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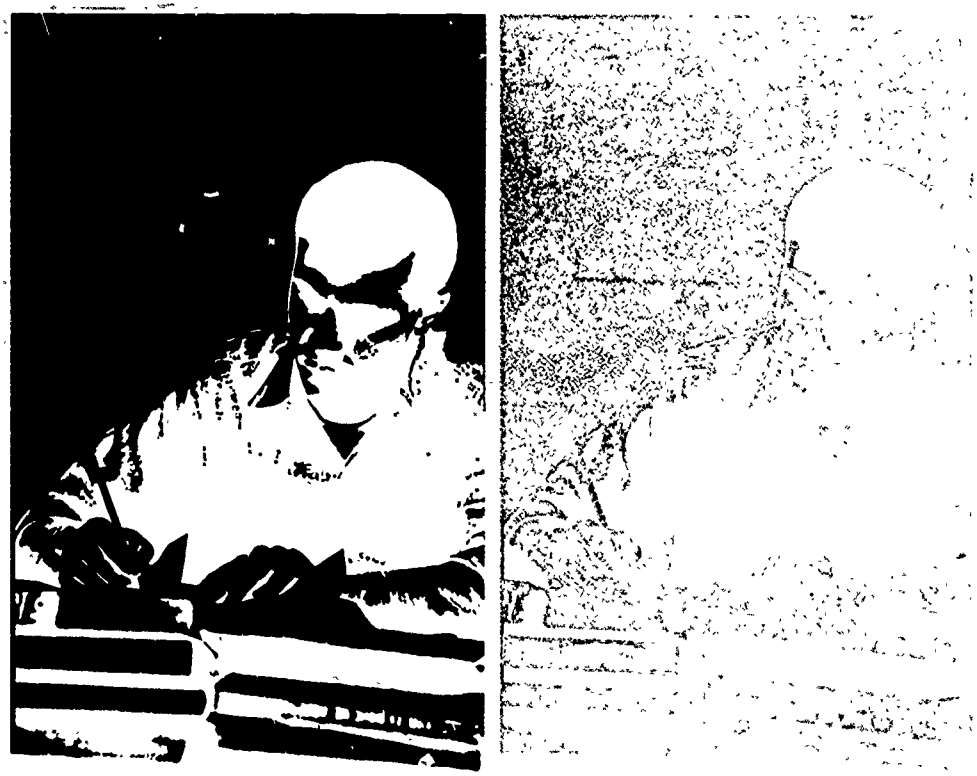
ABSTRACT

Based on a review of the management literature in the fields of business and education and on case studies, interviews, and discussions, this monograph identifies the prerequisites for the successful management of student affairs programs. Chapter 1 presents perspectives on the student affairs profession, summarizes the problems facing the field, and identifies the objectives of the monograph and the methods used in its development. Chapter 2 outlines factors that will influence the future of student affairs program management, focusing on the challenge posed by uncertainty over future demographics and mission, the problems and opportunities resulting from increased student diversity, and the need to respond to demands for greater accountability and participation. In chapter 3, a synthesis of research findings on issues, problems, and trends is integrated with a series of recommendations for the planning, organization, budgeting, staffing, direction, and evaluation of student affairs programs. Included are recommendations for the use of more flexible and dynamic planning processes; the creation of more effective training programs for student affairs professionals, especially in the areas of planning and budgeting; and the development of an effective national- and state-level leadership in the student affairs profession. A framework for management analysis is appended to assist in analyzing the major functions and tasks of management and comparing actual practice against a universalist model. (HB)



The Management of Student Affairs Programs in Community Colleges: Revamping Processes and Structures

By William L. Deegan

American Association of Community and Junior Colleges /
Council of Universities and Colleges / ERIC Clearinghouse for Junior Colleges

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THE MANAGEMENT OF STUDENT AFFAIRS PROGRAMS IN COMMUNITY COLLEGES: REVAMPING PROCESSES AND STRUCTURES

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"Horizons Issues" Monograph Series

American Association of Community and Junior Colleges/
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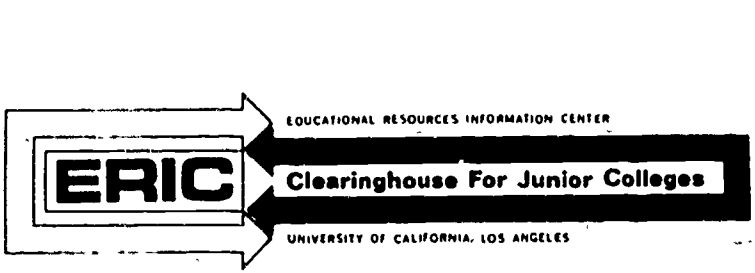

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The "Horizons Issues" monograph series is a Council-sponsored publication. The purpose of the series is to address critical issues confronting community-junior colleges. Past issues have been authored by Donald Rippey, Joseph Cosand, and S. V. Martorana, James Wattenbarger, and Wayne Smutz, among others. Each year, the Editorial Review Committee for the series solicits proposals for manuscripts. Currently, two additional issues have been planned: "At the Crossroads: General Education in Community Colleges" by Clifton Conrad, to be published in spring, 1983; and "Small/Rural Community Colleges: Problems and Prospects" by W. Robert Sullins and Charles Atwell, to be published in spring, 1984.

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FOREWORD

Medsker, in his 1960 landmark survey of two-year colleges, makes two significant observations about student affairs programs. The first relates to the importance he attaches to these services which, together with the instructional program of the college, are both means of serving and educating students. "A college," Medsker says, "may have a plant, a faculty, and a curriculum; but unless there is an orderly way of admitting students, some method of assisting them to appraise themselves and to plan their educational and vocational programs accordingly, some means of assuring enriching experiences through campus social interactions, and some attempt to center attention on the individual rather than on the group, the college is an impersonal shell in which students are not conditioned for optimum learning" (Medsker, 1960, p. 141). Medsker's second observation relates to a weakness that was observed in the way in which student personnel programs were organized and administered. While noting that administrators of two-year colleges recognized their responsibility to provide an effective student personnel program, the quantity and quality of these services varied considerably, and the manner in which the programs were organized and managed varied greatly. "Many institutions," he says, "lack policy formulation, planning, and professional development of the program" (Medsker, 1960, p. 162).

Similar observations were voiced by two other community college spokesmen writing in the early 1960s, Fields (1962) and Brick (1963), who were associated with the Center for Community Colleges at Teachers College, Columbia University. They agreed with Medsker that more adequate student affairs programs would be needed as the community colleges moved into the expansion period of the 1960s and 1970s. And all three warned that the whole student affairs concept could be in jeopardy unless more attention was given to planning, evaluating, staff training, and interpreting the objectives and services to students, staff, and the community. Their united call was clearly for better management of these important services.

As Professor Deegan notes in this monograph, while the student affairs profession flourished during the 1960s and 1970s and emerged with a stronger and more viable conceptual base, the problems and issues that prompted the earlier warnings about improving

the management of student affairs programs remain. Deegan warns that student affairs professionals face an uncertain future. They must manage their programs in a contracting or steady state fiscal condition while at the same time they are expected to address the needs of an increasingly diverse and complex student population. Because of this paradoxical situation, Deegan says that, "... the administrators of student affairs programs will be called upon to be more effective in planning, to modify organizational structures, and to find more ways to bring control and flexibility to budget processes and staffing patterns. They also will need to be more effective in assessing needs, in conducting more thorough evaluations of programs, and in providing leadership within a more democratic and legalistic framework." Responding to these demands will require a stronger emphasis on developing skills in both the art and science of management.

Improving the management of student affairs programs is the central theme of this monograph, which is presented in three parts. Chapter 1 presents a perspective on the student affairs profession, summarizes the crucial problems that face the profession, and identifies the objectives of the monograph and the methods that were employed in developing it. Chapter 2 reviews a number of internal and external forces that affect the context in which the management of student affairs programs takes place and identifies the problems and issues that will influence the future development of these services. Chapter 3 presents a synthesis of research findings on issues, problems, and trends and offers some conclusions about the current condition of management in student affairs programs. Finally, the monograph proposes a number of recommendations for future research, policy development, and management practices which managers of student affairs programs might consider as they review their own management priorities for the decade ahead.

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1. PERSPECTIVES ON THE STUDENT AFFAIRS PROFESSION

Student affairs professionals have progressed through some hard times in the past fifteen years. They were called on to meet the demands of the tremendous growth and expansion of higher education in the 1960s; they were put on the front lines during the student protests of the Vietnam War; and they were often shuffled to near the bottom of the budget priority list of many of the colleges and universities that faced fiscal crises during the early and mid 1970s. Despite these challenges, the profession has held firm, responded to new needs, and emerged with a stronger and more viable conceptual base—the student development concept (Miller and Prince, 1976).

Still, student affairs professionals face an uncertain future. Increasingly, administrators of student affairs programs will be called upon to be more effective in planning, to modify organizational structures, and to find more ways to bring control and flexibility to budget processes and staffing patterns. They also will need to be more effective in assessing needs, in conducting more thorough evaluations of programs, and in providing leadership within a more democratic and legalistic framework.

Responding to these demands will require a stronger emphasis on developing skills in both the art and science of management—skills for which many student affairs professionals have been only marginally trained.

THE PROBLEM

The student affairs profession is currently at a crucial time in its history when a number of forces are intensely competing to influence the future. In one sense the philosophical foundation of the profession—with the emphasis on student development—is perhaps more clearly articulated today than ever before. Yet there are other forces on the horizon which could substantially alter the implementation of the student development philosophy. The specters of budget cuts, property tax rebellions, enrollment declines, and increased intervention in the internal workings of academic institutions by governmental agencies all portend difficult times in the 1980s.

Coupled with the challenges facing colleges and universities in general are growing demands for specific student services, such as

counseling, placement, and academic and career advisement for an increasingly diverse student population. Unfortunately, these demands have emerged at a time when colleges and universities face a future that will entail more limited resources, more complicated procedures, and more fiscal and program accountability to an increased number of both internal and external constituencies.

Until the recent "accountability era," educational institutions have been mostly underdeveloped areas in regard to management systems and procedures. There were a number of reasons for this underdevelopment including the easy availability of funds, the traditional pace and style of a college, and the sellers' market in regard to students (Corson, 1975). The forces for increased participation of faculty and students in college decision making and for increased accountability to government funding agencies and legislative bodies, combined with the recent fiscal squeeze, make it necessary to ask some very tough questions about existing management practices in colleges and universities. This need is especially true in the management of student affairs programs where many professionals have been prepared for counseling and close student contact but frequently find that their main efforts are directed toward performing management functions which all too often are learned on the job.

