CHAPTER THREE

THE AMERICAN COMMUNITY COLLEGE

3.1   Introduction

In Chapter Two the theoretical and conceptual framework for community colleges was presented. The purpose of the theoretical and conceptual framework was to explore the concept of *community college* as well as the theories impacting on community colleges. Also included in the theoretical and conceptual framework for community colleges was a discussion of the concept of *vocational education.* The reason for this has to do with one of the objectives of this study, which is an evaluation of community colleges as providers of education in the vocational-technical sector. An understanding of the concept would facilitate our comprehension of the role community colleges are playing in the provision of vocational-technical education.

In this chapter our principal concern will be a study of the American community college in order to gain an insight into the role community colleges are capable of playing in enhancing the educational development of a total community. A careful study of the development of the American community college shows that these institutions have been especially important to people whose educational options have been limited by a variety of circumstances (Witt *et al.,* 1995: xiv).

 The policies of the previous governments of the Republic of South Africa, have denied educational opportunities to a considerable number of South Africans. According to *The Census Report 96* (Burger, 1999: 336) more than four million

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South Africans have never had any education. An analysis of the functioning of the community college will hopefully shed some light on how other nations are finding it possible to provide education to all their citizens.

Although the objective of this study is to evaluate the role of community colleges in the provision of education in the vocational-technical sector, it would be naive to concentrate on the provision of vocational education in American community colleges to the exclusion of other activities taking place at these institutions. A study of the impact of community colleges on their students, shows that students of vocational education also benefit from other programmes of the community college such as developmental education, general education and transfer education. This exposure of students of vocational education to other community college programmes also helps to leave their doors open should they wish to pursue Higher Education at a later stage. As Eaton (1987: 14) points out:

> **"If community colleges are limited to vocational training and literacy efforts and are precluded from collegiate activity, it will be more difficult for community college students to pursue baccalaureate education. The collegiate connection will be lost. Community colleges would not be viewed as key points of educational entry."**

This chapter will therefore explore the total functioning of the American community college starting from its governance and administration and

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proceeding to its programmes, financial management, services being offered to students, as well as to human resources and personnel management.   This exploration of the community college will be followed by an investigation into the impact that the community college has on those affected by it. In conclusion, a report will be presented on the case study of the St. Petersburg College (SPC). The researcher visited the community college for a period of two weeks in November 2001.

The sources of information on this chapter are a wide variety of books, journals unpublished reports and theses, numerous publications of the American Association of Community Colleges obtained from the internet as well as Education Resource and Information Center (ERIC) documents.   Sources of the information on the community colleges cited in this chapter, were obtained from either their catalogues or their websites. The information used to compile the report on the case study of SPC was obtained through unstructured interviews conducted with various administrators of the college as well as through perusal of the various documents obtained during the visit to the college.

The exploration described above will be preceded by an overview of the American community college. The overview will consist of the major aspects of the findings in this chapter.

3.2   The American Community College: An Overview

As indicated in Chapter Two, community colleges as they are known today, were invented by the Americans. They trace their roots to the land-grant college movement stimulated by the Morrill Act of 1862, which established the principle of federal support for education and expansion of curriculum to practical concerns.

The first and presently the oldest community college came into existence in 1901 and from that time community colleges underwent tremendous growth to such an extent that today, there is one within commuting distance of every American citizen. There are several significant historic events, which contributed to this formidable growth.

Community colleges were formed with the purpose of bringing education within reach of all American citizens and thereby broadening opportunities available to them. In order to accomplish this momentous task, community colleges had to be community-based organisations, have comprehensive missions, have an open-door policy, engage in community development, serve diverse students, charge low-tuition fees and be within commuting distance of their students.

From the early days of their existence to date, community colleges have been governed by community college boards composed of lay trustees. The boards are of two types, namely, local and state boards. Their members may be elected into office by members of the community, be appointed by state authorities or both.   Community college boards have a wide range of powers.

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The management of community colleges, which has to do with the day-to-day operation of community colleges at institutional level, is the responsibility of college administrators. Institutional management structures differ from college to college although there are similarities in many respects.

Instructional programmes of community colleges are designed to suit the needs of the diverse students they serve. They offer community education to cater for the various needs of community members, developmental education to compensate for the failures of high school education, general education to offer their students education needed by every citizen, transfer education to assist those students who wish to pursue Higher Education at four-year institutions or universities and vocational education for those who want to prepare themselves for the world of work.

There are various sources of revenue for community colleges. These include the federal government, state governments, local governments, donations, student fees and student financial aid**.** There are two categories of community college expenditures: the academic and administrative expenditures. Community colleges are taking various measures to curb their expenditures in order to secure their survival in these difficult economic times.

All community colleges have, since their inception, offered a variety of services to their students. These services are intended to enhance student success at the college and beyond.

Both full-time and part-time employees do teaching at community colleges. The teaching personnel receive their pre-service training at universities and in-service training organised by their own institutions, community college consortiums and other organisations. Their salaries differ depending on their qualifications and rank.

Community colleges have been found to have significant impact on those associated with them. They have been found to influence positively business and industry, universities, most of their students and society in general.

3.3   Historical Context

The first and now the oldest existing community college in the USA, Joliet Community College in Illinois, was founded in 1901. Since then, these educational institutions underwent tremendous growth in number, especially during the 1960s and early 1970s when, at a certain time during this period, they were being established at a rate of one per week across the country (Matson, 1994: 486).   According to a study by the American Council on Higher Education conducted in 1967 (Witt *et al.*, 1995: 12), there were only eight two-year colleges at the turn of the 20th century, with a total enrollment of approximately 100.   At present the number of community colleges has increased to a total of 1 166. Of these, 1 004 are public institutions and 162 are independent institutions. When the branch campuses are included, the number totals about 1 600. The number of students has risen to 10,4 million (AACC, 2002(b): 1). The location of these community colleges is indicated on Figure 3.1 3.1 which is a map of the community colleges in the USA.

Figure 3.1: A Map of

Community Colleges in the United States
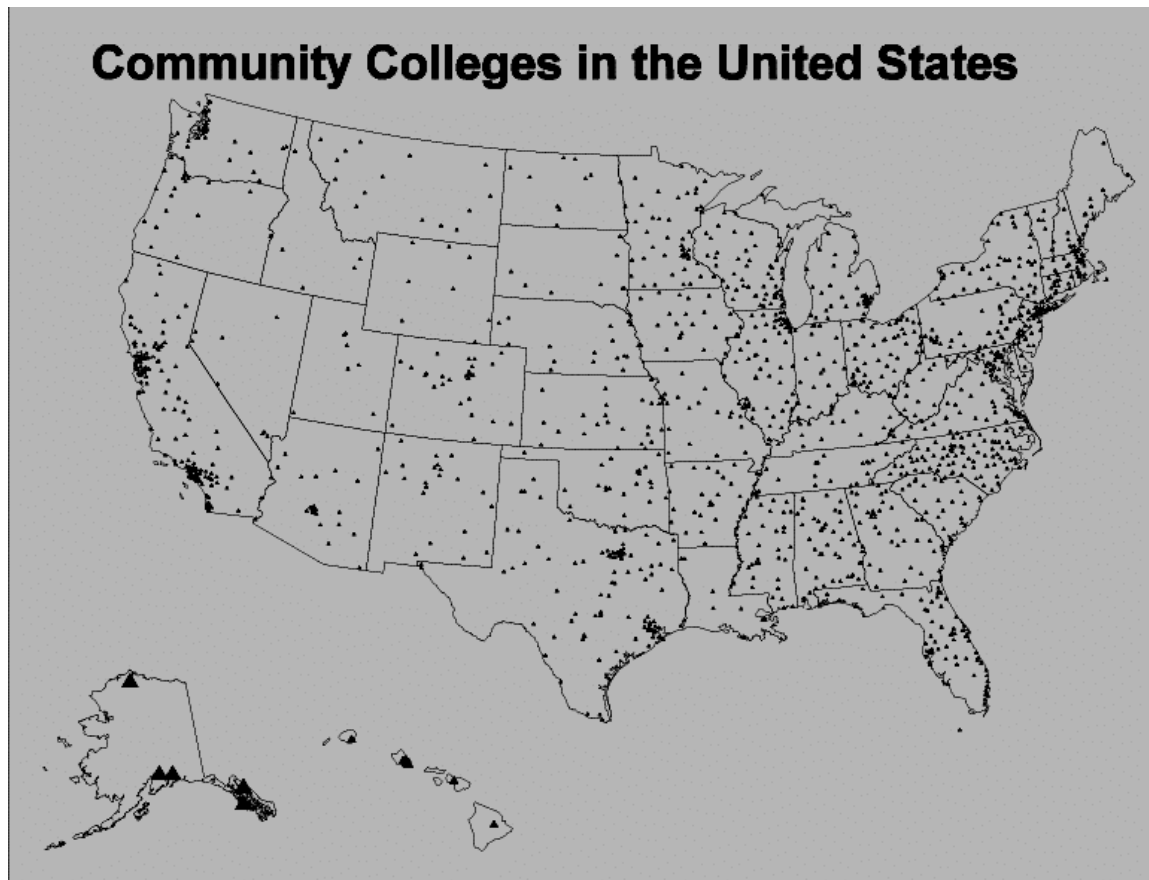
Source: AACC, 2002(e): 1

Several significant historical events have contributed to the development of the public community college. Vaughan cited in AACC (2002(a): 1-5) analyses these events from the passage of the first Morrill Act in 1862 to the celebration of the 100-year anniversary of community colleges in 2001. Some of the events are summarised below.

