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ABSTRACT

This practicum reviews the history of community influences on the teaching, research, and service functions of higher education in America. It discusses the role of major social institutions on higher education policy and curriculum in carrying out these three major functions. The study reveals a major shift of influence from church to business, occurring in the late 19th century. It also shows government, labor, alumni, and philanthropic influences on higher education. A study of the influences affecting policy and curriculum at a Florida community college was undertaken. A questionnaire was mailed to the college vocational-technical advisory committee members who are community leaders in various vocational areas. In addition, the top 11 administrators were interviewed to determine the source and extent of other community influences on curriculum and policy. Informal influences were found to be coming from public schools, churches, civic-social clubs, business, and various other groups and individuals. Recommendations to administrators concerning the improvement of relations between the community and college are given in the conclusion. (Author/DB)

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A CASE STUDY:

COMMUNITY INFLUENCE UPON CURRICULUM

by

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June 30 1974

A paper based upon a practicum submitted to
Nova University in partial fulfillment of
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INTRODUCTION

At present, opinion is divided about the subject of education. People do not all take the same position about what should be learned by the young, either with a view to excellence or with a view to the best life; nor is it clear whether their studies should be directed mainly to the intellectual or moral character.... Each kind of study gets some support. Even about those that make for excellence there is no agreement, for men do not all honour the same excellence, and so naturally they differ about the proper training for it. (1)

This statement, made over 2,000 years ago by Aristotle is still very applicable today. In fact, the diversity of opinion over educational matters has increased since the Hellenic era. It was the French sociologist, Emile Durkheim who claimed that an increase in the number of occupational specializations was only a small part of a larger change in man's basic social organization from organic solidarity to mechanical solidarity. (2) In a simple society the few social differentiations that exist are analogous to a living organism made up of different parts. The different parts are never the less interdependent upon one another for the survival of the whole. A consciousness of kind cemented the parts into an organic whole. As society became more complex the parts became more specialized. This heterogeneity made it difficult to maintain societal unity without some form of external pressure. Individuals and groups under the

mechanical model are self sufficient and not dependent upon the whole organism for survival. In this model people are bound together only if they have been brought up to act and think alike.

This theory is independently supported by the German sociologist Ferdinand Tönnies' concept of Gemeinschaft and Gesellschaft.(3) Gemeinschaft (community) suggests a communal society with intimate, personal, primary group relationships between members who feel they are of the same kind. In a Gesellschaft (society) people enter into secondary group relationships because it is a practical way of achieving one's self interest. Formal, depersonalized contractual obligations govern social interactions. A formalized system for interaction replaces the traditional personal interactions.

In the past, higher education seems typical of an organic Gemeinschaft society. There were relatively few people involved in the process and a great degree of homogeneity between these members and general society. Today there are many more people with a greater diversity of interests and backgrounds taking an interest in higher education. Higher education has developed a formalized means for dealing with this diversity which tends to depersonalize the process. As Tönnies also pointed out, man yearns for a primary group relationship even in a Gesellschaft society. He develops informal ways of doing things within a formal structure.

This, too, is present in higher education. Small primary groups both inside and outside of higher education are found to influence higher education policy. This means is often more powerful than the formal structure.

With these theoretical considerations in mind, this paper will attempt to identify some of the primary and secondary community groups that exist in higher education. It will examine the roles of these groups as they relate to the establishment of policy and curriculum in higher education. After reviewing the literature to identify groups that influence higher education, a survey to study community influence upon community college policy will be constructed. By applying this survey to a field situation the author hopes to ascertain the sources and extent of various community influences operating at that institution. It is the opinion of this author that the results of such a survey will benefit the institution two ways. First, the institution should be aware of what pressures are being exerted and by what groups in the community. This is not to say the institution should attempt to block these pressures. The community has certain rights to influence the policies of a public institution it created and financially supports. Secondly, the community college itself is a secondary group which attempts to influence the policy of other community groups, just as others seek to influence it. To develop a social cohesiveness,

the community college has a responsibility to participate in the community policy making process.

This paper will not attempt to define the role of internal factors - faculty, administration, and trustees except as they relate to external factors. It was felt the topic of this paper is already too broad and their inclusion would only serve to obscure the main topic - community influence of higher education.

BACKGROUND AND SIGNIFICANCE

It is generally agreed that there are three main functions carried out by American higher education- teaching, research and public service (4:1 and 5:8). The imparting of knowledge is the oldest of these functions, the university being the authority in both sacred and secular matters for many years. The nineteenth century saw the rise of industrial technology and the value of higher education research being added as a function to support continued economic growth. It is worthy to note that this function was not rapidly accepted until the twentieth century. The steam engine, electricity, telephone, and radio like the thoughts of Marx, Darwin, and Freud originated in private laboratories not connected with higher education: (4:45)

Public service is the most recent function accepted by

higher education. It is this function that has greatly altered the relationship between higher education and society. Today, America is dependent upon higher education to transmit both scientific knowledge and the social culture; to conduct socially beneficial research, create innovations, and develop manpower; and also to give up the tradition of academic autonomy inherited from Europe and become involved with society. This last need is so great that other institutions would have to be created by government to fulfill it if higher education did not. "American colleges and universities have not been ivory towers. They played a decisive role in the advancing of American democracy, they have furnished the professional training needed by a growing nation, they have contributed to the efficiency of its economy by making possible the specialization required by a technological age, and they have helped advance man's knowledge of himself and his universe." (5:10). The tax exempted and non profit status of higher education attest to the fact that these institutions also exist to serve the public welfare.

It is important for educators to understand that this expanded role, particularly in public service has endangered the stability of higher education by expanding the number of external factions with which it comes into contact. Higher education, in carrying out all three functions has an obligation as "trustee of civilization" to provide an arena of

inquiry and debate (5:11). This role is a necessary condition for the pursuit of truth. "If they are to help create a greater society and a better world, they must be able to criticize as well as to comply, to shape as well as serve" (5:1). In searching for truth, can the university always be completely scholastically objective and value-free? Can it lead without sometimes being biased? Is it free to investigate any area of society or are some regarded as sacrosanct? Does this critical function include investigations into values, mores, and traditions of social institutions or does this exclusion imply tacit approval by higher education?