Studies of management responses to the challenges facing student affairs professionals is a priority area of needed research as we approach the predicted budget and enrollment crises of the 1980s. A special need is for research on management in static or contracting organizations. Traditional literature on management theory and practice is primarily based on the assumption that the organization will grow. This assumption comes from the concentration on the business firm where the motivation is for increased profit and expansion. Research on contracting or constant-size organizations has received relatively little attention. But in higher education we must become more aware, more skilled, and more analytic about institutions that either are not growing or may be declining. Growing organizations usually include additional income, increased opportunities for staff promotions, new staff positions (and therefore new ideas and enthusiasm), and some "risk money" for innovations or experiments. In contracting organizations inflation may cut heavily into revenues; staff promotional opportunities and mobility often become severely limited; opportunities for innovation, experimentation, and research are restricted; sub-units may begin to pursue survival objectives rather than the overall institutional or divisional objectives; the potential for conflict may increase substantially; and morale may decline decidedly (Cyert and Benton, 1975).

Many colleges have already retrenched by eliminating courses, reducing maintenance, and cutting administrative and clerical staff. Enrollment and income prospects of colleges and universities in general are not encouraging today because of the much publicized drop in the birth rate. Other factors that will further complicate management in higher education include the problem of inflation, the decline in the federal government's share of expenditures for colleges, the emergence of new social priorities, and the growing taxpayer revolt. New York State has already experienced a major fiscal crisis in higher education, and the passage of the Proposition 13 property-tax relief constitutional amendment in California has ushered in an era of reduced educational resources for that state. Efforts have also been made to place property tax limitations on the ballot in at least 25 other states with Massachusetts the latest state to experience the traumatic impact of a tax relief measure.

The student affairs profession has been hit especially hard by budget reductions on some campuses. Humphries (1977) warns:

> Fiscal pressures produced and continue to produce casualties. Some institutions, in drastic economy moves, have eliminated student personnel divisions; others have imposed substantial staff reductions. A few institutions are experimenting with organizational patterns that place all student personnel functions in the hands of the faculty as they were previously. Student services have been reduced in many areas, although the administrative responsibility for such services has not been relinquished.

In an even more dire note, Mayhew (1973), in commenting on the series of Carnegie Commission reports, observed:

> The Commission also seems to have neglected much of the student personnel movement, with the exception of a policy statement on student dissent and violence. It seems a serious oversight not to deal with trends in the rendering of student personnel services since they lie at the heart of the relationship between institutions and their students. Perhaps the commission correctly sensed that student personnel services are in flux and that many once operative positions will be replaced.

While Mayhew's predictions have not come true to any large extent, managing in a static or contracting organization seems destined to be one of the issues of the 1980s for community colleges in general and for the student affairs profession in particular. To help meet the challenges of this issue, student affairs divisions will need strong leadership, clear objectives, and managers with the courage to cut through vested interests in favor of institutional priorities. How student affairs managers in selected institutions are responding to the problem of managing in a static or contracting organization is an area of needed research and a major focus of this monograph.

OBJECTIVES

This monograph was commissioned by the ERIC Clearinghouse for Junior Colleges and the Council of Universities and Colleges of the American Association of Community and Junior Colleges. The purpose of the monograph is to present a summary and synthesis of the results of research projects (conducted through the Center for Community Colleges at Teachers College, Columbia University) which have examined the management of student affairs divisions in two-year and four-year colleges. Other publications of the project have included case studies and a comprehensive examination of the management theory and methods used in the research projects (Deegan, 1981). This monograph will bring together significant findings of the projects, focus primarily on community colleges, and include recommendations about needed changes in the management processes and structures of community college student affairs divisions. All recommendations are those of the author and do not represent a formal position of the ERIC Clearinghouse or the Council of Universities and Colleges.

There were a number of reasons for examining the management of student affairs programs at this time. First, much of the emotion seems to have settled from the intense movements for increased participation in decision making of the late 1960s and for increased accountability of the 1970s. That is not to imply that these forces are not still actively at work; rather, there is now more experience to assess. Many of the early innovations and crisis-oriented responses have now been institutionalized, revised, or discarded; and a better picture of where and how the student affairs profession is moving is more available now than in either earlier decade.

Second, many specifically management-related developments -- such as management by objectives, program budgeting, needs assessments, or staff development programs – have also been tested. There is now a more substantial base of experience to study than the

pilot programs and feasibility studies that dominated management programs at many campuses during the early and mid-1970s.

Finally, I maintain the premise that there are two prerequisites to successful management of student affairs programs. One is an understanding of the context of the student affairs profession—the historical evolutions, philosophical bases, functions, and major internal and external forces that help to shape the profession. Much has been written on these topics. The second prerequisite is an understanding both of the art and discipline of management and of the functions, tasks, and sensitivities required to be a successful manager. The literature of the student affairs profession is not as extensive on the second topic. In view of these reasons, the objectives of this monograph are: (1) to review a number of forces that affect the context in which the management of student affairs programs takes place; (2) to report results of a study of management responses to reductions in resources in student affairs programs at two-year and four-year colleges; and (3) to propose recommendations about future directions to help improve both the theory and practice of managing student affairs programs in community colleges.

METHODS

The first tasks in conducting the studies on which this monograph is based involved an extensive review of existing management literature in both business and education and the development of a framework for management analysis. The framework was used to analyze management responses to reductions in resources and to provide a standard for comparing actual practice against a theoretical model. A copy of the framework is included in Appendix I.*

A related decision about methods was to use case studies and interviews rather than to attempt any kind of broad survey. Seven colleges located in three different states were examined: four large community colleges, two state colleges and a university. It was decided that studying specially selected cases of management responses

*The framework for management analysis developed for these studies is based on the "universalist" school of management theory. This school of theory rests on the premise that management is a universal process and that fundamental general principles of management can be developed and applied. For further discussions of the "universalist" approach, see Koontz, Harold, and O'Donnell, Cyril, *Essentials of Management*, McGraw-Hill Book Company, 1974, or Wadia, Maneck, *The Nature and Scope of Management*, Scott, Foresman and Company, 1966.

to reductions in resources would contribute more than survey data to the development of management theory and practice, particularly in terms of getting at reasons for policies and procedures and looking in detail at political and financial issues and impacts. A related decision was not to reveal the names of these institutions or their staff members to ensure access to confidential information about highly sensitive management issues and political problems. Once the institutions were selected, extensive interviews were conducted with the chief student affairs officers and with staff members; planning papers, annual reports, and other documents were reviewed; and interviews were held with officials from state agencies in each of the states where the institutions were located.

Finally, once the case studies were completed, follow-up interviews and discussions were conducted with student affairs officers from community colleges in three states, presentations were made at national conferences such as the National Association of Student Personnel Administrators, and a panel of community college student personnel officers was asked to respond to a draft of the monograph.

Given this combination of cases, interviews, and discussions and interactions with both the review panel and student affairs officers at various presentations, the issues, problems and trends discussed in the monograph are generally representative of conditions in community colleges across the country. While some recommendations may be controversial, I hope that they will provide a useful focus for debate and policy development as students and student affairs officers reflect on their current management philosophies and practices.

2. FORCES THAT WILL INFLUENCE THE FUTURE OF STUDENT AFFAIRS PROGRAM MANAGEMENT

In addition to demands within the profession, a number of other forces have emerged that may significantly alter future needs for programs and management responses in student affairs divisions in community colleges. The objective of this section is to review a number of these forces before proceeding to the conclusions and recommendations presented in Chapter 3.

THE CHALLENGE OF UNCERTAINTY OVER DEMOGRAPHICS AND MISSION

A number of changes and developments mark the history of community colleges, but the constant has been growth. Increasingly, the constant for the decade of the 1980s seems to be uncertainty. While individual areas may experience varying degrees of uncertainty, two dimensions – uncertainty about demographics and uncertainty about mission – stand out as major challenges that will affect the character of community colleges in the future.

Tables 1, 2, and 3 show some of the dimensions of the uncertainty in the area of demographics.

As Table 1 illustrates, the growth of the community college has been spectacular. Total community college enrollment has increased from a few hundred students around 1900 to over four million, or one-third of all higher education enrollment in 1982. The community college evolution has been marked not only by growth but by a tremendous responsiveness to community needs and by a role as the leading force in providing access and opportunity to populations not traditionally well served by the four-year colleges: students from low-income families, minorities, women, and part-time students.

Given the significant changes in student characteristics and attendance patterns that occurred in the 1970s, predictions about the 1980s are hazardous at best. Outside forces such as the state of the economy, changes in the availability of financial aid, or new developments in technology and delivery systems could alter the mix and attendance patterns of students.

Table 1. Total Enrollment in Two-Year Colleges, Private and Public 1900-1980

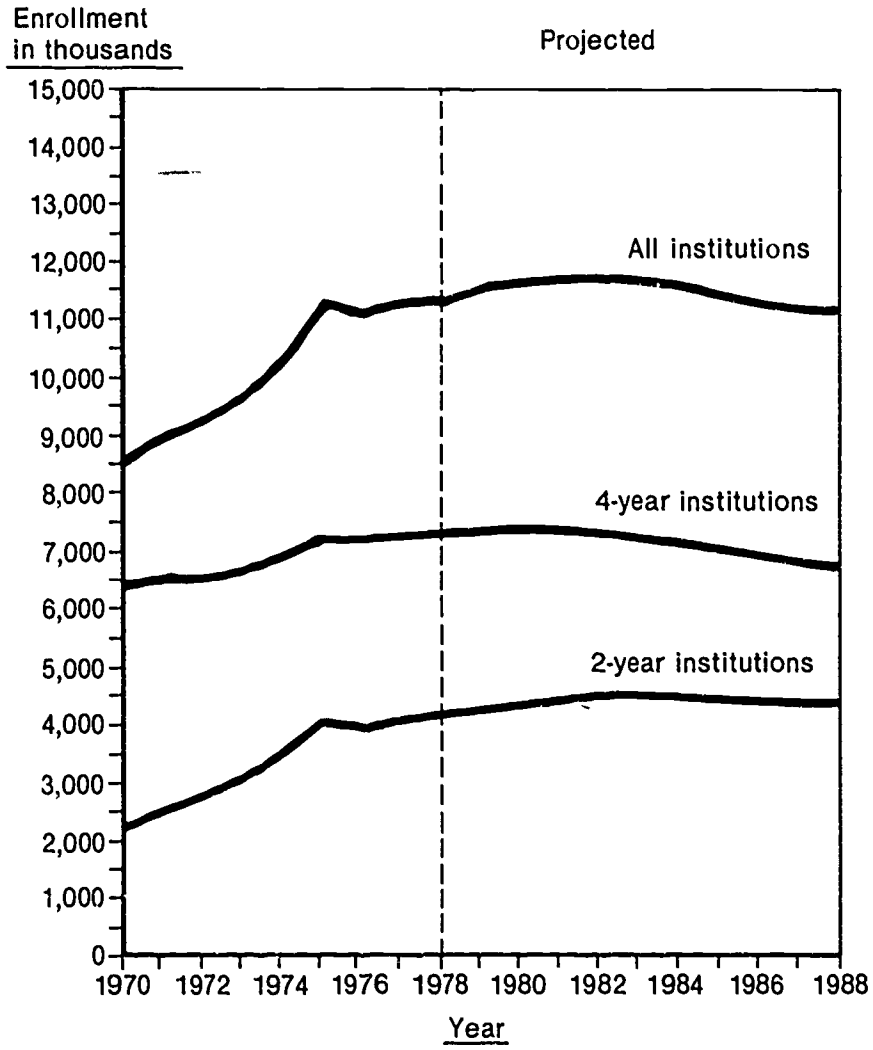
School Year Beginning	Total Enrollment
1900	100
1921	16,031
1933	107,807
1938	196,710
1952	560,732
1956	869,720
1968	1,909,118
1970	2,247,401
1975	4,069,279
1980	4,825,931

Sources: Thornton, J. W. *The Community Junior College*, New York: John Wiley & Sons, 1980; and The American Association of Community and Junior Colleges 1965-1980, various reports.