The passage of the two Morrill Acts, sometimes referred to as the Land-grant Acts, in 1862 and 1890 respectively, expanded access to public Higher Education. The acts also paved the way for the teaching of courses and

students previously barred from Higher Education.   According to Vaughan (1989: 15) the Morrill Acts were the most important moves by the federal government into the field of Higher Education in the nineteenth century. They provided the philosophical base on which later federal aid to Higher Education would rest.   It is strongly believed that present day community colleges have borrowed heavily from the precedent of the land-grant institutions and continued and developed the democratisation theme advocated by the Morrill Act of 1862 AACC (2002(a): 4).

As stated earlier, the first American community college, was founded in 1901. Joliet High School, formed in 1849 as part of the school system of the city of Joliet, registered the first six "post-graduate" students in February 1901. These students were offered a two-year curriculum preparing them to enter the university as juniors. The universities of Chicago and Illinois as well as the Northwestern University accepted their course work (Witt *et al.,* 1995: 21). In his opening address at the dedication of Joliet new high school building in April 1901, Stanley Brown, the then superintendent of the Joliet high school district, applauded the early accomplishment of the post-diploma programme:

> **"The result has been to keep in school those who were otherwise inclined to think their education was ended when they received their diplomas."**
>
> **(Witt *et al*., 1995: 22)**

During the early days of Joliet, the use of the term community college was avoided. The new section was referred to as the "post-graduate department". This decision was, according to Witt *et al. (*1995: 22), influenced by local politics. The introduction of the "post-graduate department" marked the beginning of the American community college as we know it today.

Another significant event in the development of the American community college is what came to be known as the "Wisconsin idea". In 1904, the University of Wisconsin stressed the view of a university assisting the general public through extension services and assistance to the state government. The university declared the boundaries of the state to be its campus. This idea influenced future community colleges so much that most present day community college leaders consider the college service region as its campus.

Between 1907 and 1917, the state of California passed legislation authorising high schools to offer post-graduate courses. This legislation also provided state and county support for junior college students and provided for independent junior college districts that had their own boards, budgets and procedures.

The American Association of Junior Colleges (AAJC) now known as the American Association of Community Colleges (AACC) was established at meetings held at St. Louis from the 30th June to the 1st July 1920 and at Chicago in February 1921. The association continues to provide national leadership for the nation's community and technical colleges. It began publishing its journal known as the Community College Journal in 1930.

In 1944, the USA Congress passed the Servicemen's Readjustment Act generally known as the GI Bill of rights. This Act provided financial assistance for veterans of World War II who wished to pursue Higher Education. As a result of this Bill, which went a long way in breaking down social and financial barriers to Higher Education, over 2,2 million Americans gained access to college education. Included in this number, were 60 000 women and 70 000 African-Americans.

The Truman Commission Report was published in 1947. This report called, among other things, for the establishment of a network of public community colleges which would operate at very little or no cost to the student, serve as cultural centres, be comprehensive in their programme offerings and be of service to the communities in which they are located. The report also popularised the term "community college" and influenced many new and existing colleges to add the phrase "community" in their names.

In 1960, the Kellogg Foundation proclaimed a series of grants to be used to establish university centres for the training of two-year college leaders. A total of twelve universities established junior college leadership programmes catering for the needs of future Deans and Presidents of community colleges.

From 1965 to date federal government made it possible for practically every American student to attend college by making financial aid available to community college students. This was provided for by the Higher Education Act of 1965, the 1972 amendments to the Act and subsequent amendments

and re-authorisations including the 1992 Higher Education Amendments. Current legislation includes the Pell Grant Programme through which federal and state governments' funds are administered.

The report of the Commission on the Future of Community Colleges entitled *Building Communities: A Vision for A New Century* was released in 1988. The report defined "community" not as a region to be served but as a climate to be created. According to the report, community colleges were to play a substantial role in creating the climate and serving the region.

Lastly, in 2001 Joliet Junior College completed one hundred years of service. This being the first community college to be established in the USA, all community colleges celebrated this achievement during that year.

Two inferences can be made from these historical events, which shaped the American community college. Firstly, community colleges have and are continuing to play a significant role in the education and development of American citizens. Secondly, the success story of the American community college was made possible by the endeavours of a variety of interested parties. These include universities; both the federal and state governments; as well as private organisations such as the Kellogg Foundation and the American Association of Community Colleges.

3.4   The Nature of the American Community College

In this section essential features of the American community college will be probed. These are the attributes that make the community college unique and differentiate it from other institutions of higher learning.   They include its intimate relationship with its community, its accessibility and its diverse student population.

3.4.1 It is a Community-Based Organisation

The community college occupies a special place in its community. It owes its existence to the community by which it is dominated and shaped. The type of the community it serves obviously has an impact on its nature. Its students, as well as the programmes it offers, are a reflection of the community in which it is situated (Roueche, 1980: 19).

Lynn Barnett (1996:7) sees the community college as being in the forefront of the community development movement. She states:

> **"Their mission statements call for them to be community-based organisations, to meet community needs, to provide service to the community. They are, after all, of, by and for the communities in which they dwell."**

Barnett's ideas summarise, in a way, the relationship between the community college and the community. According to her statement, it can be inferred that

the community college engages in community development; it is a community-based organisation and responds to the needs of its community.

In Chapter Two it was stated that the community development theory is one of the theories that impact on the community college. Community development was described as a four-fold entity comprising process, method, programme and movement. An analysis of the history of the community college, its mission, objectives and instructional programmes, depicts the role the community college plays in its community, as being in agreement with the notion of community development as propounded in the previous chapter.

The community college, in harmony with its mission and objectives, responds to the needs and demands of its community by offering community service. Perold (1998:30) describes community service as a structured set of activities designed to meet community needs. Dziech (1994: 440) clarifies the concept further by referring to community service as:

> **"Educational, cultural and recreational services which an educational institution may provide for its community in addition to its regularly scheduled day and evening classes."**

This community response function of the community college, is often acclaimed by some as one of the unique characteristics of the community college. It includes such a capacious assortment of activities that are sometimes not so well conceived, organised and integrated. These activities can be classified

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into three categories: The first comprises credit programmes, which include programmes for those pursuing degrees, certificates, college or university transfer, general education and career upgrading. The second incorporates credit free programmes for those seeking adult basic or high school diploma education, avocational instruction, cultural enrichment, skills enhancement, etc. The third involves community-based programmes accommodating those desiring access to institutional expertise, facilities and equipment, problem-solving techniques and coordination with other community organisations (Dziech, 1994: 440).

It follows from the above that a community college owes its being to the community in which it is situated. The existence of a community college without a very close relationship with the community it serves is therefore inconceivable.

3.4.2 It is Accessible

The American community college is an open-access educational institution. The concept 'open-access' as applied to the community college, has numerous connotations. A review of literature by Richardson (1988:26) reveals the following expositions of the concept:

- The right to fail: permitting students to enroll in courses regardless of whether their reading, writing and skills in Mathematics enable them to cope with course requirements.

- Enrollment of more students each succeeding year, notwithstanding why they came or what happened to them after they enrolled.

- The right of students to expect some programme where they can succeed, in which case success means staying at school. According to this interpretation, students can succeed regardless of previous preparation, motivation or effort.

- Equality of opportunity measured by accomplishment, or the extent to which students achieve defined educational objectives by participating in post-secondary education.

- Giving everyone the right to try anything as long as the additional sections generate revenues that exceed the costs of offering them.

Venter (1996: 13), on the other hand, depicts open-access as placing emphasis on the acknowledgement of success at the exit level instead of on lack of competence at the entry level. Thus, students are accommodated irrespective of their prior achievements.

Knoell (1983: 29) sees it as giving the right to attend a community college and to enroll in most first-year level courses to all high school graduates and others at least eighteen years old. This practice may be accompanied by voluntary assessment, counselling and placement and provision for withdrawal from courses.

Analysis of these interpretations, reveals that they can be classified into two categories which may be referred to as unconditional access and access with mandatory prescriptions. Fonte (1997: 44) refers to the former category as "laissez-faire open-access" and to the latter as "structured open-access". According to him laissez-faire open-access rejects restrictions limiting course-taking, while structured open-access, is the systematic use of academic standards linked with additional approaches to assist students to reach their educational objectives. He maintains that structured open-access adds structure while preserving access.

The additional approaches mentioned above can be classified into four groups described as efforts that *connect*, *support*, *sort* and *transform* students. The transforming efforts include developmental education that is delivered in an environment that includes other strategies that help students succeed in

college. The connecting efforts include organising activities that enable the students to get to know others on campus. The supporting efforts include child care, financial aid, etc. Finally the sorting efforts include assessing students at entry, using pre-requisites and monitoring progress (Fonte, 1997: 44).