Obviously this function of higher education brings it into closer contact with the community and its daily affairs. The community, made up of a diversity of heterogeneous interests, is highly sensitive to the positions taken by education. It is for these reasons that external factors are so interested in influencing higher educational policy and curriculum.

Stanley Hoffman approaches the problem from another perspective. He claims societal interest in controlling higher education stems from our modern industrial culture where "knowledge becomes a tool of power" (6:186). The Carnegie Commission agrees that in the past despotism was promoted by denial of knowledge to the masses (4:40).

In the past, higher education won its autonomy from previous controlling institutions - religion, politics, and

economics - by "secreting a kind of ideal or mythology of itself as a temple of learning... both neutral as an institution and devoted to the normative function of evaluating human achievement. The professor was seen not as an employee of society, but as a high priest of truth, knowledge and reasoned discourse;... and the outside world was to finance and ask no question" (6:186).

Hoffman sees the role of the university today analogous to the role of the church in a feudal society, or of the factory in the capitalist society. If knowledge is the source of power today then the university becomes a prime determinant of society rather than simply reflecting society. This transition requires a growing dependence of higher education to the outside reality - governmental and social. Academic priorities and concerns, lying outside the "ivory towers", have made professors into entrepreneurs, selling their knowledge to an outside market. Knowledge is power and as such, others seek to use its force.

Both these views come to the same conclusion. Higher education and the external society are increasing the frequency of their encounters. Higher education is making its social debut, and like the debutante's father, higher education officials are fearful that society may make passes at their daughter and at the same time also fearful that society may altogether ignore her presence on the scene.

Influences on Higher Education

As a means of investigating community influence on higher education policy, let us explore some of the major reforms in the past. The intensity of reform on campus has had quite an irregular pattern with periods of great and little activity. Universities were established in the colonies by aristocratic and religious motivations. One of the first major changes took place in 1767 at Harvard. The change resulted in having the instructor specialize in certain subjects rather than teach the total curriculum to the same group of students for four years(7:vii).

Religion

During this period and not decreasing until the early part of this century, the formal structure of higher education was greatly influenced by the personnel who headed the institution. This meant members of the clergy. It was the clergy who represented the educated elite of the period. They controlled both faculty and administration. In 1860, 90% of university presidents were members of the clergy(8:349)..

There were those such as Thomas Jefferson, who fought to uphold the spirit of the First Amendment to the United States Constitution by disestablishing the religious influence from public higher education. Finding success, many sectarians were forced into founding their own institutions

where they could control the policy and curriculum to propagate their own religious beliefs (8:347). As time went on there were yet others who argued that public or private colleges headed by members of the clergy may not be well enough versed in the ways of the world to be efficient as presidents. While some argued that the clergy ignored scientific discoveries, as evidenced by its omission from the curriculum, others claimed they lacked the financial management background to head the increasingly corporate structure higher education was evolving into. By 1933 only 12% of presidents of higher educational institutions had ministerial backgrounds (8 :349).

There were other pressures which served to reduce the influence of religion in higher education. The Carnegie plan to pension retired professors put great pressure on denominational bonds because professors of sectarian institutions were excluded from the security it offered. A number of church related colleges went through great efforts to convince the Carnegie offices that they were not really church related after all. Henry S. Pritchett, chief administrator of the Pension Fund required church affiliated colleges who regarded themselves as mainly educational in nature to pass a test. The test was to demonstrate their "singleness of purpose by showing an interest in higher education what ever the auspices" (8:347) This created severe strains in church related higher

education over policy and curriculum matters. Some church related institutions changed their liberal admission policy to select more academically talented students and appoint professors according to academic qualifications rather than denominational affiliations. As result, many church related institutions cast off their religious orientation. Vanderbilt, Syracuse, Connecticut, and Wesleyan are examples of this change (8:347).

Business

As clerical and church interest relinquished their controls over public and many private institutions of higher education, secular interest stood ready to replace them. Influence by businessmen in 19th century higher education was derived from a change in the power structure of the United States. The rise of business in the power structure parallels the industrial growth of the nation. For example, in 1860 businessmen constituted about 20% of college trustee memberships. By 1930 they had increased their representation on higher education governing boards to 33% (8:349).

While many people feel lay boards of trustees were a unique American invention, actual investigation reveals that they were imported from Scotland and Ireland after having been adopted by these countries from Holland and Switzerland.

In America the segment of the population made up of bankers, lawyers, merchants, and capitalists were better represented on governing boards than any other group. They were generally politically conservative and over 60 years of age. (8:349) Farm and labor group representation was slighted on these boards, three-fourths of the nation's occupational categories had no representation at all. It was during the period that the research function of higher education was initiated.

During this same period of increased control by business, educator representation on boards doubled from 5 to 10%. This small representation of educators is attributed to critics who claimed businessmen lack special training and experiences to solve educational problems. Despite this small concession to include educators on governing boards it appears, as the sociologist Thorstein Veblen claimed, "America was relectant to trust the management of its higher education to other than men of pecuniary substance in the belief that, by acquiring or otherwise being possessed of considerable wealth, they had demonstrated their fitness for the direction of academic affairs." (10:67)

The Golden Age philosophy that success in business was allowed by the Devine only for those who lead good Christian lives must have greatly aided the transition of successful businessmen into the chief administrative and trustee post in higher education. The definition of trustee as "the

protectors of the public interest" is suggestive of lowering the academic towers closer to the public. (13:183-4) "The predominantly lay boards and appointed executive officers have in general made institution more responsive to public interest and have tended in the main to render colleges and universities more rather than less accountable to society at large." (9:233)

Government

Governmental responsibility towards higher education seems to be universally accepted today. In the U. S. this proposition is subjected to closer examination. Which level of government? Does the federal, state or local have the responsibility for education?

The degree of control that is extended with the financial responsibility is also an issue. During colonial times this was a moot question. There was no federal or state government. Tradition has therefore firmly rooted education as a matter of local concern. Any attempts to control education by a higher level of government are sure to be questioned. Again education is closely tied to the community.

This provincialism was not so strongly rooted that it would not be challenged. Indeed, even prior to the adoption of the U.S. Constitution in 1788 there is evidence of a larger national concern for education. The Land Ordinance of 1785

and the Northwest Ordinance of 1787 both demonstrated a national concern for education by specifying that land be set aside in new territories for maintaining public education. The U. S. Constitution noticeably does not contain any specific mention of the level or degree of governmental responsibility for education. It was probably assumed at the time that education would remain a local and private denominational matter. The Constitution does direct that powers not delegated to the federal level or prohibited to the state level, are areas for the state to control. The states therefore base their responsibility for education as a matter not prohibited by the U.S. Constitution.

