EVERYMAN COMMUNITY COLLEGE--CLUSTER	
Positions	Salary Costs	Positions	Salary Costs
President	$ 26,000	President	$ 26,000
Assistant to the President or Executive Secretary	12,000	Coordinator, Instructional Media	18,000
Dean, Instruction	22,000	Coordinator, Institutional Research	18,000
Associate Dean, Liberal Arts	20,000	Coordinator, Student Services	18,000
Asso .e Dean, Vocational-Technical	20,000	Admissions and Records	14,500
College Librarian	18,000	Financial Aids	14,500
Director, Research and Development	18,000	Health Services	14,500
12 Department Chairmen (averaging 1/4 release time plus 1 month extra pay)	56,400	Placement and Housing	14,500
		Inter-collegiate Activities	14,500
		Staff Assistant to the President	18,000
Dean, Student Personnel	22,000	Plant Manager	14,500
Associate Dean, Counseling	20,000	Business Services and Personnel	14,500
Associate Dean, Student Activities	20,000	Publications and Publicity	14,500
Director, Admissions and Records	18,000	Management Technician	12,500
Financial Aids Officer	14,500	2 Cluster Provosts at $22,000 each	44,000
Placement Officer	14,500	2 Cluster Management Assistants at $10,000 each	20,000
Health Services Officer	14,500		
Dean, Business Services	22,000	2 Cluster Professional Development Facilitators at $20,000 each	40,000
Supervisor, Building and Grounds	14,500	6 Center Faculty Spokesmen (estimate based on 1/2 released time plus 1 month extra pay)	49,200
Personnel Officer	14,500		
Publications and Information Officer	14,500	2 Cluster Student Representatives	3,000
Accounting and Purchasing Officer	14,500	4 Center Student Associate Spokesmen	4,000
TOTAL	$395,900	TOTAL	$386,700

*Projectio s were based on 1971 salaries and were extrapolated from the budgetary records of San Jose Junior College District and Contra Costa Junior College District.

Argument might be made that the administrative staff
for Everyman Community College--Cluster is too lean, but
not many would deny that the administrative staff stipulated
for Everyman Community College--Traditional is indeed tradi-
tional. The totals which approach $400,000 for administrative
services in the first year are certainly within experience and
expectancy and, once again, it does appear that administrative
salaries for the cluster model would total slightly less
than those in the traditional model.

Comparisons at the District Level

Moving now to comparative district costs, a second
college obviously means increased administration at the
district level. Changing from a one-campus president/
superintendent set-up to a multi-unit district adds, at
the very least, the salary of one superintendent and one
president. This would be true whether the second college
followed a traditional or a cluster model. This increase
is not really germane to the analysis of comparative costs
except that it warns against mixing up costs inevitably
increased by growth with costs directly associated to in-
novations that are occuring concommitantly with this growth.

Table 12 compares the administrative positions and
approximate salaries for a traditional district administration

with the district officers projected in this cluster con-
ceptualization.

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Table 12 About Here

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The element of radical departure in the proposed district
administration is the centralization at the district of the
extended day and the community service programs. Remove the
president of the People's College for Continuing Education and
return the extended day and community service officers to the
respective campuses and $107,000 could be subtracted from the
total of the "Proposed Innovation" column. However, the recom-
mendation is for consolidating the extended day and community
services at the district level, hence the apparent increase
of $63,000 district administrative costs for the proposed
innovation over that of the traditional. But, that which seems
apparent can be misleading: The positions of director of
community services, the director of evening division and the
assistant director of evening division would all be eliminated
from the table of organization at City Junior College. Assum-
ing the directors average $22,000 and the assistant director
$20,000, this would reduce the City Junior College budget

Table 12

COMPARISON OF DISTRICT ADMINISTRATIVE COSTS*

Position	Traditional	Proposed Innovation
Superintendent	$ 32,000	$ 32,000
President, Everyman Community College	(26,000)**	(26,000)**
President, City Junior College	(26,000)**	(26,000)**
President, People's College for Continuing Education	------	26,000
Administrative Assistant, Facility Planning and Resource Development	20,500	20,500
Administrative Assistant, Public Information	20,500	20,500
Administrative Assistant, Business Services	------	20,500
Management Technician	------	20,500
Director of Community Services	------	22,000
Director of Extended Day Programs	------	22,000
Coordinator of Extended Day, Everyman Community College	------	18,500
Coordinator of Extended Day, City Junior College	------	18,500
Assistant Superintendent, Business Services	26,000	------
Assistant Superintendent, Educational Services	26,000	------
Coordinator, Vocational Education	18,500	------
Executive Secretary	14,500	------
TOTAL	$158,000	$221,000

*Projections were based on 1971 salaries and were extrapolated from the budgetary records of San Jose Junior College District.