According to Fonte (1997: 45), the structured open-access model is now being applied at most community colleges. The practice of the laissez-faire model has dwindled to such an extent that it is almost extinct.

3.4.3 It Serves Diverse Students

One of the most outstanding characteristics of the community college is serving a highly differentiated group of students. It reflects the diversity of its immediate environment and has become a part of the makeup of the community in which it exists in terms of, amongst others, the following characteristics identified by Simmons (1994:455): race/ethnicity, gender, familial status, socio-economic considerations, previous educational preparation, physical and learning disabilities; and, business and industry. In addition to the above characteristics, Warren (1985: 56) includes distribution by attendance status, i.e., full-time versus part-time; distribution by age and distribution by educational purpose.

The following1997 statistics from the National Center for Education Statistics (AACC, 2002(c): 1) give some indication of the extent of the diversity in American community colleges in terms of age, race, gender and attendance status:

Total number of students: 5 550 681.

Figure 3.2: Community College Student Enrollment by Age

|			
30 - 39	25 - 29	22 - 24	18 - 22
Less than 18	Age unknown	40 or older	
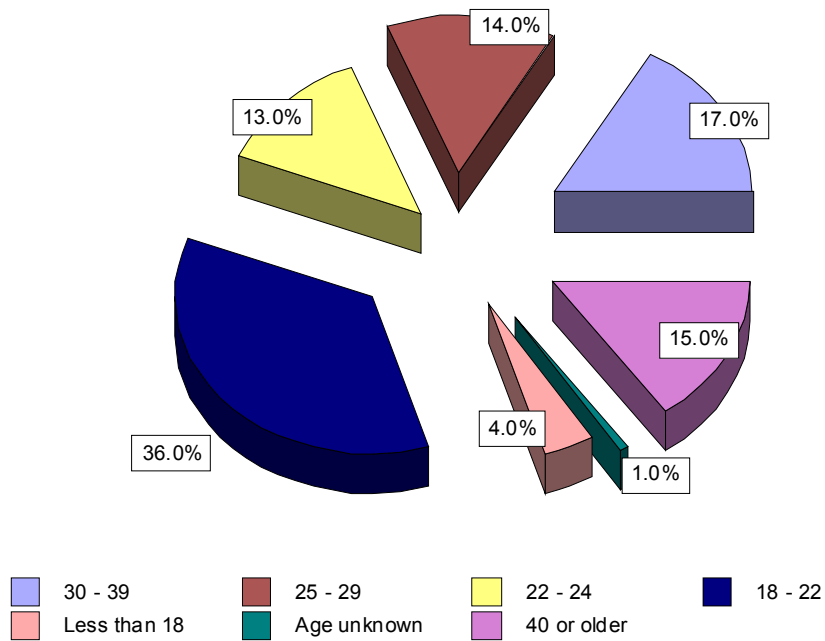
Source: AACC, 2002(c): 1

N.B. The computer programme used to draw charts does not allow the use of a decimal **comma** as required in South Africa. It is for this reason that decimal **points** are used in all charts displayed in this thesis.

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Figure 3.3: Community College Student Enrollment by Race
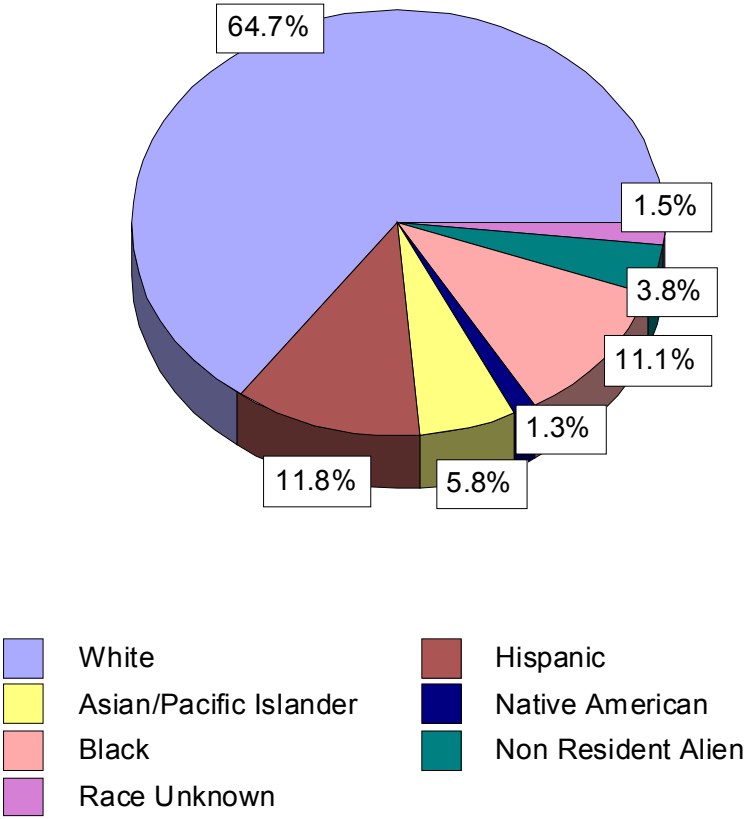
Source: AACC, 2002(c): 1

Figure 3.4: Community College Student Enrollment by Gender

and Type of Attendance
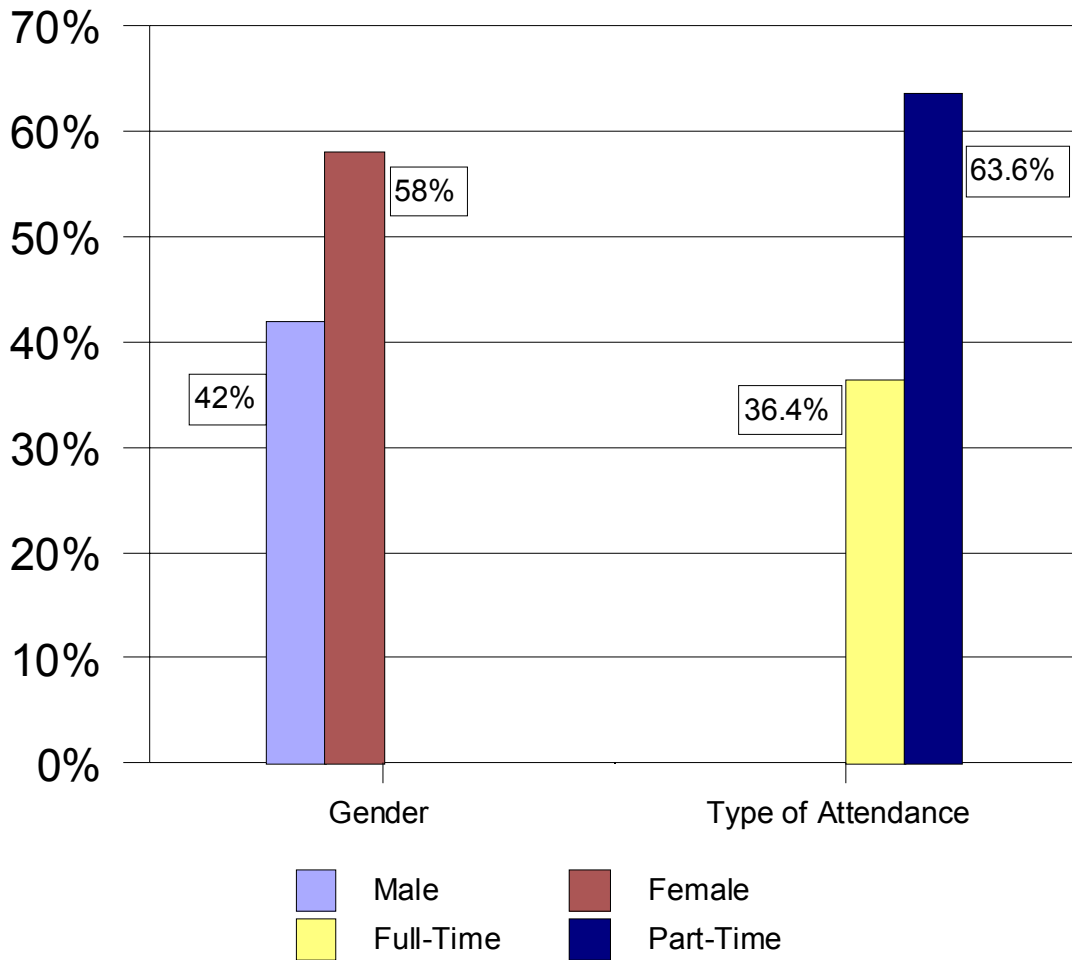
Source: AACC, 2002(c): 1

In addition to the above, students in community colleges are also diverse in

terms of the purpose of attendance. A longitudinal study conducted in California

showed that about 36% of community college students could be assigned to one of seven transfer prototypes, 36% to one of five vocational prototypes and 27% to one of six special interest prototypes. The special-interest group included those who were taking courses related to their hobbies and those who were called "education seekers" or "perpetual learners" (Knoell, 1983: 28).