Article I Section 8 of the U. S. Constitution gives the federal government the right to "collect taxes... and provide for the common defense and general welfare". Again like the states, federal responsibility to education is an area not specifically mentioned, but implied. History has shown education to be caught up in the battle over whether or not the Constitution should be interpreted literally or liberally.

The Morrill Acts represent the most important early actions taken by the federal government in the field of higher education. The Morrill Act of 1862, an earlier version being vetoed by President Buchanan, gave each state 30,000 acres of public land for each senator and representative it was entitled to in Congress. The money derived from the sale of these lands was to constitute an endowment fund, the interest

of which was to be used to support "at least one college, where the leading objective shall be without excluding other scientific and classical studies, and including military tactics, to teach such branches of learning as related to agriculture and the mechanic arts in such manner as the legislature of the state may respectively prescribe in order to promote the liberal and practical education of the industrial classes in several pursuits and professions of life." (8:155)

The Morrill Act of 1890 and other acts have increased the appropriations to the land-grant colleges. It was not until the Morrill Act that every state could claim to have an institution of higher education. More important, the Morrill Acts gave a financial stimulus to higher education in the early days when financial and general interest in higher education were not wide spread among the people. In time, the acts stimulated public interest in higher education by popularizing the vocational advantages of higher education, especially in the areas of agriculture and engineering.

Today the Morrill Act accounts for less than 1% of land grant college funding. It was important because it paved the way for subsequent funding by government at the federal and state levels. The timing of these building acts was crucial for the higher enrollment figures beginning in the late

nineteenth century. Around 1890 enrollment figures for higher education began to increase at a rate faster than proportional increase in the general population. Education was becoming more accessible to society.

During the depression of the 1930's, federal government's involvement in higher education established a new trend. The National Youth Administration began a program to assist individual students. The 620,000 students aided under this program was motivated more by attempts to reverse the depression than to aid college students but it did establish a precedent. (8:228)

Again due to the unusual circumstances brought about by World War II, the federal government created a program to aid G.I.'s in obtaining an education. The Servicemen's Adjustment Act of 1944 and similar laws for other veterans constitute the largest scholarship grant ever made in history. Naturally these acts tremendously affected the enrollment increases in higher education. What is not so often recognized is how they indirectly changed the nature of higher education policy and curriculum as well. (8:228)

State Legislatures

State legislative officials have a legitimate constitutional concern over the control of higher education. However, the legitimate bounds can also provide a base for influencing

higher education beyond the actual authority. In addition to prescribing specific courses in the curriculum for graduation, legislatures have also been known to reduce educational appropriation in attempting to change policy over which it had no direct control. (9:87) The standardization of higher education by budget controls from state legislatures is another example pointed out by the "Newman Report". (16:ch.6) Legislators are also used by other groups and individuals as a means to influence higher education.

Accreditation Agency and Professional Groups

Accreditation agency or professional groups often influence higher education curriculum and policy. They establish requirements and conditions for the school to meet before they will give their stamp of approval. Agencies which will not hire graduates from unapproved programs serve as incentive for the institution to comply. Adhering to agency accreditation requirements has had a homogenizing effect on higher education policy and curriculum.

Organized Labor

Organized labor has long demonstrated their support for education. Manifestly, the support education receives from labor stems from the desire to provide a means by which children as well as the worker himself could rise in occu-

pational status. Latently, labor supports education as a means of delaying youthful workers from flooding the job market to drive wages down.

Because of the general lack of education possessed by working class people and the lack of union efforts to educate the members in educational areas, labor's influence is not as a cohesive force as it is in collective bargaining. There are also those who fear labor's "union-management" relationship being carried over into educational relationships.

"...labor representatives may view the administrative staff of the college as management...and encourage a division between faculty and administration" (15:67) It is interesting that this 1971 source did not perceive of the union-management relationship being initiated by faculty groups seeking greater influence in higher education.

Alumni

Alumni influence on higher education, of course began prior to the formation of the first formal alumni association at Williams College in 1821. Alumni power is derived primarily from alumni financial contributions. Alumni association influence in university affairs is a mixed blessing. Alumni time, money, and patriotic support to the alma mater are generously received by the institution. Unfortunately the patriotism breeds rivalry between alumni of different insti-

tutions. Alumni have been known to settle the issue of which institution is best, by influencing the institution to spend funds which will produce a victorious football or other athletic teams. Alumni sublimation of academics for athletics is often a source of embarrassment to the administration.

Philanthropy and Foundations

Control through financial donations comes from sources other than alumni. At the close of the 19th century many individuals made bequests to universities from fortunes made from industrialization. The growing institution of higher education were eager to receive them. Ezra Cornell's \$500,000 gift to the school which bears his name matched in a single gift the total endowments of all colleges at the opening of the 19th century. (8:360) Cornelius Vanderbilt gave \$1,000,000. Johns Hopkins bequeathed \$3,500,000 and Leland Stanford Jr. made a memorial gift of \$20,000,000 to institutions that bear the family name. (8:360) These gifts in one swoop exceed the total endowment funds of \$3,500,000 raised by Harvard over a 250 year period.

In the 20th century the large scale giving grew even larger. Philanthropic foundations like Ford, Carnegie, and Rockefeller poured hundreds of millions of dollars into higher education. In disbursing their funds they tried to develop institutional policies they feel would be "not only

palliative but constructive." (8:360) For example, one condition stipulated matching funds be raised by the institution. The result was not only an increase of institutional funds but an increase circle of contributors and their influence on policy. Foundations also subsidize ideas thus affecting policy and curriculum. Swarthmore's "honors" program and Minnesota's "General College" are two such ideas that were initially subsidized by foundations interested in demonstrating the feasibility of an idea and then pulling out financially. Not all looked at the benefactors with gratitude. Senator LaFollett refused to allow Wisconsin University to receive foundation money because it was "tainted" by being derived from fortunes made through exploiting the American people. (8:361)

In 1966 there were 6,803 foundations that made grants of \$10,000 or more or had assets of over \$200,000. Together they "give higher education in excess of one billion dollars annually." (12:66)

COMMUNITY INFLUENCE ON THE COMMUNITY COLLEGE

The environment of the two-year community college seems to lend itself to an even broader range of influences than the universities. Community colleges, as the name implies are closely related to social forces operating in the community. The community college like the K-12 public school system

was conceived by local interest to carry out a function the community felt necessary. For the most part, the community colleges were also funded by peoples in a locale who felt the tax burden created was justified in terms of social returns.