Tables 2 and 3 show projections of alternative enrollments to 1988. The intermediate projection (Table 2) shows a relative stability in enrollments, while Table 3 projects alternative enrollments that vary by almost two million, from a low of 3.9 million to a high of 5.8 million students. This variation is greater than total community college enrollment prior to 1970.

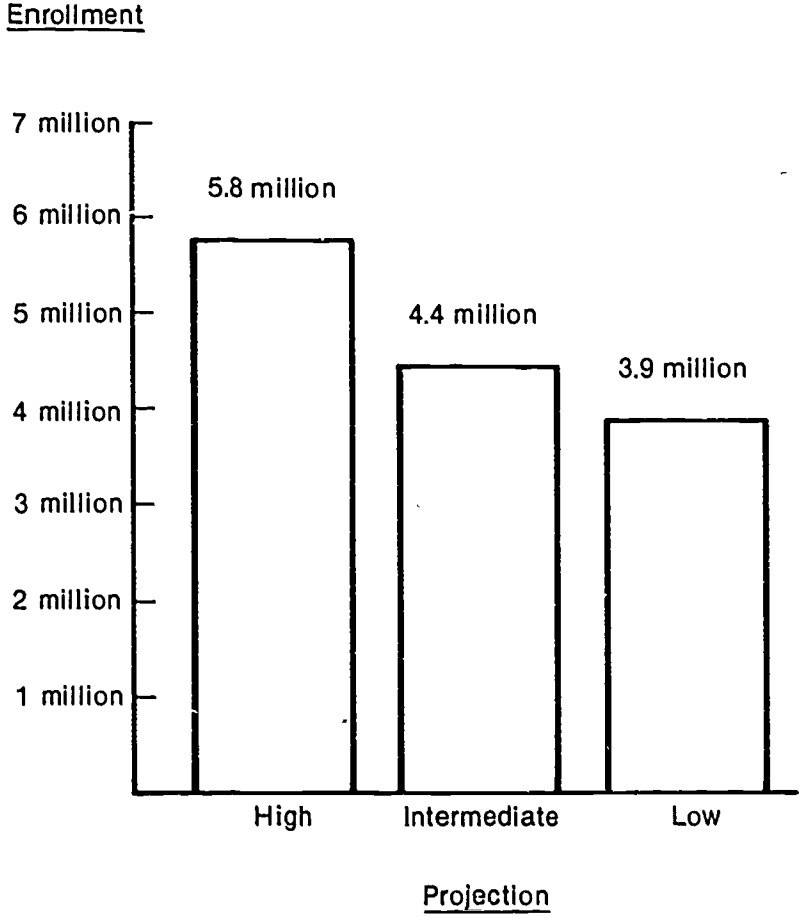
The potential for significant changes in total enrollment, and for changes in student characteristics within totals, will place substantial management demands on student affairs personnel. Changing forces in the economy will further affect the need for programs such as financial aid, counseling, placement, and, perhaps, new student services. While groups such as the Carnegie Council on Policy Studies (1980) predict that community colleges will fare well in competition with other segments of higher education, the potential for significant change in both the total number and the mix of students

Table 2. Intermediate Projections of Total Enrollment in Institutions of Higher Education



Source: *The Condition of Education*, Washington, D.C.: National Center for Educational Statistics, 1980.

Table 3. Alternative Enrollment Projections for Two-Year Colleges in 1988



Source: *Projections of Education Statistics to 1988-89*. Washington, D.C.; U.S. Department of Education, National Center for Education Statistics, 1980.

remains both real and uncertain. The problem may be heightened by a second dimension of uncertainty—the growing debate over the mission of the community college.

Uncertainty Over Mission. Like the increases in total enrollment, the mission of the community college has evolved in spectacular fashion. Each dimension of the mission emerged as a response to a particular need. The generally accepted dimensions of the mission of the community college in 1982 include academic transfer programs, vocational technical programs, developmental/remedial programs, continuing education programs, and community service programs. Underlying the five generally accepted dimensions of mission is a strong commitment to student development including counseling programs, an emphasis on teaching, and providing a full range of student services.

While the idea of the comprehensive community college evolved to achieve a significant acceptance and consensus in the early 1970s, elements of uncertainty began to emerge in the late 1970s and have grown more intense today. The community college mission is questioned from two directions, each of which can influence the types of student services needed to respond to a change in mission.

A push in one direction--for example, adding another mission--came from the Carnegie Commission (1980) which suggested that community colleges assume a "residual responsibility for youth," most particularly for the disadvanteged segment who do not currently avail themselves of postsecondary opportunities. While a case can be made for expanding the community college mission to develop additional programs and a "sixth great mission," significant problems of costs, faculty commitment, and organization would have to be overcome. Further, as Richardson and Leslie (1980) observe: "One is left to wonder whether anyone can describe a viable community college function that some community college somewhere is not already growing."

Yet growth is not the only challenge to the mission of the community college. Recently there have been challenges for review and possibly contraction of the community college mission. The *Chronicle of Higher Education* (1981) headlined, "California Community Colleges Attacked: Too Much Growth in the Wrong Direction." The debate over mission is related to the increasing difficulties of state and local governments to provide adequate finances to their various constituencies. Of particular concern are the emphases on adult education and vocational training, programs that have accounted for most of the growth in community college enrollments during the 1970s.

A recent report of the California Postsecondary Education Commission (1981) questioned whether the community colleges were capable of performing all of the missions adequately or whether

some missions should be emphasized at the expense of others. As the report put it: "Choices will have to be made and priorities set, or the result will probably be to do everything less well and some things unsatisfactorily."

The prospects for change in either growth or contraction of mission will most likely vary state by state; however, each change in emphasis has profound implications for the community colleges in general and for student services programs in particular. While the outcome of the debate over mission is still uncertain, it seems clear that managers of student affairs programs must be more prepared than ever to plan for rapid change, to provide organizational flexibility, and to become more skilled in needs assessments, program evaluation, and leadership.

THE PROBLEMS AND OPPORTUNITIES RESULTING FROM INCREASED DIVERSITY

The history of higher education in America is characterized primarily by a significant homogeneity of student abilities and values, a reasonable consensus about the purposes of education, and an acceptance of tradition. The post-1965 college or university is somewhat diverse, causing problems for student services. This diversity is present in the range of college students—their abilities, values, and interests, patterns of attendance, maturity and sophistication levels; and program demands.

Despite the rapid changes of the past decade, we seem on the verge of even greater change and diversity in the 1980s. Community colleges should continue to flourish, but in doing so they will embrace new forms of access, new means of achieving quality, and new dimensions of diversity. As Luskin (1981) observes:

> We will see (1) improved use of integrated educational technology and alternative learning systems adapted for unconventional hours, intensity, and learning styles, (2) increased use of community facilities and new ways of using community resources, (3) more diverse and flexible arrangements of many types, (4) new and expanded relationships between school and work, (5) new ways of personalizing learning and responding to alternative learning styles, and (6) great understanding of diverse learner groups and their controlling motivations.

> If community colleges act, they "will receive the support they deserve." The potential for a bright future is here. The "50-year college is our community college of the future."

The key word is *act*; that is, plan and anticipate, not just react.

Academic institutions today must provide administration and funding for programs to meet the needs of a number of student constituencies, many of whom actively express preferences. Unfortunately, the problems of student needs often clash with the problems of managing in a contracting or steady state fiscal condition. To meet the challenges of diverse needs and of maintaining fiscal stability, it is necessary to look beyond traditional management approaches and to develop new and more flexible management practices. Possible changes may include alterations of traditional staffing patterns and work hours, revisions of budget rules and processes to accommodate rapid change, and creation of more temporary organizational arrangements.

The last change is perhaps best symbolized by the increased use of special-topic task forces created outside of traditional organizational lines. As Bennis observed, "The more rapidly the environment changes, the shorter the life span of organizational forms. We are moving from long-enduring to temporary forms, from permanence to transience, from bureaucracy to "ad-hocracy" (Toffler, 1971).

This coming "ad-hocracy" is not likely to totally replace bureaucracy; however, it may present a way to meet some of the challenges of diversity through the development of temporary, special-purpose organizational structures and administrative processes that may be more suitable for dealing with many of the nonroutine problems that bureaucracies often seem incapable of solving. In contrast with more permanent organizational structures, future management tasks may increasingly involve the coordination among specialists who work for temporary periods in a variety of modular settings on a diversity of problems.

Thus, the issue of managing in a contracting or steady state organization becomes complicated by the problems of uncertainty about demographics and mission and by the needs of an increasingly diverse and complex student population. Things become more muddled by the intrusion of two issues from the past—working in an increasingly participatory context and responding to the need for greater accountability.

WORKING IN AN INCREASINGLY PARTICIPATORY CONTEXT

It seems reasonable to predict that many college administrators face a future that will be more complex, more legalistic, more formally mechanized; that will include more staff and student demands for a voice in decisions; and that will be marked by less trust, less dedication to the college, less public and government support, more financial problems and crises, and greater and more frequent strains on staff, resources and relationships. To function effectively in such an environment, student affairs administrators will need to develop skills for increased participation in decision making by students, faculty, and staff and for increased participation in the deliberations of legislative committees, government agencies, and state university or college systems.

The issue of participation has always been a theme in higher education, but it was crystalized and given renewed emphasis during the "participation movement" that started in Berkeley in the mid-1960s. The issue takes many forms, involves many constituencies, and has been the subject of much philosophical debate. However, the principle that academic decision-making procedures must provide a voice for those affected by the decisions seems to be generally established.