Serving diverse students is not a spontaneous trademark of community colleges, it has to be promoted and accommodated. According to Simmons (1994:457) this is achieved in several ways. Firstly, he identifies, as one of the simplest, exploitation of the word "community" in community college. He supports this view as follows:

> **"Every educational institution serves a constituency...The constituency of a community college is the community whatever that may be.... Typically, of course, in the two-year community college, the word 'community' means a relatively small and reasonably well defined geographical area. Proper emphasis on the word community provides both the origin and the justification for tremendous diversity."**
>
> (**Simmons, 1994: 457)**

Secondly, diversity may be increased and accommodated in community colleges by designing programmes and services that meet the unique needs and characteristics of diverse groups in the community. The

characteristics/needs may relate to race, ethnicity, disability, economic factors and so on. Some modification may be necessary in the attitudes and sensitivities of those in the community college towards the new recruits, in policies and programmes, in order to accommodate the needs of the diverse students.

Thirdly, a wide range of recruitment strategies including targeting minority and special interest groups often increases diversity. Once these groups have been recruited, it often becomes necessary to implement special intervention strategies to reduce attrition rates. These strategies include such programmes as bridging programmes, remedial programmes, developmental programmes, compensatory programmes and tutoring.

The general consensus is invariably that community colleges have no choice but to serve a diverse clientele. Otherwise they would cease to be real community colleges if they discriminated in any way.

Now that the question concerning the nature of the American community college has been dealt with, it would be useful to find out how these institutions are operating on a daily basis. Hence, the next two sections will concentrate on the functioning of community colleges in terms of their governance and administration.

3.5   Governance of the Community College

The governance of community colleges refers to the concept of policy-making and utmost authority, which, in some instances, comprises a two-tier structure.

 The concept is differentiated from the related concept of "management" which pertains to the day-to-day operation of a particular institution in accordance with prescribed policy (Bagwandeen *et al.,* 1995: 14). The two concepts, although not synonymous, are sometimes erroneously used interchangeably. Cohen and Brawer (1989: 92) define them as encompassing both structure and process: governance relates to decision-making, management to executing the decisions. The governance of American community colleges is a responsibility of governing boards. Their composition and powers are described in the following sections.

3.5.1 Composition of Community College Boards

There are numerous ways of describing the boards that govern the more than one thousand public community and technical colleges in the USA. Two common descriptors are level of control (state or local) and board member selection (appointed or elected). More than six hundred boards exist. Members of these boards are normally lay people serving as volunteers without remuneration in most states (Piland, 1994: 80).

Community college boards usually consist of from five to nine members depending on the size and number of colleges they are serving. Because boards are public corporations, they are legally responsible for all college affairs and members should therefore have a working knowledge of education law and be able to recognise potential legal problems before they develop into actual litigation (Cohen and Brawer, 1989: 111).

Several studies of trustees in Higher Education have been conducted since 1917. An analysis of some of the findings of these studies by Piland (1994: 83) shows that trustees in charge of governing community colleges have not changed much over the years. Although there has been an increase in the number and percentage of women and minorities in the field of education, there has not been a shift of corresponding magnitude in the characteristics of trustees.

The findings of these studies differ slightly but generally they show that in most boards trustees are male, between forty and sixty years of age, White, Bachelor of Arts (B.A.) degree or higher, professional or business managerial occupation and high income of $55 000 or more. Broadly, differences between trustees who were appointed and those who were elected are slight. A conclusion which can be drawn from an analysis of findings of these studies is that trustees are not representative of the students served by community colleges, who are inclined towards being female, younger, less wealthy, less educated, from the lower socio-economic stratum and more reflective of ethnic minorities (Piland, 1994:85).

3.5.2 Powers of Community College Boards

As mentioned earlier locally elected or appointed boards govern most community colleges. Yet state boards govern a large number of community colleges. These two kinds of boards have different powers.

Some familiar state board powers include:

- Approving new programmes.

- Conducting system wide programme review and evaluation.

- Developing system wide programme legislative budget requests.

- Distributing state aid.

- Approving capital construction.

- Approving new colleges, branches and centres.

- Performing financial accountability audits or establishing a uniform accounting system.

Some states have local advisory councils that supplement state boards. Their powers include approving budgets, recommending programmes to the state board, working with local business/industry and providing liaison with the local community (Piland, 1994:87).

Typical powers of local community college boards include:

- Selecting, evaluating and dismissing the President.

- Establishing policies, rules and regulations for governance and operation of the college.

- Purchasing, constructing and maintaining facilities.

- Defining the role and mission of the college.

- Engaging in public relations.

- Preserving institutional independence.

- Awarding degrees diplomas and certificates.

- Approving programmes.

- Establishing student fees/tuition.

- Determining salaries and benefits and employing staff.

- Developing and controlling the budget.

- Conduct long- and short-term planning.

- Setting minimum standards for student academic requirements.

 (Cohen and Brawer 1989: 111; see also, Piland, 1994:88)

3.6   Administration of the Community College

Organisational charts are the most common representation of the management structure in community colleges. Such charts are useful because they provide a portrayal of positions and functions within an institution as well as the relationship that each has to the others. These charts also assist staff members in defining their relationships to the institution as a whole and to one another (Richardson *et al*., 1989: 80). Birnbaum (1988: 140) identifies three models of community college management portrayed by various organisational charts. He refers to them as the bureaucratic, the collegial and the political models.

In the first model, the college is seen as a large, complex, hierarchical and goal -directed organisation. The leader in such an organisation occupies the vertex of the pyramid of power, gathering information about the effectiveness and efficiency that flows upwards, identifying and resolving problems and issuing directives down through the organisation. The leader also sets organisational objectives and decides how they are to be achieved, scientifically organises the work of subordinates and plans and monitors organisational functioning. According to this model, the whole functioning of the institution revolves around the leader.

In the second model, power is widely dispersed and decisions are made after full deliberation by those affected by their outcomes. The role of the leader is not to make decisions but serving as first among equals, moves the group towards its ultimate goal, that of consensus. The leader listens, proposes, mediates, persuades and influences through information sharing and appealing to reason.

The last model is that of the college as a political system. The organisation is seen as consisting of various special-interest groups and sub-groups with differing goals and values. Organisational process is characterised by conflict over the allocation of resources and the influence of the leader is limited by the political pressure of the groups.   The leader has to spend time building positions that are supported by coalitions that change from time to time and from issue to issue.   The role of the leader is to manage the process of compromise coalition and mediation that leads to acceptance of policies consistent with the leader's own goals.

According to Richardson *et al.* (1989: 83) the bureaucratic model has been suggested as the most common organisational pattern among two-year colleges. Efficiency has been cited as one of the reasons for the popularity of the model. Cohen and Brawer (1989: 94) are in favour of both the bureaucratic and the political models for community colleges.   They regard the collegial model as a dream having little basis in reality. They contend:

"The bureaucratic and political models seem most applicable to community colleges. The institutions are organised hierarchically and compromises among contending forces chart their directions. Colleges are social organisations with their own rules. Despite all the rhetoric about satisfying students and community needs, the procedures maintained in community colleges tend towards protecting the staff's rights, satisfaction and welfare. The collegial or participatory model is a delusion; the notion that students have much voice in college administration has little basis in reality."

In its simplest form, the model has the board of trustees at the top to which the President is accountable. Underneath the President, are Vice-Presidents or Deans with different functions and responsibilities. These may include the Vice-President/Dean: administrative services, Vice-President/Dean: business services, Vice-President/Dean: instructional services and Vice-President/Dean: student personnel services. Under the Vice-Presidents/Deans are division or department chairs followed by the faculty and students. Although several community colleges may follow the same model, their organisation charts will not necessarily be identical due to differences in size, level of sophistication, the number of campuses and internal arrangements. In certain community colleges there are senior Vice-Presidents underneath the President to whom the Vice-Presidents are reporting.

With good governance and administration, the community college will be in a position to respond to the needs of its community by offering programmes that

match these needs.   We now need to consider the programmes that are offered at community colleges.

3.7   Instructional Programmes of the Community College

Traditionally, community colleges have performed a number of curricular functions. They include community education/service, remedial/developmental education, college transfer preparation, vocational-technical education and general education.   The programmes of which these functions are composed will be considered in this section.

3.7.1   Community Service/Education

Community service/education is the broadest of all community college functions.   The community college performs the function in pursuit of its mission to serve all segments of its community. This function developed to this extent, among others, as a result of a call by Edmund Gleazer who, as President of the American Association of Community and Junior Colleges (AACJC), pushed for the community college to become the nexus of community learning activities. According to him, the institution was a resource to be used by individuals throughout their lifetime and by the general public as an agency assisting with community issues (Mezack, 1994: 151).

3.7.1.1   Definitions of Community Service

Numerous definitions of community services are found in the literature of the community college movement. Although they differ in precise content, they embrace essentially the same concept.

Myran (1978: 1) sees community education as a value system and not courses, delivery modes, locations or services. According to him, the values included in community education are the following:

- Education can make a significant difference in the lives of all persons of all ages and backgrounds; all people have worth, dignity and potential.

- Education is a means by which all people can enrich and enhance their lives through self-growth in various life roles.

- Education is a recurring part of daily life, not an experiment set apart from daily life.