Unlike the public school system the community college tended to identify itself with many higher educational functions that ran contrary to local interest. For example, the community college curriculum often examined issues from a broader spectrum that suited many provincial interest groups. The community college also assumed more autonomy from local control than the K-12 system by identifying with the academic freedom stand of higher education.

Secondly, there seems to be a weaning of power and control over the community college from the local level to the state level. Local interests are very threatened by the possible erosion of control over the community college by the state. Local interest must now channel its influence over the community college through state sources. Because of the state serving a greater range of interest than the local level there is a greater likelihood of countervailing power to challenge provincial interest.

Table 1, taken from The Two Year College (14:54) lists the various extralegal groups and agencies attempting to influence and control the two year college. Attempts to influence the community college comes from the state and national as well as the local level. Some of the sources of

Table I

Extralegal Groups and Agencies
Influencing and/or Controlling Two-year Colleges

Level	Public	Professional
Local	<ol style="list-style-type: none"> 1. Community residents 2. Alumni 3. Civic groups 4. Religious organizations 5. Labor groups 6. Business groups 7. Political groups 8. Philanthropic organizations 9. Advisory committees 10. Farm organizations 11. Students 	<ol style="list-style-type: none"> 1. Teachers' and administrators' associations 2. Public and private school teachers and administrators 3. Educational advisory committees
State	<ol style="list-style-type: none"> 1. General population 2. Associations of members of boards of control 3. Advisory committees 4. Taxpayers' associations 5. Religious organizations 6. Political groups 7. Business groups 8. Labor groups 9. Farm organizations 	<ol style="list-style-type: none"> 1. Teachers' and administrators' associations 2. Four-year colleges and universities 3. Two-year college associations 4. Athletic associations
National and regional	<ol style="list-style-type: none"> 1. General population 2. Special-interest groups 	<ol style="list-style-type: none"> 1. Accrediting associations 2. Professional and academic associations 3. Philanthropic foundations 4. Regional two-year college associations 5. American Association of Junior Colleges

(14:54)

control on community college policy and curriculum have been discussed earlier in this paper. A few others seem important enough to warrant special attention.

Parents

Activities and attitudes of parents particularly at the community colleges are largely conditioned by the perception of their social status in the community. Community college students are largely from the upper-lower class (working or blue collar) although various other socio-economic levels are also represented.

Parents of community college students are most frequently concerned when their children question their fundamental values and beliefs during the educational process. If parents feel that the community college is aiding and abetting their children to reject deeply imbedded and emotionally held beliefs there is bound to be criticism of the college and loss of parent support for higher education. Parent dissatisfaction can not be ignored.

Other Educational Institutions

In the community college the majority of the students come from the surrounding public school system. In order to continuously draw students from this source, close relations must be observed. Lack of knowledge concerning the

purpose of the community college has hindered their acceptance by public school personnel. (14:62) Another source of negative influence from the public school people may stem from professional jealousy. The community college teacher enjoys many conditions public school people have wished for many years - higher salary, smaller classes, less contact hours, non-teaching duties, etc. (14:63)

Community college personnel in newly established institutions were often seen as a threat to educational leadership roles previously solely enjoyed by superintendents. The chief community college administrator has been given the title dean rather than president to reduce this threat. (18:432-6) Likewise, four-year university educators have both personal and professional influence on the community college. Community colleges are hardly seen in a favorable light by four-year university people when their budgets were cut in order to start the new institutions. During an election to finance a community college, a university professor expressed the attitude that community colleges were inferior schools, staffed by inferior teachers, and businessmen would not hire the graduates.

...to establish an inferior institution whose faculty will be composed of high school teachers, because no first class scholar will teach in a junior college when he can secure employment in a first class college or university, and whose course of study will not prepare anyone

to enter the university or fit him for life will not solve any of our problems.

Businessmen will not employ incompetent people. What is needed is for parents to send their boys and girls who have failed in high school back to school to make up their deficiencies. (19:11)

This statement is a good example of how a vested interest can religiously control what a person understands; even by those who profess to be seekers of truth. Registrars often demonstrate this same bias when they evaluate a transcript coming from a two-year college. The Florida Articulation Agreement has greatly reduced this situation in this state. In some states professional jealousy was such that it took legislative action to accomplish smooth transfer from the two-year college. (19:66)

Community Power Structure

If the community college is truly community orientated it must continually interact and respond in some degree to the community. A community power structure usually exhibits greater agreement between its elements than power structures on state or national levels. The local power structure's influence is more significant operating in a limited geographic area or with a limited clientele. (14:58) However, community power elements are not always in complete accord, as there is often competition and conflict between groups

to promote or block a special issue.

The power elements and the degree of power they possess vary from community to community. Potential power to control or influence can reside in individuals or groups. Individuals hold power often by virtue of their ascribed or achieved position in society. Old wealthy elite families are commonly cited in sociology texts as possessing great power over community affairs. By virtue of their financial contributions, they enable their candidates to become elected. By virtue of their social status, they enable their choices to be appointed to governing boards.

Business elites also possess great power by virtue of their financial and social position in the community. As recent Congressional hearings have pointed out, corporate funds do find their way into campaign treasuries. Appointment to boards by elected officials are made as repayments.

There are many groups composing the power structure. Business groups, property owners, agriculturalists, civic groups, religious organizations, political organizations, labor unions, and various other voluntary organizations and associations can have an influence on the community college. Collectively some of the less influential groups can unite to promote an issue or form a countervailing coalition to block another group.

Education is part of the community structure. It effects

other elements in the community just as it is effected in turn by them.

There are those who feel that education is not a force in the community power structure. Hutchins (11:ch. 1) feels that higher education has lost its autonomy and can now only reflect what the community wants it to reflect. He further states that education can produce change in the community only if the community wants it to do so.