Internal Constituencies. A number of internal and external constituencies usually need to be consulted in the decision-making process, and student affairs administrators should prepare policies and procedures to ensure effective two-way consultation with these groups. Major internal constituencies include students, faculty, employee unions, the president, other major divisions of the university or college, and independent student organizations.

While arguments continue over the exact form of student participation in decision making, most professionals seem to have accepted the principle that students should be represented, or at least consulted, in the decision-making process (Deegan, 1970). Unfortunately, the faculty role is often less clear. Too often, a kind of "separate jurisdictions" understanding seems to prevail where faculty are involved in academic matters, but have little interest about or participation in the business of the student affairs division. As one vice president put it:

> Faculty were born into this profession, but student affairs is an adopted program and there is a whole complex of attitudes—not only among

student affairs staff, but among others in the institution, in the staff of the Systemwide administration, in staff of the State Division of the Budget, and in the Legislature which questions the value of our programs. These attitudes lead to fear, distrust, over-defensiveness, and some game playing at all levels. My response is to point to national studies of impact which show that much of the impact of the college experience (such as social, cultural, personal, and interpersonal growth) takes place as a result of activities directly related to student affairs programs. Unfortunately, this inferiority complex hinders creative programming and risk taking, and too often promotes pessimism and negative attitudes—especially in light of our projected enrollment declines.

The array of problems facing colleges and universities will require more collaboration and interaction between faculty and student affairs professionals. Therefore, a priority issue should be the creation of more effective mechanisms to ensure a faculty role not only in policy development but also in the implementation of student affairs program.

Employee unions are another, and increasingly significant, influence. A number of campuses now have unions representing clerical and mid-management staff; and these unions serve as powerful forces on issues such as salaries, staff rights and grievances, and disciplinary procedures. It seems likely that the employee union concept will spread to more campuses and become an even stronger political force at campuses where it is already established, thus adding to the complexity, legalism, and formalism of future management processes.

A fourth area where effective consultative procedures should be developed is in relationships between the president and other major divisions in the college or university. Some signs are now on the horizon that the emphasis and importance of student affairs programs are lessening. Student affairs managers may need to work to ensure that the status and priorities of the student affairs division are preserved and that an effective role in college-wide decision-making processes is maintained. Otherwise, student affairs leaders may find themselves at second or third levels of decision making, increasingly peripheral and vulnerable.

External Constituencies. In addition to providing opportunities for participation and consultation among internal constituencies, student affairs leaders will need to seek a greater participatory role for themselves with a number of external constituencies. Too often in the past, student affairs professionals have been missing from the deliberations of important groups external to the campus. Major decision-making arenas where student affairs professionals should play a more prominent role include the system-wide administration of multi-campus systems, boards of trustees of single-campus colleges, the deliberations of state budgeting agencies, the projects and studies of state agencies (i.e., coordinating agencies, task forces, and committees dealing with higher education); the state legislature; federal agencies; and national task forces and commissions of major educational associations.

All of these groups make decisions that shape the context and character of student affairs programs, and student affairs leaders must aggressively work to ensure that these groups are informed about the contributions and problems of the profession. To leave participation with these groups to chance or to passive response will forfeit significant opportunities for leadership and may result in increased isolation in the crucial political processes that surround these important decision-making groups.

RESPONDING TO THE NEED FOR GREATER ACCOUNTABILITY

One of the cornerstones of the community college philosophy has been responsiveness to community needs and local control. Increasingly, that local control is eroding as funding support shifts in greater proportions to the state. As Martorana (1978, p. 5) observed while summarizing a review of a number of studies: "The striking fact here is not merely that the state has become predominant in providing support for community colleges but that in a growing number of cases local tax support is disappearing." With the passage of a number of tax initiatives that further limit local contributions, the state role in finance has increased since the Martorana study (most dramatically in California where operating revenues changed from 47 percent local and 41 percent state to 24 percent local and 65 percent state after the passage of Proposition 13). Increased state financial support has meant and will continue to mean increased accountability.

But for most institutions accountability is not a new concept; evaluations and reviews have been done for years. What is new is the increase in formalized accountability (more procedures, studies,

and forms) and the increase in the political and funding risk of not being able to demonstrate accountability processes and results.

Student affairs managers need to recognize and respond to the legitimate demands of governmental agencies for timely and accurate information about the uses and results of public dollar expenditures. It is obvious that public money will be more difficult to obtain as taxpayer resistance stiffens and other social needs compete. Additional housing staff may be a pressing issue on a particular campus but may wane in comparison with training for the blind or with providing money to fund a promising development in cancer research. These are the kind of choices federal and state legislators and agency representatives face; college administrators must assist them with as much information as they can muster. Such accountability is a legitimate demand of democracy.

There is a second issue concerning accountability—the sometimes excessive intrusion into college or university internal affairs by assorted external (primarily governmental) forces. In these cases, college and university officials must show the courage to ward off the unnecessary or duplicate studies, visits, reports, and forms, which some bureaucrats seem to churn out with deadening regularity. Too much accountability takes precious time and resources from performing necessary student services, and it can destroy morale, enthusiasm, and job performance.

Despite fears and potential problems that can be created by over-zealous accountability proponents, the movement offers benefits which can accrue to institutions that develop sensible and realistic accountability mechanisms. As Harpel (1975) put it:

> A new sense of direction and purpose can be developed; valuable feedback on results become available; the unmet needs of both staff and consumers can be identified; underutilized resources can be redeployed for better results; more external recognition and visibility can be gained; and often increased financial support can result. In other words, even though the current accountability movement appears to be externally imposed upon the student affairs profession, there is no reason why the response cannot be healthy from an organizational standpoint.

The problem is that accountability is not an easy concept to implement. Harpel (1975) observed:

> Those institutions which have made early attempts to implement accountability systems on their campuses have quickly discovered that there are no panaceas available. The extra staff time and cost of the development and implementation of these systems is often unanticipated; impacts are often difficult to measure; budgetary and management expertise is often lacking; and financial pressures tempt many professionals into opting for quick but desirable solutions. Perhaps most disillusioning is the fact that while the accountability systems are rational and systematic, the budgeting process is often irrational and political in nature.

Related to the mechanical and political problems of implementing accountability systems are the problems of overcoming staff resistance and mistrust. The fear is that, because much management theory and practice has developed in business and government, prevailing practices in these contexts will simply be imposed on the academic context. What is needed is the adaptation of management techniques to the character of a particular college. Thus, skills gained in the study of the discipline of management must be modified to meet the special needs and values of an academic environment. This is especially true in the student affairs profession where many programs involve complex human relationships that do not always lend themselves to easy cost-benefit analysis.

The immediate future will most likely include more accountability demands by groups external to higher education. The pressures will be multiple, growing, and sometimes conflicting. The crucial accountability tasks, therefore, will include more than the development of the technical skills needed to implement accountability systems. Perhaps more importantly, they will include development of the political skills necessary to become more informed about governmental needs and procedures, to anticipate and respond to legitimate requests, and to fight back when bureaucrats overstep the bounds of need and legitimacy.

SUMMARY

The intent of this section was to present a discussion of some of the major forces and issues shaping the current context of the student affairs profession. The rest of the monograph is devoted to the topic of management within that context. Much of the future vitality of the student affairs profession may depend on the management skills developed to meet the challenges outlined. Hopefully, the analysis, conclusions, and proposals that follow will contribute to that vitality.

3. THE MANAGEMENT OF COMMUNITY COLLEGE STUDENT PERSONNEL PROGRAMS: PROGRESS AND PROPOSALS

The forces discussed in the previous chapter will have an important bearing on the future character and context of community colleges generally and on student affairs programs in particular. Major changes in demographics or mission, or even modest changes, may require significant program and management responses. The need for leadership, planning, organizational flexibility, program evaluation, effective budgeting and creative staff development will heighten even beyond the current rigorous demands as budgets tighten and outside forces increase. Given the forces already discussed and the new demands on the horizon, the intent of this section is to present a synthesis of research findings on issues, problems and trends in the management of student affairs programs, to suggest some conclusions about the current condition of management in student affairs programs, and to propose a number of recommendations for future research, policy development, or management practice, although I understand there is no single management model to meet all the needs of varied student affairs contexts.

PLANNING

Planning is the most basic and pervasive management function. All other activities should grow from it and reflect it. Unfortunately, planning for community colleges has frequently become the subject of intense debate. Some regard planning with a reverence that assumes that it is an end in itself. Others, already strangled by a maze of governmental planning bodies, fear the addition of more time-wasting committees and administrative procedures. The trend in planning and evaluating student affairs programs in community colleges is toward the development of more formal documents, more written objectives, more research-based needs assessments, and more formal program evaluations. Planning activities in the institutions studied were marked by increasing pressures from a number of external sources (primarily state government and the central administration of multi-campus systems) to develop formal plans and

accountability documents; several different planning models were employed. While the exact forms varied, common elements in the planning models included the creation of five-year plans to guide the long-range development of divisions and annual plans and objectives (evaluated yearly) to guide the short-range programs and changes.

Needs assessments, as a basis for planning, were cited as increasingly important activities. Because of the decline in resources and enrollments experienced at colleges, many new programs may be implemented only if old programs are eliminated. Therefore, accurate assessments of student, staff, and public interests are crucial. The various approaches to assessing needs can range from telephone surveys, questionnaires distributed at campus functions, and attempts at implementing a college-based "Gallup Poll" of students, to extensive involvement of faculty, students, administrators, and community representatives in a year-long comprehensive review of college programs and services. While the range of formal needs assessment activities are wide, two concerns are commonly expressed: a distrust of needs assessment surveys coupled with an insistence that any type of questionnaire or survey be supplemented by interviews and staff comments, and an awareness that needs assessments skills are at an early stage of development and must be improved.

Planning activities are usually coordinated by a student affairs division executive committee and are evaluated in formal, annual reports. This formal system is supported by an extensive network of informal contacts and relationships employed to sustain (or at times overcome) the formal planning system.

Planning Problems. The institutions studied reported several common problems of planning. The most serious problem was the increased time, politics, and formal paperwork involved in planning activities. Much of this resulted from demands of state agencies and system-wide administrations of multi-campus systems, but it was a source of great frustration to the student affairs executives and staff members interviewed. Much of the frustration involved using what was deemed excessive time for activities that are becoming increasingly defensive. That is, many of the staff members felt that they were at the point of "overplanning" or extensively documenting activities for political protection rather than for actual planning purposes. The futility of much planning (such as when one institution discarded most of its five-year plan because of a fiscal crisis), the lack of skill for developing really effective projections and plans, and the loss of staff morale were other problems reported because of the escalation of planning requirements.

Despite the problems, many planning activities were viewed positively. The executives felt formal plans did help provide a firmer direction and control of student affairs programs and that planning would most likely play an increasingly prominent role in the decade ahead. Planning activities can contribute to improved management, but there is a danger of overplanning and excessive monitoring of routine activities. The danger is in the cost, the time, the loss of staff morale, and the dubious benefits that result from an overplanned and overevaluated environment.