- The community college has a responsibility to maximise the congruence between its services and programmes and the educational needs and aspirations of all population groups in its service area.

- The community college has a responsibility to function as an integral part of the fabric and rhythm of the communities it serves and it should make a significant and positive difference in the quality of life in those communities.

In analysing the above values, Mezack (1994: 154), notes that they associate community education with terms such as life-long learning, life-centred education, the knowledge revolution, the communications age, the post-industrial society and the learning society. Similarly, Cohen and Brawer (1982: 256) see community education as embracing several closely related and sometimes synonymously used concepts. These include: *adult education,* which they visualise as instruction designed for people who are beyond the age

of compulsory attendance and who have either completed or interrupted their formal education; *continuing education,* seen as the learning effort undertaken by people whose principal occupations are no longer as students, but see education as a means of developing their potential or resolving their problems; *life-long learning,* conceptualised as intermittent education, whether or not undertaken in school settings and, *community-based education,* which includes programmes designed by the people served and developed for the good of the community.

The community college is also seen as fulfilling five roles in its relationship with the community. The roles are *the deliverer*, providing post-secondary courses for those who want them; *the convener,* offering the use of its facilities; *the planner,* building comprehensive plans for the community to serve community health or training needs; *the coordinator,* linking other agencies; and, *the collaborator,* taking an active role on behalf of community issues (Cohen and Brawer,1982: 257).

According to Harlacher (1989: 150), community service is neither derived from, nor synonymous with adult education. He sees adult education as one type of community service that is organised, usually in the evenings, for those who, for various reasons cannot become regular full-time students.   Its programmes are, however, often little more than formalised evening classes for adults. Another difference between the two concepts, lies in the fact that community services are not limited to adults of the community, but are provided for persons of all ages, occupations and levels of educational

attainment, including high school students, elementary learners and, in some instances, pre-school children. He also differentiates community service from continuing education, asserting that continuing education would be an appropriate term to describe the whole formal programme of the community college, since adults are found in all phases of the programme, day and evening.

Analysis of the services offered through community colleges, shows that community service includes elements of career, compensatory and collegiate education in numerous ways. Career education provides programmes that prepare people for work, while community education includes short courses for the purpose of occupational upgrading. Collegiate education prepares people for academic degrees, while community education may include regular university courses taken by adults or the awarding of university courses for experience and non-credit courses actually taught at the college. Compensatory education is designed to remedy the defects in student learning occasioned by prior school failure, while community education may include adult basic studies that focus on literacy, high school completion and general education development (Cohen and Brawer, 1982: 257).

These definitions and different conceptualisations of community education/ service explain why community service may take on so many meanings and why it is implemented in so many different ways. They also justify the contention by Mezack (1994: 155) that:

"Community service appears to be in the eye of the beholder."

The objectives of community service and some of the implementation programmes thereof will now be examined.

3.7.1.2   Objectives and Programmes of Community Service

On the basis of a survey of related literature, the results of a nation-wide survey of community service programmes in community colleges and a study he conducted, Harlacher (1989: 156) identifies four major objectives of community services provided by community colleges in the USA. The four objectives as well as some programmes organised for their achievement are briefly explained below:

•   To become a centre of community life by encouraging the use of college facilities and services by community groups when such use does not interfere with the community college's regular schedule. Programmes under this category include:

☞   The use of community college physical facilities as a gathering place for many community functions

This service helps firstly, in providing a part of the solution for an urgent community need; secondly, in guaranteeing that community college facilities are used to a fuller percentage of capacity; and, lastly, in that area residents are acquainted with their community college through first hand experience and interaction with the college.

☞   Co-sponsorship of community events on campus

The community college frequently joins community groups in co-sponsorship of events and programmes staged on the college campus. Co-sponsored events include conferences, special events, educational programmes of affiliated organisations, cultural and recreational activities. Although the college may initiate these activities, its participation is usually in response to community request.

☞   Community use of library facilities

This category of community service entails the use of library facilities by the district community members including high school students.

☞   Campus tours

Included in this category are organised general campus tours and special features and programmes available to the community.

•   To provide for all age groups, educational services that utilise the special skills and knowledge of the college staff and other experts and are designed to meet the needs of community groups and the college district at large. Programmes designed with the purpose of meeting this objective include, among others the following:

☞   Non-credit short courses

These include a variety of seminars, workshops, symposia, institutes, conferences and special lectures targeting special groups and individuals.

☞ College credit extension courses

In pursuance of the philosophy of taking education to the people, most community colleges offer college credit courses at off-campus centres.

☞ In-service training

Community colleges make use of their physical and human resources to offer refresher courses to the personnel of many community organisations. In many cases these companies and organisations pay all costs involved for these in-service training programmes.

☞ Community counselling

Educational and vocational guidance counselling services are made available to community members who are not and have never been day or evening community college students. The services are aimed at the re-training and dropout problems.

☞ Human resource development

The programmes in this category are aimed at broadening the community's educational base and tapping a potential reservoir of knowledge, human power and experience. They include re-training programmes, basic education for the functionally illiterate human power development programmes and basic skills programmes for the disadvantaged.

☞   Campus radio-television stations

Some community colleges use Frequency Modulation (FM) radio stations and/or television stations for special programming for public events held on campus, as well as community development and self-improvement. They are also used for teaching in some community service programmes.

•   To provide the community, including business and industry, with the leadership and coordination capabilities of the college, assist the community in long-range planning and join with individuals and groups in attacking unsolved problems. Efforts are being made to achieve this objective with the aid of the following programmes:

☞   Leadership and advisory assistance

The community college makes available to the community its leadership capabilities to assist in the coordination of efforts towards community improvement, the solution of community problems and the improvement of the operation of community organisations. Services in this category include simulation and support of community action projects, leadership training and technical services to agencies of local government.

☞   Studies, surveys and polls

This service involves the gathering and dissemination of information needed to solve community problems. Such information can best be procured   through community surveys, occupational surveys, polls and studies carried out with the aid of community college students

☞   Workshops, institutes and conferences

Essential educational resources for community programmes are provided through the above-mentioned means. Through these services, the community college assists in the education of the community on issues vital to the continuing welfare of local communities.

☞   Organisation of community councils, coordination councils and other needed community agencies and groups

Services in this category encompass mutual concerts associations, area arts councils, a council of social agencies, a management institute and a police academy. The purpose of the community college with these groups is to assist with their establishment, coordination and sustenance to the benefit of the district community.

•   To contribute to and promote the cultural, intellectual and social life of the community college district community and the development of skills for the profitable use of leisure time

Implementation programmes under this objective encompass the following:

☞ Arts, lectures and film series

This category includes public affairs forums and lectures, lecture series, symposia, conferences, concerts, drama, recitals, ballet and modern dance, etc. These activities are directed at the community at large and not to smaller specific groups as in the case of short courses.

☞ Cultural tours and field trips

Included here are group visits to places of interest to residents of the college district.

☞ Gallery

A number of community colleges maintain art galleries or gallery programmes for the benefit of both the students and the community.

☞ Physical activities

The community college also contributes to the health and physical well being of community members through community recreation programmes. These physical activities, which are planned and supervised by the community college, include skills classes, tournaments, track and field events, weight conditioning, clinics, special events and non-organised free-time activities.

☞ Community science services

A number of community colleges operate planetariums, observatories and science museums as part of their service to the community.

3.7.2 Developmental Education

Unlike community service, which is designed to cater for the educational needs of all sectors of the community, developmental education only targets a certain section of community college students. These are the students whose writing, reading, oral, study and computation skills are not developed sufficiently to give them access to community college academic programmes.

3.7.2.1   The Concept of Developmental Education

Developmental education may be construed as a sub-discipline of the field of education concerned with improving the performance of under-prepared students at tertiary institutions. Abraham (1986: 19) defines it as:

"Programs, courses and activities designed specifically for first time entering students who lack minimum reading, writing or oral communications, mathematical or study skills necessary to do freshman-level college work as defined by the institution."

Three terms have been associated with the educational services provided to academically ill-prepared tertiary education students, who are also referred to as "at risk students". These are: remedial education, compensatory education and developmental education. Although the three terms relate to the same

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type of services offered to students, they have different origins and connotations (Spann and McCrimon, 1994:166).

The term *remedial education is based on* the idea of deficits in students' academic backgrounds that need to be remedied. To correct the problem, skills necessary for success must be built through a course or programme at college-entry level.

The name *compensatory education* connotes the removal of environmentally induced achievement deficits and the breaking of the cycle of disadvantage and poverty. It is also seen as the response of the middle class to perceived cultural deficits in the education and social background of lower class persons. Compensatory education was meant to uplift them by providing educational, cultural and personal growth experiences not available in their home environment.

The expression *developmental education* came into being as a result of dissatisfaction with the negative and limited connotations of the other two terms. It was felt that since the goal of the services is a fully developed and fully functioning person, focusing on academic skills alone is not enough if students are to become effective and involved citizens. Thus, the term developmental education, which is used more frequently than the other two terms, is broader and focuses on the potential of the students rather than their weaknesses.