Politics has a negative connotation to many community college educators. It is often used by them to refer to decisions or actions taken by a legitimate governing board, which the educator did not agree with. More over he uses the term "politics" as an explanation for the rationale behind the decision. He suspects some group in the community power structure "got to" the board of trustees. Webster's Dictionary in addition to defining politics in this light - "factional scheming within a group" - also defines politics as "the science or art of decision making." Each time a community college educator, lay person, as well as politician takes an action that attempts to influence an educational policy or other public policies, he is engaged in political activity. Living in a democratic society where decisions are reached through the pluralistic consensus of the majority is quite a legitimate activity for professors to engage in.

Non-political activity is hardly the example one would

expect to set for students learning about democracy. This should not be taken so as to condone any type of political behavior by educators. The educator can not separate his personal political behavior from his professional behavior by using his teaching position to indoctrinate students or use other Machiavellian tactics. Indeed the educators "political actions should exemplify the valued traditions of democracy, and he should provide effective, statesman-like leadership in the political system." (15:2)

The patrons of the schools have a right to expect their educational leaders (both lay and professional) to use modern political techniques. That is, educators should be effective politicians. Otherwise, the views of those citizens favoring quality schools will not receive adequate consideration in the political process of the school district, state or nation." (15:2)

There are two basic ways community colleges can fulfill their political roles. The first and most obvious way takes place during an election. Educators should know the candidates and issues. They should ethically engage in activities that promote their candidate. The second way community colleges can fulfill their political roles is to influence the decisions of those in power. This role is achieved by identifying those in power (politicians and non-politicians) and the extent of their power (actual and reputed.) "Individuals with the same amount of resources may exert different degrees of influence because they use their resources in different ways. One

wealthy man may collect paintings; another may collect politicians." (17:271) With power sources identified they must plan and impliment an educational program that will build a base of political influence not only for the present issue, but future issues as well.

Traditionally the process of education was seen as insulated from politics. Today the counter idea is that the people have a right and obligation to exercise political pressure to influence the way schools are operated. This attitude obviously submits the community college to a variety of cross pressures from the community. Those schools which try to adhere to the traditional position and ignore the community are either doomed or must sequester themselves from reality. In today's new era of openness, the public (including students) demands to know not only what is going on inside the ivory towers, but also to influence what will happen. Higher education must find ways to increase the channels of interaction with its supersystem, the community. Schools cannot afford to be free of politics anymore than they be limited by ineffective political activity. It is for these reasons that the following study was undertaken.

PROCEDURES

This study proposes to identify community influences on policy and curriculum at a public community college in Florida. Because of the possible controversial nature of the study, the institution will be referred to by the pseudonym Sunshine Community College.

Sunshine Community College was established in the mid '60 during the community college boom. It is located in a 1,861 square mile county with approximately 250,000 population. Three-fourths of the population live in urban areas of 10,000 plus. Each of these areas have their own newspaper and radio station. All three television networks can be seen from two large metropolitan areas within 50 miles of the county.

Being located in a rapid growth state, Sunshine County is also experiencing tremendous growth. Business and industrial growth are replacing the traditional importance of agriculture and mining. Citrus, cattle, and mining interests are still strong as manufacturing, insurance, finance and real estate move into the communities.

The community is somewhat religious orientated with churches of almost every faith. Civic, service, and fraternal clubs like Rotary, Kiwanis, Sertoma, Jaycees, Optimists, American Legion V.F.W., Masonic Order, Elks and Moose are strong and active. Politically, the area registers democratic

and elect local democratic officials. On the national level they tend to give up party affiliation and support more conservative candidates.

Sunshine Community College has an enrollment of 4,500 students (2,800 full-time equivalent) on a \$4,500,000 campus. The campus is centrally located in the county's second largest town. Land for the campus was donated by the city. The college represents the total county and has established evening centers in each of five major towns.

The curriculum can be broken down into three major areas - college transfer, vocational-technical, and continuing education. Enrollment in college transfer programs has been decreasing with more students enrolling in the vocational-technical and continuing education programs. Enrollment figures can be misleading. Although there are more people attending Sunshine Community College, they are taking fewer hours. The result has been only a small full-time equivalent gain.

The five man Board of Trustees at Sunshine Community College is appointed by the governor for five year terms. Presently the board is made up of an insurance company executive, an insurance and real estate businessman, a retired college professor, a mining engineer, and a bank executive. There are no women on the board although approximately 30% of the faculty and 60% of the students are female. The first black trustee was appointed in 1973. Approximately 6% of the faculty and 11% of the students

are black. The surrounding community is about 30% black.

In order to obtain additional information on the nature and extent of community influence on the three programs (vocational-technical, college transfer and continuing education) at Sunshine Community College, the following proposals were made.

I. Vocational-Technical - Investigate the effectiveness of the advisory committee system by interviews and/or questionnaire of committee and faculty members as to their value, effectiveness, frequency of meeting, etc.

II. College Transfer - Investigate the nature and scope of community influence on the college parallel curriculum by interviewing the President, Vice President, former and present Dean of Instruction, all Division Chairmen, and Dean of Student Personnel. These interviews will identify attempts to influence the curriculum by individuals and groups from the community.

III. Continuing Education-- Investigate the structure by which the community requests courses, seminars and workshops by interviewing the Director of Continuing Education.

To obtain information in regard to proposal I, a questionnaire was mailed out to the 98 members serving on the 15 advisory committees. These committees are comprised of lay people experienced in a particular occupation. They advise the college of curricular needs and changes. A sample

of the questionnaire is presented in Appendix A. The one-page cover letter-questionnaire was designed to obtain the greatest possible return rate. Responses were recorded on a separate answer post card. The return cards were return-addressed and stamped.

Table 2 lists the 15 advisory committees, number of members and the response rates for the questionnaires. Because of the smallness of advisory committee memberships, no attempt was made to analyze data on an individual committee basis.

Table 2
Advisory Committees at
Sunshine Community College

Advisory Committees	Number of	
	Members	Questionnaires Returned
Agri-Business	6	1
Aviation Technology	3	1
Banking and Finance	7	4
Business Education	3	0
Chemical Technology	4	3
Citrus Processing	6	2
Citrus Production	7	4
Engineering Technology	8	2
Fire Science Technology	10	2
Horticultural Technology	10	4
Hotel-Motel-Restaurant Management	8	1
Marketing Education	4	3
Nursing	6	4
Police Science Technology	6	1
Social Service Technology	10	8
	98	40

In order to investigate proposal II, an interview was administered to all administrators from the rank of Division Chairman and above (Appendix B). The format for the interview was constructed from information gained in researching the literature on community influence in higher education presented earlier in this paper. In addition to questioning the Director of Continuing Education about the procedures followed by the community in requesting credit and non credit courses, the interview employed in proposal II was also used.