In view of the issues and trends uncovered in the study, I offer four recommendations to improve planning for student affairs programs in community colleges.

Recommendation 1. There is a need to develop more flexible and dynamic planning processes to replace the rigid planning modes currently used by most colleges.

A second problem of planning was uncovered in the study. Despite the extensive and rigid planning exercises found at several of the colleges, much management practice was actually conducted by crisis or step-by-step withdrawal.

For the past two decades, college and university administrators have enjoyed enrollment increases and the resulting growth in budgets, staff, and facilities. The management of decreases or steady state enrollment conditions was generally not part of the experiences of administrators in higher education during this period.

Today, despite available data, it is still difficult to appreciate the implications of a no-growth era, to believe predictions about fiscal problems of the future, or to develop plans which have real utility for managing a college or university. The most prominent formal response of the colleges in this study to present and predicted problems was to develop rigid and detailed formal plans and accountability systems, but these were mostly for political or defensive purposes or to satisfy mandates of state agencies.

Several of the colleges have been forced into a management-by-crisis mode of operation which is often based on reactions to externally initiated issues beyond their control. These crises have caused the colleges to focus planning activities on the immediate six months to one year -- the absolute minimum planning period for determining the next year's budget. Often the colleges did not confront problems seriously until they were unavoidable.

There is a need to find a compromise between rigid and detailed planning exercises, which may be discarded at the first crisis,

and the management-by-crisis approach to planning, which seems to prevail when problems strike. Planning for the rapid change and diversity of the future may have to be based on the development of several alternative scenarios that would serve as a basis for planning. These planning scenarios should anticipate and project alternative future conditions and responses; they should build in flexibility in staffing patterns, budgets, and organizational arrangements; and they should provide for staff training and retraining to meet changing student and program needs. Although dynamic, these flexible plans could be developed to cover a reasonable period of three to five years; they could be monitored by more informal progress reports than the detailed and time-consuming formal accountability exercises currently in vogue; and they could be formally evaluated and revised at the end of three- or five-year periods.

The goals of implementing an alternative scenario approach to planning would be to provide more usable plans and options for dealing with fiscal problems and emergencies, to reduce the amount of staff time devoted to the rigid planning and accountability exercises, and to provide a planning system less reactive and defensive than many of those currently in existence at many colleges and universities.

A second area of needed experimentation concerns regional planning. Regional planning has been tried in the past, usually with little enthusiasm and with mixed results. However, the increasing financial problems of many community colleges have heightened the need to maximize scarce resources and have produced a climate more conducive to experimentation with regional planning.

While across-the-board regional planning does not seem to be a viable concept for student affairs programs in community colleges, there are a number of areas where cooperation on a regional basis might effectively meet certain needs in a region and help avoid costly duplication or competition.

Recommendation 2. Community college student affairs executives should experiment more fully with regional planning for selected activities.

Potential activities might include cooperative sponsorship or funding of special projects, development of grants or research proposals, cultural and entertainment programs, interinstitutional staff development activities, or sharing of data processing resources, staff, and facilities. There is a need to experiment more fully with models of regional planning for selected student affairs programs. Regional

planning and cooperation may prove to be a way to provide limited and well-defined services to a number of institutions where costs would be prohibitive to any single institution.

A third area of concern about planning relates to the growing government role in community college education and the need to strike a balance between the necessity for legitimate accountability for public funds and the sometimes excessive planning mandates and reports demanded by government agencies.

Recommendation 3. There is a need for the development of research projects and policy statements on the cost, impact, and contributions of the increasing number of governmental studies, planning requirements and agencies, both federal and state, on student affairs programs.

While this kind of research may be difficult for student affairs practitioners to undertake, it is a natural topic for professors of higher education or political scientists. Major questions that need examination include the following: What are the sources of governmental studies? Who uses them? What impact have they had? What is the real cost of studies (in campus personnel time, staff disruption)? What benefits have accrued to the profession? How much duplication is involved?

A number of experts have testified about the cost, burden, and unnecessary demands of many governmental studies and planning requirements, and the stories about relations between colleges and government agencies are the stuff of legends. For example, Zoglin (1976) found over 54 different local, county, regional, and state organizations or officials to whom the state legislature had delegated some degree of responsibility for the community colleges in California. In another case, three different state agencies were conducting independent studies of educational opportunity programs at the same time.

Preventing this kind of excessive review, duplication, and interference by government agencies requires documented cases, specific recommendations, and the perseverance to push for reform in the face of the backlash that is sure to come when some of the bureaucratic enclaves are threatened. The ultimate goals of reform should be positive ones: to help develop reasonable policies and procedures for relations between colleges and government, to help ensure effective accountability for public funds, and to help relieve the burdens imposed by many of the questionable and often duplicative planning requirements and studies currently proliferating in many government agencies.

Reform will be a slow process, probably fought case by case and state by state. It will also be filled with political risks and with threats of funding loss. However, studies of relations between colleges and government agencies may help to halt the shift of much decision making from campus to state levels, and they may also lead to the development of more reasonable policies and procedures than the current maze of rules and planning mandates that increases each year.

A final concern about planning involves the need for more adequate preparation of student affairs professionals for the planning function.

Recommendation 4. There is a need to develop more effective education and training programs–both in graduate programs and for staff development purposes–to better prepare student affairs professions to perform planning functions.

While many colleges and universities offer excellent general courses on organization and administration in higher education, staff members interviewed in the study expressed an interest in more specific management training. Needed is the development of some modular or short courses that will help students and staff to acquire specific planning skills. Short courses of five to seven weeks could be developed around a number of planning themes such as management by objectives, long-range planning options, needs assessment techniques, strategic planning, and regional planning. These modules could combine a brief review of theory with case studies from business, government and education to provide a needed supplement to the general training most student affairs administrators receive.

Planning will be mandated and inescapable. How it is done, how effective it is, and its impact on the future of student affairs programs will depend on the use of skills, sensitivity and judgment–all of which can be enhanced through more effective education and training programs.

ORGANIZATION

Much of the recent literature concerning student affairs programs has focused on organizing to facilitate the implementation of the student development concepts set forth by Miller and Prince (1976). While there are numerous variations in the organization of student affairs programs, four predominant models seem to capture both the traditional approach and emerging trends. Crookston and Atkyns (1974)

reported on three of these models in a national survey. The most common model (80 percent of the institutions) was the traditional line-staff structure shown in Figure 1. The second most prevalent model (11 percent of the institutions) was the more clustered model shown in Figure 2. A two-part version of the clustered model (Figure 3) was found in less than two percent of the institutions surveyed. Appleton, Moore, and Vinton (1978) report the development of a fourth model, the Hub-Spoke model (Figure 4), which was designed to help integrate responsibilities for meeting student needs between academic departments and the division of student affairs. The institutions examined in this study were also struggling to implement student development philosophies, and the organizational approaches fell into several patterns. Four institutions were experimenting with variations of clusters for student development which may eventually lead to the kind of cluster models shown in Figures 2 and 3. One four-year institution has created a highly visible and specialized student development office within the student union to centrally coordinate a number of student development orientation programs, life workshops, recreation activities, and training programs for all the university community. The other institutions were organized along more traditional lines, but they were advocating and implementing student development programs through college-wide committees and special programs administered in the traditional organizational context.

All of the student affairs executives interviewed stressed their interest in taking the initiative for implementing a student development philosophy, but they were also aware that to really be successful their efforts must eventually go beyond the student affairs division, become college-wide, and include faculty and staff from other divisions. They also expressed a concern about finding ways to increase organizational flexibility in order to provide more effective responses to the problems of changing student and program needs and to the problem of staff locked into rigid organizational fiefdoms. There is a need for effective organizational models to help give life to the student development concept and to encourage the organizational flexibility that will be needed in the future. As Toffler (1981) writes, "We are necessarily led to whole new organizations for the future . . . . We need managers who can operate as capably in an open-door free flow style as in a hierarchical mode, who can work in an organization structured like an Egyptian pyramid as well as in one that looks like a Calder mobile."

The following recommendation is made in view of the needs for flexibility, rapid change, and more effective organizational models to implement student development concepts.

MODELS FOR ORGANIZING STUDENT AFFAIRS DIVISION

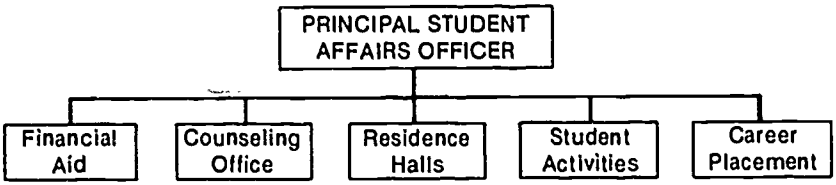


Figure 1. Line-Staff Structure of Student Affairs

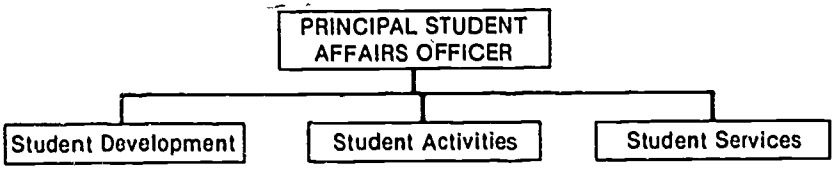


Figure 2. Line-Staff Structure with Three Subdivisions

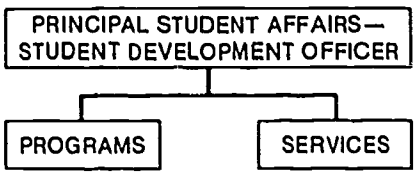


Figure 3. Line-Staff Structure with Two Subdivisions

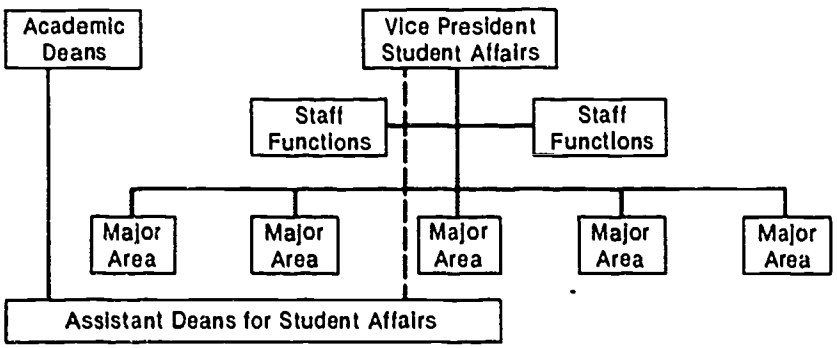


Figure 4. The Hub-Spoke Model

Recommendation 5. There is a need to experiment more fully with more flexible organizational patterns for community college student affairs divisions.