3.7.2.2   Programmes of Developmental Education

A recent nationwide study of 546 randomly selected community colleges revealed that 90% of community colleges offered developmental education in 1989. It was also found that 36% of all community college freshmen enrolled in a remedial reading, writing or Mathematics course (Spann and McCrimon, 1994:168). These figures indicate that there is a great need for developmental education in American community colleges. As Barshis and Guskey, (1983: 79) point out, the need will persist for as long as community college policies remain unchanged. They contend that:

> **"Whether community colleges are the logical place for these programmes may provoke some disagreement, but as long as an open admissions policy remains part of the community college mission, as long as the community's priorities can direct the institution's priorities, then community colleges have the responsibility to teach these students the skills required for them to succeed."**

Three assumptions underlie most community college developmental education programmes. These can be distinguished as:

- The academically ill-prepared students who come to the community college are educable. Under favourable conditions they can be prepared to learn well in college or to succeed in pursuing vocational curricula. The favourable conditions referred to by the authors include, *inter alia*, instruction that is appropriate to the needs of the students; provision of help to overcome learning difficulties; teaching and learning associated with the mastery of learning; and, alternatives to group learning such as "open-entry, open-exit" instructional sequences, contract learning, credentials for life experiences and so forth.

- The second assumption is that these favourable conditions can be provided best with the resources available at community colleges. The resources include the teaching staff, counsellors' course and programme design capability, an incentive structure for students and sufficient academic support services beyond the classroom.

- The third assumption is that the community college is the most appropriate place to provide the developmental education experience (Barshis and Guskey, 1983: 79).

In support of the last assumption, Roueche (1980: 3) states:

> **"The community college is a college of diversity, to which the poor, the disaffected, the 'hard-core losers' will turn for aid in exploring the options that will give them a better chance of survival in a hostile and complex world."**

Consequently, most developmental education curricular programmes are built around the nucleus of basic skills courses. These encapsulate various strategies such as communication (reading, writing and speaking), quantification (calculation review) and a human development course emphasising the improvement of self-confidence, study skills, test taking, personal career planning and similar aspects of developmental education.

Provision of developmental education at community colleges is therefore another attempt by community colleges to open the doors of learning to as many individuals as possible. Without it, many students would not succeed at tertiary institutions. We will now consider general education, which is a type of education which, unlike developmental education, is meant for all credit students at community colleges.

3.7.3 General Education

General education, as its name indicates, is unspecialised education. It is being offered at all community colleges and all credit students are expected to complete a certain minimum number of credit hours thereof.

Cohen and Brawer (1989: 313) define general education as:

" **A process of developing a framework on which to place knowledge stemming from various sources, of learning to think critically, develop values, understand traditions, respect diverse cultures and opinions and most important, put that knowledge to**

use. It is holistic, not specialised; interactive, not fractioned; suitable more for action than for contemplation. It thus differs from the ideal of the collegiate function: the liberal arts are education as; general education is education for."

It can be inferred from the above definition that general education is a type of education without which it would be difficult if not impossible for a person to survive in today's world. It is thus a kind of education that is needed by every student. It is for this reason that Wenrich and Wenrich (1974: 9) see it as education growing out of the students' common needs and as education seeking to meet the common needs of youth for competence as a person and as a citizen.   It is therefore understandable why general education is mandatory for all credit students.

3.7.3.1   Goals of General Education

In order to be effective, a general education programme needs to have at its base a clear set of goals. Examples of goals basic to any general education programme are provided succinctly by Case (1983: 108):

- To provide an opportunity for the learner to learn about self, society and the physical and natural world.

- To help the learner develop skills in communication and relating to others.

- To lead the learner to explore values and ethical issues confronting the individual and society.

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- To teach effective means of participating in society and promoting its welfare.

- To illustrate and explore the significance of interconnectedness of life and events on the planet.

- To direct the thinking of the learner to the future as well as the past and the present.

- To promote skills, knowledge and attitudes conducive to a lifetime of learning.

- To explore the content and modes of enquiry of humankind's important fields of study.

It is evident that an education, which meets these goals, will have as its product, an individual who is competent as both a person and a citizen. Thus, general education is an important component of the programmes of community college.

3.7.3.2   The Curriculum of General Education

In line with the goals of general education, its course content and instructional procedures are selected, organised and presented in a curriculum that invites learners to expand their capabilities, knowledge and awareness as thinking, feeling and acting members of society. The general education curriculum includes courses from various fields of education, viz., Social Sciences, Physical Sciences, Biological Sciences, Communication, Humanities and Mathematics. Each course in the general education curriculum, by its goals,

design, content and instructional procedures, should be identifiable as a general education course (Case, 1983:110).

It can be seen that the curriculum of general education cuts across a variety of fields including those that are normally regarded as specialised fields. This is in agreement with the views of Wenrich and Wenrich (1974: 10) who argue that there are no general or specialised subjects as such. It is the purpose of the teacher and the intention of the student that determine the nature of any particular course offering. A particular course may serve both general and specialised goals, but this should occur by design and not by default.

3.7.4 The Transfer Programme

In this role the community college provides the student with general education that fulfills the requirements of the first two years of college, thus, preparing them to transfer to four-year institutions or universities. The community college therefore serves as a connecting institution or a gateway to Higher Education. It also serves to protect the universities by sorting the prospective students and sending on only those who have passed the various college-level initiatory rites: the courses, tests and prescribed modes of conduct (Cohen and Brawer, 1987: 3). Students, who successfully complete the programme, are awarded associate degrees, which give them access to four-year institutions.   This section will pay attention to the components of the transfer programme and the degrees and certificates awarded at its completion.

3.7.4.1   Components of the Transfer Programme

The transfer function has two major components that could be described as admissions and articulation. *Admissions* include related services such as outreach to potential students, counselling and advising, orientation and student financial aid. The delivery of these services is to be on a continuum from high school through the community college to the tertiary institution to which the student transfers.

Articulation on the other hand refers to the alignment of courses taught and programmes offered at different levels to minimise duplication, overlap and loss of time and credit by students as they move from one education level to the other (Knoell, 1994:123). It includes attempts to coordinate and share curricula, facilities and staff members. In certain instances it may suffice for community college instructors to check with their high school counterparts before prescribing a new text book to ensure that the content and level present a natural progression for the students. In other instances it may include formal agreements between school and college districts in which programmes are linked in such a way that they enable students to take introductory courses at the high school and more advanced courses at the community college (Cohen and Brawer, 1987: 153).

In a survey of community, junior and technical college administrators conducted by the AACJC an overwhelming majority reported some type of collaborative efforts between their colleges and high schools (Parnell, 1993: 116). These fell for the most part into four categories:

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- Joint enrollment that provides a stimulating challenge for students who want more than what the standard high school can offer. It is seen as a self-serving student recruitment programme on the part of the community college.

- Sharing of faculty/resources through which high school students may take some classes at the community college facility offered by the community college faculty member. Community college faculty members may, at certain instances, offer classes at the high school.

- Advanced placement, which is a programme aimed at motivating academically gifted high school students to earn college credit while still in high school. An increasing number of community colleges are offering advanced placement credit.

- Programme coordination efforts through which high schools and community colleges develop written programme articulation agreements. These agreements are often found in vocational-technical courses and programmes.

The flow of students from community colleges to universities is variously affected by national, state and local agencies that mandate policies for admitting and transferring students, funding special projects, developing informal guidelines regarding course equivalencies and imposing conditions to link institutions. The national agencies usually fund short-term projects, to help certain curricular efforts or assist with the transfer of special groups of students. State agencies develop rules affecting the number and type of courses for which transferring students receive credit. Locally, institutions

develop guidelines for course equivalencies and various forms of administration guarantees (Cohen and Brawer, 1987: 157).

3.7.4.2   Degrees and Certificates

Under the transfer function, community colleges award two kinds of degrees and a diversity of certificates. The degrees are pre-baccalaureate degrees encompassing the Associate in Arts (AA) degree and the Associate in Science (AS) degree (Bagwandeen *et al.,* 1995: 56). The AA and the AS degrees prepare the student primarily for transfer to an upper-division baccalaureate degree programme. Programmes leading to these degrees are similar in nature. The general trend has been to offer the AS degree to students who wish to major in Engineering, Agriculture or the Sciences with heavy undergraduate requirements in Mathematics and Science. The AA degree is directed to those majoring in the Social Sciences, Humanities, Arts and similar subjects. Although the two degrees are offered in various fields, the titles Associate in Arts and Associate in Science are used without further designation. It is the transcript of the student that reveals the exact nature of the programme completed (Parnell, 1993: 103).

The AA degree programme provides a general education for students who wish to continue their studies at a four-year institution. It promotes a comprehensive view of the liberal arts, fine arts, Mathematics, Natural Sciences and Social and Behavioural Sciences. Graduates may major in a variety of fields, may choose to begin a career in business or industry or may opt for further specialised training.

Requirements for the Associate degree differ from college to college. However, completion of the following programme at most community colleges satisfies the basic requirements in general education for the Associate degree:

Course	Number of credit hours
• English	9
• Mathematics	6
• Natural Sciences	10
• Humanities/Behavioural Sciences	15

Students are required to complete certain core requirements such as a minimum of 44 credit hours of general education and a certain number of electives before the degree could be awarded (Bagwandeen *et al.,* 1995: 57).