RESULTS VOCATIONAL-TECHNICAL

The results of the mailed questionnaires are presented in Table 3. These figures represent the responses after a two week interval. Three additional questionnaires were returned by employers indicating the committee member was no longer employed by that firm or agency. The forty responses that were usable represent a return rate of 41%.

Response to Part A question 1 indicates that two-thirds of the committee members felt the frequency of advisory committee meetings was "inadequate or very inadequate." Although the questionnaire did not discriminate between too few or too many meetings, it is assumed from respondent comments and interviews with faculty committee contacts that the committees did not meet frequently enough.

Table 3
 Advisory Committees
 Response to Questionnaire

A.	Very Adequate	Adequate	Inadequate	Very Inadequate	No Response
As a member of an advisory committee, what is your opinion of the following:					
1. Frequency of meetings	4	8	14	10	4
2. Importance of issues the committee deals with	1	24	2	1	12
3. Attention given committee recommendations by the college	-	19	7	-	14
4. Committee membership represents total field	-	18	9	-	13
5. Overall evaluation of Advisory Committee system as an input to college curriculum and policy	1	20	5	2	12

B. Do you favor a recent ... graduate in the area being added to the Advisory Committee?

YES 32 NO - NO RESPONSE 8

C. Additional comments

	Frequency
1. Have not been notified of any meetings	8
2. Have not met in 1 to 3 years	4
3. Desire more frequent or follow-up meetings	3
4. Committee inadequately used	3
5. Committee more effective in beginning	3
6. More communications via mail (too busy to attend meetings)	1

In question 2, the majority of the respondents (63%) felt the issues the committee dealt with to be important. They were less enthusiastic about the adequacy of attention given their recommendations by the college (48%). Comparing the frequency of responses to question 2 and 3, along with the large number of "no response" could indicate a possible apathy or morale problem with the advisory committee system. Between 30% and 35% of those responding to the questionnaire did not respond to question 2, 3, 4, and 5 in Part A.

Twice as many people felt the committee membership adequately represented the total field as those who felt representation was inadequate. Response to question 5, "overall evaluation of the advisory committee system" seems consistent with the previous response patterns and seemingly adds little additional information.

Response to Part B of the questionnaire, "Do you favor a recent... graduate in the area being added to the advisory committee?" was overwhelmingly in favor (80%) with no negative responses. Eight respondents did not answer this question.

Part C, comments, mainly referred to the lack of committee meetings. Twelve people representing seven different committees commented: "Committee has not met..."; "...don't recall being notified of any meetings."; "Advisory committee is in name only...."; "...frequency of meeting has been few"; "Committee ineffective because of no follow up meetings were scheduled"; "We just have not been used as an advisory committee."

Table 3a gives the date of the last formal Advisory Committee meeting for each group. This information was obtained by asking the faculty contact for each committee the date of their last meeting. The dates were recalled from memory in each case given. Information on all committees is lacking, due to professors being out of town.

Table 3a
Approximate Last Meeting Date
Of Advisory Committees

Agri-Business	Fall 1972
Aviation Technology	Informal
Banking and Finance	Maybe never
Business Education	1971
Chemical Technology	Feb. 1974
Citrus Processing	No students taking
Citrus Production	Fall 1973
Engineering Technology	Spring 1974
Fire Science Technology	Fall 1973
Horticulture Technology	Fall 1973
Hotel-Motel Restaurant Management	Data Unavailable
Marketing Education	" "
Nursing	1972 or 1973
Police Science	June 1974
Social Service Technology	1973 or longer

Faculty members volunteered that informal meetings (i.e. over the phone, individual contacts, etc.) occurred more frequently. There obviously is some discrepancy between faculty contact and committee members concerning the date of the last formal meeting.

RESULTS COLLEGE PARALLEL

Table 4 identifies the community sources of influence on Sunshine Community College policy and curriculum as identified from interviews with administration. It should be noted that many of the administrators deal in terms of the total college program and do not differentiate in their responses as to vocational-technical, college transfer, or continuing education programs.

Schools

In analyzing Table 4, each person interviewed identified "other educational institutions" as a source of influence on Sunshine Community College's curriculum or policy. More specifically they identified the local public (K-12) school system. Public school people influence Sunshine Community College by requesting special courses, institutes and workshops, not only for teachers but also for paraprofessionals and students. Public school teachers and students often utilize the library, equipment, and other resources of the college. This results in definite policies being established to govern these requests. Policies regarding admissions are influenced by a High School Counselors Advisory Committee. This group meets with college counselors to make recommendations concerning articulation of students from county high schools to Sunshine Community College. A similar advisory committee was created by the vocational-technical

Table 4

Sources of Influence
on Sunshine Community College
Policy and Curriculum
as Identified by Administrators

	President	Vice Pres.	Dean of Inst.	Dean of Students	Learning Resource	Nursing	Science & Math	Social Science	Fine Arts	Voc. Tech.	Cont. Ed.
	Division Chairmen										
Church or Religious groups	x	x	x	x	x			x		x	x
Business or Profit-making organization	x	x	x	x		x	x	x	x	x	x
Civic, social, fraternal clubs or organizations	x	x	x	x	x			x		x	x
Political parties or political action groups	x	x		x							x
Parents of students	x		x	x	x				x	x	x
Other educational institutions	x	x	x	x	x	x	x	x	x	x	x
Labor or professional organizations	x	x	x	x	x					x	
Politicians				x	x		x				
Community influentials or individuals		x	x	x	x			x			x
Others											
Older students	x	x		x				x			x
News media	x	x									
Neighboring residents	x	x									

program at Sunshine Community College with the director of the Area Vocational School and other "county office" personnel as members. The college is also influenced by feedback received from alumni who have transferred to other schools.

It should be noted from the outset of this section that Sunshine Community College is actively seeking contact with the community. More frequently than not, those interviewed reported it was the college who initiated the requests for how it could better serve the community. Community influence on Sunshine Community College's curriculum and policy may therefore appear amplified.