Organizational concepts such as matrix organization, clustered models, and quality circles may hold great potential for providing effective organization, improving staff morale, and creating organizational vehicles that can meet changing needs and can reduce costs. At present the community college literature lacks solid research evidence of the implementation and evaluation of these organizational concepts. Hopefully, more colleges will consider experimenting with these organizational vehicles in the future.

Decentralization. In addition to the approaches for organizing for student development, several other organizational issues were examined in the study. One area of consensus was decentralization. All the student affairs executives expressed support for decentralized management and for delegation of authority and responsibility. As one community college dean of students puts it:

> You decentralize as much as you can. The organizational scheme must work every day or it won't work when you most need it, so I don't interfere. I never feel uncomfortable about leaving the campus. We try to have clear policies and procedures, clearly defined delegation of authority and responsibility, and a well-informed staff. I am available to staff to test alternatives, for ideas, and to discuss implications of decisions, but I let them run the show in their areas.

While there is general consensus about the value of decentralization, the amount of delegation varies widely as do the procedures for coordinating and evaluating decentralized units. The most prominent pattern for coordination of decentralized units was the use of written objectives, weekly meetings of departmental directors, and the development of annual reports by each department director. Only one executive had actually centralized authority in his first year on the job, but he was planning to decentralize and coordinate units in ways similar to the general pattern.

Span of Management. An issue related to decentralization was the size of the span of management of the chief student affairs officers.

The most typical span of management ranged between eight and ten. One dean had a direct span of management of five because of extensive delegation to associate and assistant deans. All of the executives agreed that "numbers approaches" to determine span of management must be guided by considerations of individual ability and the difficulty of the programs to be administered. However, several of the executives also complained about being involved in "busywork" and too much detail, and about the lack of time for planning, evaluation, and leadership--factors related to the size of their span of management.

While rigid rules about "numbers" cannot be applied, several of the student affairs executives seemed to be overextended in their work commitments. Business management studies have recommended a span of management that ranges from four to eight staff reporting directly to top management to eight to twelve staff reporting to lower-level managers. This advice seems to have merit for overextended student affairs executives.

Recommendation 6. Any chief student affairs executive whose span of management exceeds eight should reexamine reporting relationships and time management to ensure that sufficient time is available for leadership activities.

While many executives may easily handle spans of management in excess of eight, periodic review of their obligations, which tend to increase quietly and in multiples, should be undertaken to ensure that their time is spent on priorities and that effective delegation of authority and responsibility is taking place.

Organizational Politics. The other organizational issues that emerged from the study involved organizational politics. The first political issue is danger that student affairs programs could be downgraded; this occurred at one of the four-year colleges in the study. The downgrading of the chief student affairs officer's position from vice-president to dean, and the organizational placement of the student affairs department within the academic affairs division, led to the loss of communication, access to top management, status, authority, and participation at the highest levels of policy making that was necessary for the vitality of the student affairs division. This downgrading has happened at a number of colleges across the country, and it does not augur well for student affairs programs in the increasingly political and competitive academic environment that will mark the 1980s.

Recommendation 7. The chief student affairs executive should be at the highest level of management and report directly to the president.

Organizational positions reflect priorities. The research of higher education clearly shows the contributions of student affairs programs in the past, and the development and innovation in the profession promise continued contributions in the future. Given the increasing problems of retention and recruitment, the concern that students express for services and programs (Cross, 1981), and the changing needs of an ever more diverse student population, now is not the time to downgrade student affairs work as a priority. Indeed, perhaps more than ever, student affairs work and student development should be reemphasized as essential components of the community college student.

A final political issue is the trend to remove many business or finance functions, such as financial aid or the fiscal responsibility for certain special services from student affairs divisions to other divisions on campus. This problem takes two forms—either the function was completely removed to another division or the function was split, with program responsibility remaining in student affairs and fiscal responsibility transferred to a business or auxiliary services division. Recommendation 8 is offered in view of the potential problems that can develop when organizational responsibilities are unclear.

Recommendation 8. There is a need to clarify organizational policy concerning the trend to split responsibility for some functions between business divisions and student affairs divisions.

As a preferred course of action, student affairs professionals should develop the staff skills necessary to maintain business-related functions within the division. In cases where college policy mandates a split in responsibilities, they must sharply define program and personnel responsibilities. Otherwise, they may find policy, program, and personnel decisions increasingly made outside their control.

BUDGETING

Student affairs staff who were interviewed generally conveyed an impression that budgetary activities are distasteful, complicated, and uninteresting. This attitude is understandable in view of the concentration on counseling and the humanistic interests that draw

so many people to the student affairs profession. However, budget development and the political skills that surround it will become increasingly important as the battle intensifies to retain decision-making authority on campus, instead of handing it over to state agencies.

Current campus budget development procedures at the colleges studied followed a generally traditional pattern. Budgets were developed by departments (usually within guidelines provided by the president); they were then reviewed by the chief student affairs officer, by a college-wide committee, by the president, and by the board of trustees and/or by state system committees and the system chancellor where the colleges were part of multi-campus systems.

Once a system budget was developed, it was reviewed by the state budget agency and further negotiations followed. These negotiations resulted in a system-wide budget that became part of the Governor's budget. The Governor's budget then proceeded through the legislative process which led to a final budget, subject to the Governor's line item reductions.

All of the colleges had detailed budgetary procedures and timetables; budget formats were primarily incremental and line item. Although some departments developed program budgets, they were recast as line items for review by state agencies. The size of the budget was generally determined by student enrollments, by the use of some formulas, and by political negotiations.

Trends in funding were discouraging. Student affairs divisions in all of the colleges studied had experienced significant budget cuts in the past five years. One college had lost 20 percent of its budget over the past five years, while another college had received a 15 percent budget reduction on a one-month notice because of the passage of a property tax initiative.

Budget Management Techniques. The responses to these budget cuts involved many of the management procedures already described—developing management by objectives systems, increasing program evaluations, requiring more frequent accountability reports, deferring maintenance (a technique which may lead to future disaster), halting building projects, and reducing some part-time and clerical staff. Few professional staff were lost, but that prospect seems likely at several of the colleges if further budget reductions occur.

The most specific budget management response to the fiscal problems was the use of a "zero-based" budget review. Two of the colleges studied had used this device to thoroughly review all programs, and the deans of students at the other colleges were expecting

zero-based budget reviews to be conducted in the near future and possibly every five years.

Budget Flexibility. Budget flexibility--one of the first victims of budget crises--was becoming more difficult to achieve in the colleges. All of the colleges had lost specific flexibility devices, such as special administrative accounts, or had suffered reductions in other flexibility devices, such as temporary position monies or over-expenditure accounts. One dean stated that he did not believe in special flexibility accounts for the student affairs division; instead he relied on a college-wide contingency account, subject to the approval of the president, to seek special funds when needs occurred.

Budget Control. Budget control devices fell into two patterns. Two of the student affairs executives maintained separate sets of books (in addition to college-wide books), while the other executives relied solely on monthly college-wide budget reports to monitor budget balances. Those advocating separate budget records cited the advantages of increased accuracy, more timely information, and some increased flexibility. Those advantages must be weighed against the increased cost and duplication involved--luxuries that may be more difficult to maintain in the future.

A second control device used by several of the student affairs executives was to centralize division funds during the last two months of the year. Again, there was a split in philosophy on the merits of this control device. Advocates cited the primary benefits as increased flexibility, reduction of waste, and the ability to spend funds in terms of division-wide needs. Those not employing this control device preferred to leave budget decisions decentralized with unit directors to show confidence in them and to maintain morale.

Budget Problems. The most significant budget-related problems reported were the lack of staff interest and skill for effective participation in the budget process, the increased intervention of state agencies into local campus budget decisions, the loss of most budget flexibility, the increased time and effort involved in the budget process (especially in preparing defensive "accountability" reports), and the impact on staff morale of projected budget declines in the 1980s. While there are no easy solutions to these problems, budget skills will clearly be necessary for dealing with future declines in resources for higher education projected throughout the 1980s.

Recommendation 9. Student affairs staffs should receive more training in budget techniques, procedures, and politics. This training should focus on the development of budget skills necessary to function at three levels—on campus, in multi-campus systems, and in relationships with state agencies and the legislature.

Recent trends in higher education are toward the loss of budget flexibility and the increase of budget controls. Creative, new budget formats and procedures for achieving flexibility and control must be developed to cope with the projected fiscal problems of the future. The loss of budget flexibility removes a significant leadership tool; and the increased cost, time, and duplication involved in many current budget control practices, such as keeping dual sets of books, is a dubious use of scarce time and resources.

One of the great dangers of the next ten years is that the locus of much decision making for student affairs programs will not only move out of student affairs divisions but may move off campus and into government budget bureaus. Preventing that shift of power will require increased budget and political abilities and a willingness to fight to stop it—both of which can be achieved through staff training and the development of more budget savvy.

STAFFING

The staffing function turned out to be one of the most troublesome and explosive areas examined in the study. Staffing tasks have been heavily affected by the declining job market and the resulting inability of many people to change jobs or to receive promotions. All staffing tasks--selection, orientation, staff development, and staff evaluation--are becoming increasingly formal, time consuming, and costly.

Selection. Staff selection processes for professional positions tended to follow a general pattern. Positions would become available and, in two of the colleges, the free position would revert to the vice-president for student affairs who would conduct a needs assessment of whether the position should remain where it was or should be shifted to another department. Student affairs executives at the other colleges tended not to shift positions either because of formula restrictions or staff preferences. After a determination was made about how the staff vacancy would be allocated, the college would conduct a search by circulating job announcements and by contacting and recruiting potential candidates. Affirmative action searches,

a priority task in the selection process, were achieved by following established formal procedures, by contacting minority associations, and by personal contacts of staff.

Once the application deadline passed, a selection committee, appointed by the chief student affairs officers, screened the applications. Usually three or four candidates were invited for an interview with the committee, the department director, and, for senior positions, the chief student affairs officer. The committee members would then submit their recommendations to the chief student affairs officer and the departmental director who, in consultation, made the final decision.

These selection procedures, while more democratic and open than in the past, led to a number of procedural and time-consuming problems. All of the student affairs executives discussed the increasing emphasis on procedures and paperwork and the resulting costs, time, and recordkeeping involved in national searches and affirmative action procedures. These requirements may be reaching a point where they are hindering rather than helping the goals of extending job opportunities. There is a danger that staffing efforts will begin to focus more on meeting bureaucratic procedural requirements than on the substance of what democratic selection is all about.

Recommendation 10. There is a need to develop less cumbersome procedures for selecting staff and implementing affirmative action programs.