The requirements for the AA degree at Pasco-Hernando Community College in Florida (Pasco-Hernando Community College Catalog, 2001-2002: 72), are given below as an example. The AA degree will be awarded upon completion of 60 credit hours and upon passing the state prescribed College-Level Academic Skills Test (CLAST). The 60 credit hours are to be acquired as follows:

Course	Number of Credit Hours
Communications	9
Mathematics	6
Natural Sciences	9
Social and Behavioural Sciences	6

Humanities	6
Electives	<u>24</u>
Total	60

Beyond the 36 hours of general education, the remaining 24 hours may be completed from courses at the 1 000 or 2 000 level listed in the catalogue. Students are urged to select courses relevant to their majors.   Courses from Communications, Mathematics Social and Behavioural Science and Humanities are to be completed with a grade of C or higher. Students are also required to satisfy all college preparatory requirements before completing 12 credit hours. These include passing all sections of the CLAST, or satisfying an approved CLAST alternative.

Generally, the AA degree may be awarded as a precursor for a four-year degree in, among others, the following fields: Business Management, Criminal Justice, Nursing, Teaching-Secondary, Teaching-Elementary, Teaching: English Teacher, Drama, Music, Architecture, Communication, Engineering, Humanities, Life Sciences, Mathematics and Statistics, Public Administration and Social Work (Southeastern Community College Catalog, 1998-2000: 9 ; St. Petersburg College Catalog, 2001 - 2002:87).

As mentioned earlier, the programme for the AS degree provides a concentration in Mathematics and Physical Science for university curricula requiring such a background.   While the programme emphasises critical analysis and the judgmental skills inherent in the disciplines of Science and

Mathematics, the curriculum also promotes an understanding and appreciation of the Arts and Humanities. The curriculum of the AS degree generally includes technical courses, general education courses and technical support courses. The general requirements at most community colleges are 20 credits made up as follows (Bagwandeen *et al*., 1995: 58):

Course	Number of Credit Hours
Written communications	3
Oral communications	3
Computation	3
Social / Behavioural Sciences	3
Humanities	3
Physical Education	2
Electives	3
Total	20

At Southeastern Community College in North Carolina (Southeastern Community College Catalog: 1998-2000: 85), the degree is awarded upon completion of a total of 65 credit hours compiled as follows:

Course	Number of Credit Hours
Orientation	1
English Composition	6
Humanities	12

Social / Behavioural Sciences	12
Mathematics	13
Computer Science	3
Natural Sciences	15
Physical Education	<u>3</u>
Total	65

The degree may be awarded in preparation for transfer to, among others, one of the following fields at a four-year institution: Business Administration, Computer Information Technology, Computer Programming and Analysis, Criminal Justice Technology, Dental Hygiene, Drafting and Design Technology, Engineering, Forestry, Marine Biology, Nursing, Pharmacy, Physical Therapy, Palaeontology, Pre-Medicine, Sports Medicine and Zoology (Danville Community College Catalog, 1998-2000: 49; Pasco-Hernando Community College Catalog, 2001-2002:73).

In addition to the above mentioned degrees, Associate Certificates are also awarded in career/technical fields upon satisfactory completion of the established standard number of credit hours for the AS programme as approved by the State Boards of Community Colleges where applicable. At Pasco-Hernando Community College for instance, a certificate may be awarded in some programmes after one year of prescribed work. After the awarding of the Associate Certificate, a student may continue in an AS degree. Associate Certificates may be awarded in Business Management, Computer Programming and Office Systems Specialist.

It can be noticed from the above that although the AA and the AS degrees are intended for students who wish to transfer to higher institutions, it is still possible for students to discontinue their studies after obtaining one of the degrees and be employed.   After the completion of a certificate programme, a student also has the option of further education or employment.

3.7.5 Vocational-Technical Education

In this role, the community college provides occupational education to full-time and part-time students. In most community colleges instruction takes place during the day and in the evenings. The education may be pre-employment or upgrading in nature. It may be provided on campus, at the work place or a combination of both. Programme design and implementation may be a sole responsibility of the community college, or partnerships may be formed with business and industry. Associate degrees, diplomas or certificates may be awarded after a satisfactory completion of programme requirements. Some community college practices in this regard are briefly examined in this section.

3.7.5.1   Degree Programmes

The Associate in Applied Science (AAS) degree programme is awarded under this programme. It is designed to lead directly to employment in a specific career. Unlike in the case of the AA and the AS degree titles which are without designations, the AAS degree may have additional designations to denote special fields of study such as Nursing, Computer Technology and Law Enforcement (Parnell, 1993: 105). The degree is meant for students who do

not plan to pursue a four-year degree programme, but still seek an educational experience that includes courses other than those directly related to the chosen field. Along with courses that are related to the field of study, students will take a variety of general education courses such as English, Speech, Psychology, Science, Mathematics and Physical Education. Courses other than the general education courses are not transferable to four-year institutions.

The degree is awarded in different fields at different community colleges. At Corning Community College in the State of New York, the degree, which is of two-year duration, may be awarded in the following fields:

Business Administration, Manufacturing Leadership, Office Technology, Paralegal, Travel and Tourism, Computer Repair Technology, Computer Systems Technology, Computing Graphics Technology, Network Technology, Chemical Dependency Counselling, Early Childhood Studies, Educational Interpreting, Paramedic, Human Services, Nursing, Automotive Technology, Chemical Technology, Electrical Technology - Electronics, Machine Tool Technology, Manufacturing Technology, Mechanical Technology and Opto-Electronics (Corning Community College, 2002).

3.7.5.2   Diploma and Certificate Programmes

Some community colleges, e.g., Danville Community College, offer, in addition to the AAS degree, diploma and certificate programmes. Others, such as Southeastern Community College, Baltimore City Community College in Maryland and Henderson Community College in Kentucky, award degrees and certificates. Diploma and certificate programmes differ from Associate Degrees

in several ways. They may be presented at a different educational level and in most cases are developed in response to specific local employment needs as identified by lay advisory committees and the college curriculum committees. Their specific objective is to give students a variety of hands-on training experiences to prepare them for immediate employment. They do not require the same level of general education as the Associate Degree programmes. Hence, more of the required courses are directly related to the field of study. They are usually designed to be completed in one or two years.

At Danville Community College, the diplomas are awarded in the following areas: Air Conditioning, Automotive Analysis and Repair, Drafting and Design, Electrical-Electronics (options: Analyst Electronics; General Electronics), Electrical-Electronic Equipment Servicing, Precision Machining Technology and Printing Technology (Danville Community College Catalog, 1998 -2000: 77).

Different community colleges offer a variety of certificates, which are similar and different in various ways. Certificate programmes from two community colleges, namely, Corning Community College and Henderson Community College are presented below as examples:

Henderson Community College: Business Technology, Clinical Laboratory Science Dental Hygiene, Engineering Human Services and Nursing (Henderson Community College, 2002).

Corning Community College: Automotive Mechanics, Basic Accounting, Computer Aided Drafting, Early Childhood Education, Fire Protection

Technology, Microcomputers, Numerical Control and Youth Counselling (Corning Community College, 2002).

In conclusion, the degrees, diplomas and certificates described above, are not equally popular. Some attract more students than others. According to records of the AACC (2002(d): 1) the following are the top 10 community college associate degrees (including AA, AS and AAS) and certificates for the period 1996-1997:

Table 3.1: Top 10 Community College Certificates and Associate Degrees

Certificates	# Awarded
Health Professionals and Related Sciences	56 659
Business Management and Admin. Services	24 176
Mechanics and Repairs	14 888
Protective Services	13 507
Precision Production Trades	9 486
Vocational Home Economics	7 595
Personal and Miscellaneous Services	6 744
Engineering - Related Technologies	6 203
Construction Trades	5 544

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Transportation and Material Moving Workers	4 935
Associate Degrees	
Liberal / General Studies and Humanities	167 448
Health Professionals and Related Sciences	76 848
Business Management and Admin. Services	71 766
Engineering - Related Technologies	20 208
Protective Services	17 445
Mechanics and Repairs	9 747
Education	9 687
Visual and Performing Arts	8 757
Multi / Interdisciplinary Studies	8 246
Computer and Information Sciences	7 701

Source: AACC, 2002(d): 1

3.7.5.3   Community College/Private Sector Collaborations

In addition to vocational education taking place at community college campuses under the planning and supervision of community college personnel, there is also vocational education taking place in partnerships between

community colleges and commerce and industry. These include customised job training (CJT), joint technical training, apprenticeship training and equipment sharing (Long, 1989: 163). Some of these collaborative efforts are briefly described below with examples where applicable.

Customised job training refers to training that is designed to meet the specific and unique task or skill needs of a particular firm. Students of CJT are either new employees, who require entry-level skills or specific orientation to processes or techniques of the firm; or continuing employees who need upgrading or re-training because of promotion, changes in technology, or basic changes in the operations of the company. The training may take place at the firm, at the community college, or at a combination of both. The training programme is designed, organised and administered by the personnel of the community college in collaboration with individuals from the industry. Personnel recruited, trained, employed and supervised by the community college provide instruction. The instructors may be full-time employees of the college or, more likely, are specially recruited practitioners or trainers who know the industry in question and can relate well to corporate goals and objectives. Before a community college commits itself to CJT, market research is required. If the predicted need for training is significant, then the community college makes the necessary changes in its internal operations to accommodate the training (Kopecek, 1984: 4).