Business

"Business or profit making organizations" were next most frequently mentioned as a source of influence on the curriculum and policy at Sunshine Community College. Most frequently their influence was aimed at adding a new course or program to the curriculum. Businesses were usually interested in courses offered to update the skills of their employees or train potential employees. State licensing and safety requirements, now being expanded to include many new occupations, (real estate, salesmen, insurance salesmen, firemen, policemen, ambulance workers, construction contracting, day care, etc.) contribute to the increased contacts by businesses with Sunshine Community College.

Businesses have also had an effect on college policy by requesting college assistance in promoting their products or service to students. Of course, the college had to stay clear of this area.

Interviewees frequently cited businesses by name when explaining the extent of influence. While no formal record was kept of which businesses attempt to influence most often, certain businesses were repeatedly given as examples. The interviewer would speculate that some businesses therefore have a more formal or planned campaign to utilize the college than others.

Voluntary Clubs and Organizations

Civic, social, and fraternal organizations were identified at an equal frequency with "Business" as influencing the curriculum and policy of Sunshine Community College. Again, certain groups were more frequently cited as examples than others. The nature of the contact included, among others, donations of books and equipment, establishment of scholarship funds, club resolution and requests, as well as complaints about the curriculum or lack of policy governing students or professors. While some of these items on the surface did not seem to be of an influencing nature, they never-the-less were. For example, one donation of books and furniture was to such an extent that the space utilization plan had to be modified

to accommodate the gift. Scholarships often carried recipient qualifications and requirements which required additional time to administer. The college will no longer administer a scholarship fund with extensive restrictions.

Various groups have requested their special interests to be emphasized in the curriculum. They have also requested that specific courses be offered for credit and non-credit. Examples of these would include "All About Club Work", "Natural Childbirth", "First Aid", and use of college personnel for speaking engagements. This latter request was so frequent, around 227 a year, a College Speakers Bureau was organized to meet the demand.

Various groups, usually of a politically conservative nature, have attempted to influence policies concerning student dress, student behavior, text elimination and faculty behavior or remarks.

Again, as an example of an attempt to gain information from the community, the college invites the residents surrounding the campus in for a reception twice a year. They are updated on building and land use plans. They are also asked to share their concerns as neighbors to the campus. During a recent city proposal to utilize college land for recreation purposes, many residents called to express their wishes on the matter. This influenced the final decision.

Club groups also request that specific programs be offered

through the Fine Arts Series. This again is encouraged by the college. Primarily as a result of this, they offer other suggestions including humanities courses and methods of teaching music.

Churches

Churches and religious organizations were reported next most frequently as a source of input for the college. One Dean felt churches were the most important source of input representing the black population. Again, the college initiated the contact, by using the churches as a means for recruiting black students. Their importance as a source of input was quickly discovered.

Churches also request courses. Repeatedly the interviewer heard administrators tell of requests from churches for a non-credit course on how to teach Sunday School. They attempt to influence the college with their values by donating books and magazines to the library and establish religious groups for students. Two administrators reported they had been approached by churches concerning stricter dress codes for students. Another religious group sends literature to the college urging student application forms to eliminate "race" and "national origin" questions.

Individuals

Many changes and innovations that seem to be entirely from internal college sources can be credited to external sources. The college faculty is also a member of the community. As such, they live in various parts of the county, have neighbors, belong to churches, clubs, many are former public school teachers, and they come into contact with businessmen. Through each contact, they represent the college to the community and the community expresses its concerns about the college to them.

The greatest discovery of these interviews was the lack of organized attempts by community segments to control Sunshine Community College. By far the greatest source of input comes from individuals who happen to be members of various community groups and organizations. When they speak they are often assumed (not unwillingly) to be representing a large segment of the community. The faculty carries their messages back to the college. When community ideas are presented to the college for consideration in this manner, they may not even be recognized as being initiated by the community.

This theory, as the interviews also revealed, did not eliminate varying degrees of potential power to influences, possessed according to status or position in the community. Typical of community power structures, certain individuals were identified to be more influential on college policy and curriculum than

others. Among these community power elites were the wealthy elites, successful business and professional leaders, large newspaper (editors), civic leaders, and possibly some politicians. As one top administrator expressed his views, "We seek feedback from community influentials, but that doesn't mean we are committed to following their ideas."

Parents

As identified in the literature, parents more often attempt to influence a community college than a four-year school. However, it is a relative infrequent source at Sunshine Community College. Parents have contacted some administrators, but not all, concerning the nature of the instruction or the behavior of the instructors. These comments are passed along to the instructors but not actively pursued unless they are repeated. Parents also request courses and programs, "so their children won't have to go away" and also request special dispensation for failing graduates. This has caused the college to form a graduation policy that is well publicized for students.

Professional and Labor Organizations

This was the only area where influence seemed to originate more frequently on a state level rather than the local level. Professional groups like nurses, dentists, engineers, musicians, bankers, were active in attempting to influence curriculum and

policy. Labor unions were not identified as having attempted to influence curriculum or policy, with the exception of the local chapter of the American Federation of Teachers, which represents approximately 75% of the faculty at Sunshine Community College.

Political Groups and Politicians

Surprisingly, this group was reported at a low frequency of activity in attempting to influence policy and curriculum at Sunshine. This may be due to the influence over community colleges in general, possessed by the state legislature, elected Commissioner of Education, and political machinery. One administrator assumed politicians must have an influence since he saw them on campus, but he could offer no further evidence.

When political groups were mentioned, they were not the three major parties active in the community but groups like the American Civil Liberties Union, Property Owners League, John Birch Society, etc.

Students (Older)

Originally students were omitted from this study, but they were frequently mentioned under the open-end request for "other influences" and therefore included.

The average student's age is increasing at Sunshine. This is largely due to the increasing evening and part-time enroll-

ments. Older students, it was felt by interviewees, were more serious about what went on in a classroom and often expressed their dissatisfaction with assignments, material covered, use of classtime and behavior of professor.

In addition to the above, the interview confirmed the suspicion that at the community college level, local influence is dominant. It also gives strong evidence that community influence is most often of an informal, unorganized nature. Input at Sunshine Community College from the community is actively invited. The nature of the input was much more likely to be of a positive rather than a negative nature.