While there is a need to monitor affirmative action and equal opportunity programs to ensure that reasonable efforts and progress are being maintained, these needs might be effectively met by periodic reports—perhaps every three years—rather than by the costly, time-consuming case-by-case approach currently used at many colleges and universities. Unfortunately, staff selection procedures are becoming another area where excessive government regulations and reporting requirements may be more of a detriment than an aid to laudable national goals.

Two additional issues in the selection of staff emerged from the study—the trends toward the use of more part-time and more volunteer staff in the work of student affairs divisions.

Recommendation 11. There is a need to develop fair policies concerning the employment of part-time and student workers.

The employment of these kinds of staff may increase as funds become more difficult to obtain. Employment policies should ensure

that part-time and student staff are fairly compensated, that they have some options for access to benefits available to full-time staff, and that they do not become (as some part-time faculty at community colleges have become) low-cost substitutes for needed full-time staff.

A related selection issue is the possibility that volunteer workers may also be increasingly used to help run programs in several student affairs areas. Areas such as day care centers, peer counseling programs, and social and cultural programs may have to use fewer paid professional staff and more volunteers in the future.

Recommendation 12. Student affairs administrators will need to develop policies and implement training programs to help staff develop skills for working with volunteer groups–skills that may vary considerably from those necessary when working with a full-time paid staff.

Orientation. Staff orientation was generally a low priority at the institutions in the study. Only one institutution had a formal orientation program within the student affairs division. The vice-president at the institution had assigned orientation responsibility to a staff member and had developed a student affairs orientation manual and a two-day orientation program.

Orientation activities at the other institutions varied, but they tended to consist of the use of some general college-wide documents (such as a faculty handbook) supplemented by individual discussions and a staff welcoming function such as a coffee hour or a cocktail party.

None of the student affairs executives anticipated particular problems or changes in orientation activities, but one community college did experience problems (and lost a court case) when a plaintiff cited the lack of orientation and training as a defense in a lawsuit over dismissal. In general, staff orientation is not viewed as a crucial activity. Yet, new staff need help in understanding the context of the college and the division. While orientations need not be marathon sessions or handbooks that, as one dean put it, "cover 80,000 regulations and bore the hell out of people," they should be systematic enough to ensure that new staff feel welcome, that they understand their new environment, and that they know where to go for help.

Staff Development. Staff development activities are an increasing priority, but they turned out to be surprisingly controversial at

several of the colleges in the study. Activities designed to determine individual staff needs met resistance at two colleges and almost escalated into a confrontation with an employee union in one case because of staff concerns about motives and privacy in a survey of staff development needs.

Staff development programs were implemented in a number of ways and were guided by four different philosophies of how to perform the task. One institution had a formally scheduled program of staff development workshops sponsored by the students affairs division. Another approach was to have college-wide staff development programs, some of which were sponsored by the student affairs division. In a third model, the vice-president for student affairs was trying to assist staff to create *individual* five-year plans for personal development and to initiate staff exchanges with other institutions for periods ranging from a few weeks to a year. Finally, one dean of students preferred to "create a climate for growth," but he left much to individual initiative and tried to support staff in their individually initiated efforts.

All of the student affairs executives tried to assist in attending national conferences or workshops and in participating in the work of professional associations. The primary form of assistance was release time. Budget support was provided for some activities, but staff development budgets were declining and tended to be spread thinly among the division staff.

The most significant problems with implementing staff development programs involved limited budgets, some staff resistance to needs assessments, and staff concerns about the relevance and quality of some group programs. Perhaps the tasks of the future in staff development will be centered around developing more personally tailored programs (i.e., *individual* plans rather than group activities) to meet the unique needs of individuals and around helping staff find creative and new work when upward mobility is limited by the tight job market.

Recommendation 13. Managers of student affairs programs should experiment more fully with creating staff development programs based on individual needs.

While group presentations and workshops will always be an important part of staff development, future staff development plans based on individual needs and incorporating a variety of experiences (workshops, staff exchanges, formal coursework, special projects, etc.), may be more effective in meeting the genuine needs of staff

in the 1980s than the often cosmetic group programs that characterized much of the 1970s.

Staff Evaluation. Staff evaluation activities at the colleges resembled industrial union models. All of the colleges had formal, mandated staff evaluations which followed a basic pattern of setting objectives at the beginning of the year and evaluating at the end of the year. Each college had formal evaluation forms, and staff were required to work closely with employee unions in developing forms, policies, and procedures.

Evaluation criteria varied, but standard areas included job performance, service to the college, human relations, how well the employee "fit in," and suggestions by the supervisor for changes or improvement. Evaluation activities tended to focus on probationary staff, but at least one college was developing a "critical incident"-based evaluation of tenured staff. All of the student affairs executives supplemented formal activities with informal and ongoing evaluation. As one dean put it, "You don't wait until the end of the year to evaluate or intervene."

Two problems stand out in the study of staff evaluation. One is the search for improved evaluation criteria; the other is the "open-file" system which permits staff access to their personnel files. This open-file system inhibits honest evaluations, and it frequently puts the dean in the awkward position of simultaneously receiving both favorable written comments and unfavorable verbal comments about staff being considered for tenure.

Overall, the staffing function is fraught with potential problems in selection, orientation, development, and evaluation. Each of these areas needs additional research, development, experimentation, and exchange of information among student affairs professionals. Unfortunately, the increasingly difficult job market may make today's problems seem like the "good old days" by the end of the 1980s.

DIRECTING

The key task in any management situation is leadership. A primary focus of the research projects was on portraying how leadership was accomplished—the philosophical bases, the tasks, the principles, and styles that guided the management activities of the chief student affairs officers in the study. What works in any particular management situation is a variable—a blending of the art and science of management to fit the unique needs of the environment. Styles of

the student affairs executives also differ, but there is some consistency among styles.

First, and most important, each of the student affairs executives in the case studies had clearly defined a philosophy of leadership and was working to implement it. These leaders were not "winging it." They knew what they believed about human relationships, about management style and technique, and about the needs of their institutions, divisions, and staffs. They varied in aggressiveness, personality, and success, but they were all consistent in trying to imprint their leadership style on the management of the student affairs programs for which they were responsible.

A second theme that transcended variations in style was an awareness of staff needs and a concern for good human relations. McGregor (1960) proposed that old-style authoritarian management, Theory X, should be replaced by a new type of management style – Theory Y. McGregor's Theory X was based on three assumptions: that the average human being has an inherent dislike of work, that most people must be coerced and controlled in order to get them to put forth adequate efforts, and that people prefer to avoid responsibility and to gain security.

None of the student affairs executives in this study expressed Theory X beliefs. While they expressed concern about the performance or attitudes of some staff members, their principal management response was closer to McGregor's Theory Y which assumes the following: the average human does not inherently dislike work; people will exercise self-direction when committed to certain objectives; ego-satisfying and "self-actualizing" needs can be blended with organizational needs to produce creativity, commitment, and imagination in finding solutions to organizational problems; and the intellectual potential of the average human is only partially utilized.

The concern for staff, the understanding of the difficulties of some staff who are unable or unwilling to move, and the genuine interest and effort of the student affairs executives to help staff find meaning, productivity, and ego satisfaction in their work is a theme reflected in numerous actions of these executives – actions that range from taking time away from a busy schedule to counsel staff facing serious personal problems to trying to find creative outlets and new projects for staff who are stifled in a current position but unwilling to leave. While all of the student affairs executives indicated that there was a point beyond which they would not pass in trying to revive or stimulate a disgruntled staff member, all wanted to make maximum efforts at human development before resorting to dismissal or demotion.

Woven across the predominant characteristics of a defined philosophy of leadership and a concern for effective human relations were two additional themes: an awareness of academic politics and a concern for developing a team spirit.

Academic Politics. The increased importance of academic politics was discussed by all of the student affairs executives. All of the institutions studied either had experienced, or were about to experience, fiscal and/or enrollment problems. These problems tend to heighten vested interest politics as various units compete for limited resources. The student affairs executives in the study were extremely aware of the kinds of academic politics involved in budget reduction decisions; they were preparing for potential problems by involving themselves and their staff on key college-wide or state-wide committees; by increasing efforts at "accountability" (often excessive for program needs, but necessary for political needs); by taking aggressive actions, such as initiating new programs; or by developing political strategies to meet challenges to programs and resources that were made by other divisions or state agencies.

Team Spirit. A final element of style evidenced by all the student affairs executives was the concern with developing a team spirit within the division. As one dean said: "One of the most difficult problems to deal with is when someone sees their unit as separate and independent and when they disregard the team and cooperative concept." While none of the executives tended toward the kind of compulsive "organization man" mentality described by Whyte (1956) and others, they did insist on loyalty, positive attitudes, and a willingness to work for the good of the division. Their concept of team was along the lines described by McGregor (1960) who wrote:

> The principle of divide and rule is eminently sound if one wants to exercise personal power over subordinates. It is the best way to control them. But, if the superior recognizes the existence of the intricate interdependent characteristics of modern industry, and if he is less interested in personal power than in creating conditions such that human resources available to him will be utilized to achieve organizational purposes, he will seek to build a strong group. He will recognize that the highest commitment to organizational objectives, and the most successful collaboration in achieving

them, require unique kinds of interactions which can only occur in a highly effective group setting. He will in fact discourage discussion or decision making on many matters which affect his organization except in a group setting. He will give the idea of "the team" full expression, with all the connotations it carries on the football field.

The principal problems of leadership that executives report are lack of time for long-range planning, maintaining staff morale in the face of declining resources and professional opportunities, and increased intervention of outside agencies which has hindered leadership prerogatives and has removed many leadership decisions from the campus.

Despite the frequent references in academic literature to "mediators" or "negotiators," leadership remains a crucial need. Leadership in a college or university cannot mean arbitrary use of authority, but neither does it mean passive responses or detailed management by committee. Leadership initiative is not antithetical to the democratic process--it is essential. The dangers of the loss of leadership, because of the increasing intervention and role of government agencies in the internal affairs of colleges and universities, have already been discussed in this section. There is a need to combat this intervention in a variety of ways- through research, through political action, and through more effective participation with policy-making groups external to the campus.

Recommendation 14. There is a need for more effective national- and state-level leadership in the student affairs profession and for more participation in student affairs professional organizations by community college student affairs professionals.

Mayhew (1973), Penney (1969), and McConnell (1970) have cited the often peripheral role of student affairs personnel in national and state educational policy development. While leadership within the profession may be strong and visible, future decisions will increasingly involve more interrelationships and political considerations. Student affairs personnel in general, and community college student affairs personnel in particular, should work to ensure that the profession is represented adequately in policy deliberations at all levels--on federal and state policy committees, on task forces, and in educational research projects and publications outside of the student affairs arena. Mayhew's (1973) observation that the massive

work of the Carnegie Commission "has neglected much of the student personnel movement" was a serious indictment of the failure of student affairs professionals to become effectively involved in major policy decisions outside of their own professional interests. More than ever there is a need for student affairs personnel to become more active in a broader range of policy considerations.