**The salaries of the two presidents are bracketed to signify that their salaries would fall within campus budgets and are, therefore, not included in either of

for administrative salaries by $64,000. Note further, that the same saving would be made at Everyman Community College. So, increases to district administrative costs would be more than compensated by decreases in campus administrative costs.

An attempt has been made in this chapter to compare the costs of adding this cluster college model with the costs of adding a traditional college to a traditional district. The results are quite reassuring. Innovations with as much educational promise as the cluster college should not be obliged to demonstrate that they will also be cheaper. In the cost projections given here, however, it does appear that the innovative college might be slightly cheaper and certainly not more expensive than the traditional college. Unfortunately, there may be other obstacles to institutional change as threatening as cost. A final--and short--chapter will be devoted to warnings against other anticipated dangers to the cluster college model.

Chapter 9

SOME CAVEATS

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

Human Problems

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

Those who have had the experience of being a part of a
complex organization know that substantive change will create
insecurities from bottom to top; from classified staff to the
board members and in all the people in-between. If the change
suddenly flattens the hierarchy, the required adjustment in role
perception will be radical.

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

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

Change threatens vested interests. Those who may lose
present perquisites are likely to be quite resistant to change.

This cluster model simply eliminates the traditional deanery
and no doubt, those who hold or aspire to hold the position
of dean of instruction, or dean of student personnel, or
associate or assistant deanships are likely to be negative
to this proposal. They are going to feel like their ladder to
success was suddenly switched on them. Similarly, depart-
ment chairmen and division chiefs are going to ask "What
about me? How do I fit into this new power structure?"
Of course there are in this model positions of authority
and of greater reward and those who have real leadership to
offer will undoubtedly get them. Hopefully, potential deans
will become cluster provosts or professional development
facilitators and aspiring department chairmen will become
center spokesmen.

Change of institutional structure also disrupts all the
previous lines of influence. An informal structure of power
often develops to a greater or lesser degree around the for-
mal structure of power. For example, the old guard among
the faculty may have developed such tremendous power for
negation that top administration and/or division chiefs and
departmental heads are obliged to pander to them. Even if
the informal structure equals the formal structure in power,
it cannot exist independent of it. So, when basic changes

in the formal structure are made, any strong informal structure that may exist at a parasitic level no longer has a life support system.

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

Probably the most effective saboteur of the change process is human apathy. It is the innovators who initiate change, and this creates temptation to leave those who seem apathetic to wallow in their lethargy. This can be risky for often the seemingly apathetic are simply those who have not been turned on. They may be turned on as carpers and critics if they have been dealt out with no hand in the change. Further, the innovators cannot innovate all by themselves and they may tend toward being abstract dreamers rather than pragmatic doers.

Structural Problems

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

Two colleges, now aborning, that had commitment to the cluster
concept from the very beginning are Evergreen Valley College in
San Jose, California and Indian Valley Colleges in Novato, California.
Their development deserves special watching for they offer a
real test of the viability of the cluster model for public

community colleges. Perhaps they will secure Federal Government or foundation funding to design and carry out a longitudinal study of their effectiveness.

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

Almost any innovation big enough to garner the limelight will have an attractive luster for awhile. But, the problem is to avoid a dimming when there begins to be a turnover of those who initiated the change. No doubt some dimming is inevitable and should not be avoided for any human enterprise that endures was once an innovation; an innovation whose intrinsic worth gave it staying power. Even so, in this model the structure itself has built-in commitment development and built-in self-criticism. The election of center spokesmen and cluster provosts will assure a constant

flow of experienced, committed people into the reservoir of leadership. The involvement of faculty, students, and classified staff members at every level of policy-making should generate a constant organizational assessment, a perpetual self-study.

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

The continuity of commitment among the followers--the rank and file teachers and counselors--is also built into the structure of this model. It is anticipated that the new teachers and counselors will be given the benefits of a program of induction, a year-long seminar in community college philosophy, in institutional goals, in learning theory, and in teaching strategies all led by the professional development facilitators of their respective clusters. The proper induction of new staff members has rarely occurred in traditional junior colleges. The very existence of professional development facilitators at least makes probable that which in the past

has been left to chance--working toward consensus of institutional goals; exploring the groundings of educational philosophy; serious efforts to solve the learning-teaching equation; searching for those motivational approaches that will bridge the gap between personal relevancy and societal relevancy.

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

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