RESULTS - CONTINUING EDUCATION

Continuing education consists of classes offered in the evening, general enrichment programs and community service programs. As such, it comes into contact with a wide variety of people seeking both credit and non-credit courses. Most of the classes are offered in the evening at the main or satellite campuses. Some courses are offered "on site" if requested.

About two-thirds of community contacts seem to be with the business segment of the community surrounding Sunshine Community College. Professional organizations representing employees frequently request their own training programs. These groups, as well as businesses themselves request instruction from Sunshine Community College for employee training programs. Examples

would include American Institute of Banking, College of Life Underwriters, Board of Realtors, County Board of Public Instruction, Community Mental Health, State Nursing Association, as well as some individual companies. The court system calls upon Continuing Education to administer its driving school for people convicted of "driving while under the influence" of a drug or reckless driving.

Various community voluntary organizations seek the assistance of Continuing Education to further educate or inform their membership. Community churches have requested courses on "How to Teach Sunday School" and "How to Usher." Parent associations have requested programs on how to treat a gifted child, children with learning disabilities, or deliver a child using natural childbirth. Students have recently initiated a request for a course in water skiing.

In carrying out his duties as the Director of Continuing Education, the Director visits community businesses, civic clubs, professional groups, and other organizations to explain what Sunshine Community College and Continuing Education have to offer. He receives both individual and group requests. Many requests can be met through the College Parallel or Vocational-Technical programs at Sunshine Community College and are passed along to the Dean of Instruction. With most other courses, it is his responsibility to hire an instructor, set up a curriculum and enroll a sufficient number of students.

CONCLUSIONS AND RECOMMENDATIONS

In the light of the discoveries disclosed in the results of this study, the following conclusions and recommendations are made to the faculty and administration of Sunshine Community College:

Conclusion	Recommendation
<p>1. Sixty-five percent of the Advisory Committee members responding to the questionnaire reported the frequency of committee meetings to be "inadequate" or "very inadequate." Interviews with some faculty members confirm that many committees are not meeting annually as required. Some members do not get notified or forget about past meeting dates. Additional investigation as to the last formal meeting date is needed before reaching any conclusions. Many records were not sufficient to indicate the date of the last meeting.</p>	<p>1. The Advisory Committee system needs to be revitalized. Each committee that has not met in the last 12 months should do so immediately. Committee membership should be purged of inactive members and brought up to date. Meetings should be held to update each committee member on relative policies and curriculum. Input should be encouraged both formally and informally from the committee. Minutes of Advisory Committee meetings should be kept by a designated faculty member in each committee area. Copies should be distributed to committee members, concerned faculty and a duplicate copy should be filed with the Dean of Instruction. Implementation of these recommendations will improve the functioning of the Advisory Committee and image of the college.</p>
<p>2. A high rate of "no response" on returned questionnaire (30-35%) could indicate Advisory Committee apathy or low morale.</p>	<p>2. The college should insure that committee members understand their importance to the college and community. The committee must deal with the "real issues." The college should listen and inform the committee on the status of each recommendation. The college needs valid</p>

2. (Cont.)

inputs from the community and must utilize the committee as this source.

3. No responding Advisory Committee member opposed placing a recent graduate on each Advisory Committee although 20% made no response. Several committees already have student members.

3. A recent graduate should be placed on each committee. He or she will provide input from the student and employee view.

4. Sunshine Community College is typical of a community college in that the community has a close contact with the institution. The college does not seem to reject or ignore the community. Informally, community inputs seem to be encouraged by administrators at Sunshine Community College as part of the governance process.

4. Sunshine Community College should continue to encourage informal input from community sources. Consideration should be given to formalizing community input with an advisory system similar to those in the vocational technical program. Records of informal input could be formalized by reporting and recording such input in a central area. These steps will improve the value of inputs received.

5. There is a definite structure to the community element which seeks to influence policy and curriculum at Sunshine Community College as revealed by interviews with administrators.

5. Faculty and administrators should review the findings of this report and discuss its implications on policy and curricular changes in the future.

6. Continuing Education is active in the community; explaining how it can serve groups and organizations by sponsoring courses, seminars and workshops.

6. The Continuing Education Program should continue its efforts to "make contact" with community and bring them quality programs. It should also increase its efforts to offer programs to people who have similar interests but are not members of a group.

7. This study concentrated on a general investigation on how the community influences the policy and curriculum at Sunshine Community College. The impressionistic methodology employed is highly susceptible to subjectivism.

7. Additional investigations need to be conducted in the future designed to more thoroughly investigate specific questions. Techniques that provide information from the community are needed to test the consistency of the college's view of community influence on curriculum and policy with reality.

APPENDIX A

June 21, 1974

Dear Advisory Committee Members,

As part of a research project, we are investigating the Advisory Committee system as a source of input into the curriculum and policy at ~~the~~ Community College. Your participation on this confidential questionnaire will be greatly appreciated. Please check your response on the enclosed card for the following questions.

- A. As a member of an advisory committee, what is your opinion on the following:
- | | Very Adequate | Adequate | Inadequate | Very Inadequate |
|---|---------------|----------|------------|-----------------|
| 1. Frequency of meetings | A | B | C | D |
| 2. Importance of issues the committee deals with | A | B | C | D |
| 3. Attention given committee recommendations by the college | A | B | C | D |
| 4. Committee membership represents total field | A | B | C | D |
| 5. Overall evaluation of Advisory Committee system as an input to college curriculum and policy | A | B | C | D |
- B. Do you favor a recent PCC graduate in the area being added to the Advisory Committee
 Yes No
- C. Please make any additional comments concerning Advisory Committee or community input into PCC policy or curriculum.

Sincerely,

Paul Thompson

Prof. Paul Thompson

APPENDIX B

Proposal II - Administrator Interview Format

Would you please indicate whether or not any of the following community sources have attempted to influence the curriculum or policy at the college?

Church or religious groups
Business or profit-making organizations
Civic, social, fraternal, clubs or organizations
Political parties or political action groups
Parents of students
Other educational institutions
Politicians
Community influentials
Other (please specify)

Would you please describe the extent of input from the groups to the college?

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UNIVERSITY OF CALIF.
LOS ANGELES

OCT 18 1974

CLEARINGHOUSE FOR
JUNIOR COLLEGE
INFORMATION