EVALUATION

Evaluation activities in the institutions studied can be described in terms of three dimensions: formative-summative, internal-external, and process-outcome. *Formative evaluation* activities were developed in the planning process and implemented through the ongoing reviews conducted in the student affairs division executive committee meetings and through the close staff contacts maintained by the one dean of students who did not have a division executive committee.

Summative evaluation was achieved in a number of ways. The most common pattern was to require detailed annual reports and formal personal evaluations from department directors. One institution used a formal evaluation format recommended by a statewide committee of student affairs officers, and all of the executives interviewed said that they occasionally appointed special task forces to evaluate selected programs or problems.

Evaluations were primarily conducted by the chief student affairs executive as an 'internal' activity, but there was a trend toward more periodic external evaluations. *External evaluations* were of two kinds: evaluations of the student affairs division conducted for the president of the institution, sometimes involving faculty and staff from divisions other than student affairs and occasionally bringing in outside consultants, and evaluations conducted for the chief student affairs officer by teams of outside consultants. These outside evaluations were planned to occur about every five years. In addition, several of the institutions had undergone a zero-based budget evaluation. Staff at several other institutions expected to conduct their own zero-based budget review within the next few years.

Evaluations also tended to be focused on both *process* and *outcome* variables. Because of the difficulty of measuring the outcomes of many student affairs programs, much evaluation tended to focus on processes. That is, criteria focused on variables such as numbers of programs offered, numbers of student contacts made, or students served. There was both an interest and an attempt at

all of the institutions to develop more effective evaluation criteria and more outcome-related evaluations (for example, student satisfaction, changes in behavior), but those measures are costly and difficult to obtain.

Evaluation Problems. The two principal problems of evaluation reported by the student affairs executives were the increasing formalism and frequency of evaluation and the increasingly political character of much evaluation. Several of the executives questioned the need for many evaluations, and they were concerned about criteria often developed for political reasons by outside agencies. As one dean put it:

> It's ridiculous. Criteria are often drawn up politically, and the whole effort is based on a false start. At the end of these studies people still don't know what's going on. There are more questions than answers, and then the whole process starts again. In one area alone -- Educational Opportunity Programs -- we've had about five or six major studies by various government agencies since 1970. In addition, we've had all of the visits and requests for budget reports and justifications from our local board and the State Board of Governors. Our frustration is with the time and cost of these studies. Who uses them? What difference do they make? Do they realize the burden it places on campus staffs trying to provide services?

Because of the interrelationships of management functions, recommendations about evaluation were made earlier in this section. The concerns about the frequency of evaluation and accountability reports were addressed in the planning section, and the concerns about excessive governmental intrusion into college affairs were discussed in the planning and leadership sections.

In sum, evaluation activities are increasingly being based on a management-by-objectives model. Evaluations tend to be conducted annually by the chief student affairs officers, they are mostly for internal (within the student affairs division) purposes, and they focus more on processes than on outcomes. Trends in evaluation activities seem to be toward the use of more outside consultants, toward periodic zero-based budget reviews, and toward the development of

more outcome-related criteria. The key to successful evaluation in the future seems to lie in achieving a delicate balance by conducting thorough evaluations but not allowing the process to overwhelm staff or to create an atmosphere of defensiveness. While there is a need for experimentation, research, and improvement in each of the evaluation dimensions discussed, there is an equally strong need to guard against the temptation to overevaluate—a temptation that will only lead to defensive number-counting exercises by a demoralized or apathetic staff.

CONCLUSION

As we reflect on the future of student affairs programs in community colleges, a number of forces emerge as harbingers of potentially significant change. Uncertainty about demographics, challenges to the comprehensive mission, increased diversity of student needs and program demands, and continuing demands for participation in decision making and for accountability made by various internal and external constituencies present complex challenges to managers of student affairs programs.

Responding to these challenges requires an emphasis on skills in both the art and science of management—skills for which many student affairs administrators have only been marginally trained.

This monograph has reviewed a number of the forces that affect the context in which the management of student affairs programs occurs, has reported the results of a study of management responses to reductions in resources in student affairs programs, and has proposed recommendations for changes in the management processes and structures of student affairs programs in community colleges. The challenge ahead is not to initiate cosmetically, but to evolve management processes and structures to meet changing needs and to fit the unique environment of each campus. This special blending of scientific management principles with sensitivity and judgment about context is the art of management and the categorical imperative for student affairs administrators in community colleges in the decade ahead.

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APPENDIX 1: A FRAMEWORK FOR MANAGEMENT ANALYSIS©

The framework for management analysis presented in this appendix is a systematic guide developed to assist in analyzing if and how the major functions and tasks of management are performed and to provide a standard for comparing actual practice against a "universalist model" (Koontz, 1961). Managers of student affairs programs may find the framework a useful guide as they conduct their own management reviews.

Management Function. Tasks and Issues for Review

I. Planning

1. What is the philosophy of planning?
2. Has a comprehensive plan been developed?
3. Are assumptions and values reflected in the plan?
4. Are environmental constraints reflected in the plan?
5. Has a needs assessment been conducted:
   a. Annual?
   b. Five-year projection?
6. Has a resource inventory been compiled?
7. Are objectives stated:
   a. Annual?
   b. Five-year?
8. Is there provision for staff participation in the planning process?
9. Is there provision for coordination of planning activities?
10. Have plans been developed for each of the following management functions:
    a. Organizing?
    b. Budgeting?
    c. Staffing?
    d. Directing?
11. Is provision for flexibility and change provided in the plan?
12. Have plans been developed for the following evaluation tasks:
    a. On-going evaluation?
    b. Annual evaluation?
    c. Five-year comprehensive evaluation?

13. Is there a plan for feedback and use of evaluation findings?
14. What major planning successes occurred in the last year?
15. What major planning problems occurred in the last year?
16. What changes in planning activities should occur:
    a. In the next year?
    b. In the next five years?

II. Organizing

1. What is the philosophy of organization?
2. Does the organization structure reflect:
    a. Objectives?
    b. Environmental constraints?
3. How centralized /decentralized is the organization? Why?
4. If the organization is decentralized:
    a. Is the authority equal to responsibility delegated?
    b. Are lines of delegated authority and responsibility communicated to staff?
    c. Do individuals report to a single supervisor?
    d. Are there procedures for coordination and control of decentralized units?
5. If the organization is centralized:
    a. Are there procedures for effective communication?
    b. Are there problems of staff morale?
    c. Can decisions be made quickly enough?
6. What is the philosophy about span of management?
7. What is the size of span of management of each unit director?
8. Is there periodic review of the span of management of each director?
9. Is management aware of informal organizational patterns and values?

10. What is the management philosophy about the amount of hierarchy or flatness in the organizational structure?

11. Is there provision for review of the organizational structure:

    a. Annual?

    b. Five-year comprehensive?

12. What are the primary strengths of the current organizational pattern?

13. What are the primary problems with the current organizational pattern?

14. What changes in organization should occur:

    a In the next year?

    b. In the next five years?

III. Budgeting

1. What is the philosophy of budgeting?

2. Does the budget reflect:

    a. Objectives?

    b. Priorities?

3. How is budget control maintained?

4. Is budget information for decision making provided in a timely manner?

5. How is budget flexibility provided?

6. What percentage of the budget is flexible?

7. How are budget reductions (i.e., percentage cuts, prioritized cuts) managed?

8. Are staff trained and updated on budget processes and techniques?

9. Are there comprehensive evaluations of budget formats and budget processes:

    a. Annual?

    b. Five-year?

10. What are the strengths of the current budget format and process?

11. What are the problems with the current budget format and process?

12. What changes in budget format or processes are needed:

    a. In the next year?

    b. In the next five years?

IV. Staffing

1. What is the philosophy about each of the following staffing functions:

    a. Recruitment?

    b. Selection?

    c. Orientation?

    d. Staff development?

    e. Staff evaluation?

2. Are clear procedures developed for each staffing function?

3. Are job descriptions written and clear?

4. Is there a staff orientation program?

5. If yes:

    a. What are the objectives of the program?

    b. What are the most successful aspects of the program?

    c. What are the greatest problems with the program?

6. Is there a staff development program:

    a. For individuals?

    b. For groups?

7. If yes:

    a. What are the objectives of each of the programs?

    b. What are the most successful aspects of the programs?

    c. What are the greatest problems with the programs?

8. Is there a budget for staff development?
9. Is there a staff evaluation program?
10. If yes:
    a. Are objectives and evaluation criteria communicated to staff?
    b. What are the most successful aspects of the program?
    c. What are the greatest problems with the program?
11. Is there provision for periodic evaluation of each of the staffing functions:
    a. Annual?
    b. Five-year comprehensive?
12. What changes in staffing tasks are needed:
    a. In the next year?
    b. In the next five years?

V. Directing

1. What is the philosophy of directing?
2. Are there clear:
    a. Objectives?
    b. Written policies?
    c. Procedures for control?
3. Do policies specify the following:
    a. Objectives sought?
    b. Procedures for implementation?
    c. Responsible staff?
    d. Delegated authority?
4. Communication:
    a. Is there a system for communication?
    b. Are there clear procedures for:
        1. Upward communication?

2. Downward communication?
3. Lateral communication?

c. Are staff trained in communication techniques and procedures?

d. Is there provision for evaluation of the communication system:

1. Annual?
2. Five-year comprehensive?

5. Leadership

a. What is the philosophy of leadership?
b. How is leadership provided?
c. Is leadership perceived by staff?
d. Are staff relations harmonious?

6. What are the most successful aspects of the directive functions?
7. What are the greatest problems with the directive functions?
8. What changes in the directive functions are necessary:

a. In the next year?
b. In the next five years?

VI. Evaluating

1. What is the philosophy of evaluation?
2. Is there a plan for each of the following kinds of evaluation:

a. Ongoing?
b. Annual?
c. Five-year comprehensive?

3. Is there provision for staff participation in developing the evaluation plan?
4. Are the following communicated to staff:

a. Expected outcomes?
b. Evaluation criteria?

c. Evaluation procedures?

d. Target dates?

5. What measures of quality are used in the evaluation process?

6. What measures of quantity are used in the evaluation process?

7. Is there a system for timely feedback and use of evaluation findings?

8. Are staff trained in evaluation techniques and procedures?

9. Do staff accept evaluation as a necessary management function?

10. What are the most successful aspects of the evaluation program?

11. What are the greatest problems with the evaluation program?

12. What changes in the evaluation program are necessary:

    a. In the next year?

    b. In the next five years?

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