Brevard Community College in Florida, serves as an example of a community college engaging in CJT. According to Tom Denison (Brevard Community

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College, 2002: 2), the director of the Business and Industry Training Centre which is responsible for CJT, the centre has a mission of providing customised training and certification to meet the needs of Brevard employers. Most deliveries of the centre are tailored to meet the specific requirements of the employer. Customised job training at Brevard Community College is almost always non-credit and is quick, aggressive and thorough. Customised job training can be whatever the employer wants it to be. The centre tailors existing curricula or designs new curricula to meet emerging requirements.

Joint Technical Training is found in several big companies such as Ford Motor Company, Nissan Company and General Motors, which have joint arrangements with community colleges for the technical training of the employees of these companies. Examples of community colleges involved in these ventures are Bessemer State Technical College (Alabama), Catonsville Community College (Maryland), Guilford Technical College (North Carolina) and Gateway Community College (Arizona).

Partnerships with labour organisations often address *apprenticeship training.* This training lasts for a certain period of time, involves on-the-job training together with classroom instruction and produces skilled graduates often with employment already waiting for them. This kind of arrangement saves the community college a lot of money on the purchase of expensive equipment and offers the industry or labour organisation in-depth academic foundation they could not provide.

Numerous successful apprenticeship partnerships exist. Examples include Alabama Technical College which offers apprentice training in cooperation with a local steel corporation; and Bainbridge Junior College (Georgia) which trains apprentices for a local electrical/mechanical maintenance company.

Equipment Sharing occurs when community colleges enter into agreements with local companies to use the companies' equipment during off-hours for training. Such a relationship exists between Bessemer State Technical College (Alabama) and Fluid Power Systems, distributor of Rexroth hydraulic equipment. Likewise, Orangeburg-Calhoun Technical College (South Carolina) provides training for Case International Harvester dealer mechanics. Students use college facilities for classroom instruction and they have access to Case tractors for hands-on experience (Long, 1989: 163 - 167).

The community college/private sector collaborations mentioned above seem to be of benefit to all involved. Students receive training of a high quality which ensures them employment because the companies were involved in planning the content of the training the students received. Employers are assured of highly qualified employees they are not capable of producing on their own. Community colleges are helped to achieve their mission of being of service to the community at large, while at the same time they save costs since some of the expenses are borne by the companies involved.

In conclusion, it is clear from the above description of the instructional programmes of community colleges that for each programme to be

implemented successfully, the community college has to commit itself in terms of resources (financial, human and time) to each programme. Otherwise, as the critics of the comprehensive mission point out, it will be impossible for any community college to achieve excellence in all the five functions described above. Should the community college succeed in all five, it will then qualify to be called the college for everyone.

As aforementioned, it is evident that the instructional programmes described above, cannot be implemented successfully without the backup of among others, strong financial resources. Consequently, the next section will take a look at the sources of finance for and general financial management in community colleges.

3.8   Finance and Funding in Community Colleges

For community colleges to operate successfully, they need to have sustainable sources of income and sound financial management. Without these, the comprehensive mission of community colleges would be a dream which would never come true. This section examines general financial management in community colleges by considering sources of income for community colleges as well as community college expenditures.

3.8.1 Community College Revenues

The major revenue sources procurable by community colleges through the years include student tuition and fees; payments from state governments; as well as local and federal government in the form of grants, cost

reimbursements, direct appropriations and local property taxes (Smith, 1994: 351). As indicated in the table below, especially from 1965, the trend has been for the state to pick up an increasingly larger share than the local districts. This trend was advanced during the late 1970s when the State of California introduced legislation referred to as Proposition 13. This legislation limited the property tax to 1% of the 1975-1976 assessed valuation with a maximum annual increase of 2%. The effect on community colleges was a considerable decrease in available funds since local taxes were their major source of income. Within two years, state appropriations increased from 42% to nearly 80%. Some other states soon passed legislation similar to California's Proposition 13 (Cohen and Brawer, 1989: 128).

Table 3.2: Percentage of Income from Various Sources

for Public Two-Year Colleges: 1918-1986.

Source	1918[a]	1930[a]	1942[a]	1950[a]	1959	1965	1975	1986
Tuition &Fees	6	14	11	9	11	13	15	16
Federal Aid	0	0	2	1	1	4	8	10
State Aid	0	0	28	26	29	34	45	47
Local Aid	94	85	57	49	44	33	24	17
Gifts& Grants	0	0	0	0	0	3	1	1
Auxiliary Services	NA	NA	NA	NA	12	6	6	6
Other	0	2	2	2	2	7	1	3

[a] Includes local junior colleges only.   Source: Cohen and Brawer, 1989: 128.

The above pattern persists in today's community college. Statistics from the National Profile of Community Colleges (AACC, 2002(b): 2), depicted in Figure 3.5 below, indicate sources of revenue for public community colleges for the year 2000:

Figure 3.5: Community College Revenue Sources: 2000
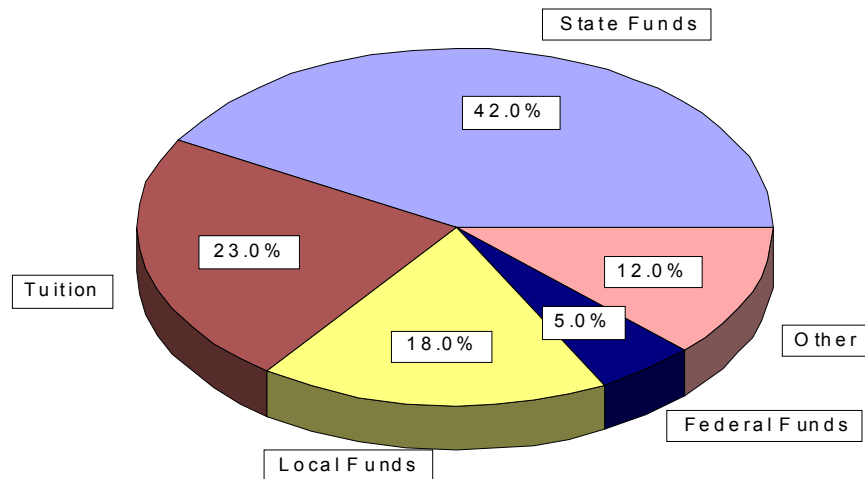
Source: AACC, 2002(b): 2

3.8.1.1   State Funding

A recent study has shown that state support for community colleges has increased despite the fact that the overall two-year rate of increase in state support of Higher Education dropped to a thirty-year low of 11,6% during the

period 1990-1991 (Smith, 1994: 352). It would be of interest to find out how state governments allocate funds to community colleges.

There are four basic approaches to state plans for financing community colleges. They are referred to as: negotiated budget, unit-rate formula, minimum foundation and cost-based programme funding (Wattenbarger, 1985: 271; see also, Cohen and Brawer, 1989: 130). These plans are detailed below:

- *Negotiated Budget*

    Community Colleges being funded in accordance with this plan, arrange funding annually with state legislature or a state board. Since this plan is customarily used in states in which all or nearly all community college funds come from the state, a high level of institutional accountability for funds expended is expected. The budget is influenced by factors such as availability of funds, changing costs and the introduction or suspension of various programmes.

- *Unit-Rate Formula*

    In this plan, the state apportions funds to the community colleges based on a formula that specifies a certain amount of money per unit of measure. The unit of measure may be a full-time student equivalent (FTSE), the number of students in certain programmes, credit hours generated or some combination of measures.

- *The Minimum Foundation*

    The minimum foundation plan is a modification of the unit-rate formula. The amount of state funds allocated to the community college, depends on the amount of funds the community college is receiving locally. The

intention with this plan is to provide more state funds to community colleges where local support is less.

- *Cost-Based Programme Funding*

    The cost-based programme funding plan provides state funds based on actual expenditures. The funds are allocated on the basis of programme functions, specially budgeted objectives and detailed instructional categories. Locally obtained funds may or may not be taken into consideration. Because community colleges differ in their offerings and costs thereof, there will be considerable variations among allocations made to different institutions.

The funding formulas are often complicated and never equally satisfy all institutions. Certain categories of institutions, programmes and students may benefit from a given plan while others are harmed by it.

3.8.1.2   Tuition

In line with the wishes of the 1947 President's Commission, many leaders of community colleges have championed the policy of no-tuition or low-tuition for their institutions. They felt that community colleges were natural extensions of high schools and accordingly, their students were eligible for free education. Unfortunately, many outside the institutions did not share their views. These included state legislators who were striving for ways of holding down appropriations. They argued that people who profited from attending college should pay. They were also of the opinion that students would take their education more seriously if they paid for it (Cohen and Brawer, 1989: 135). The

latter argument was strongly articulated by one of the speakers at the 1928 annual meeting of the AAJC:

> **"Many people including those who are careful students of education finance, share the opinion that when the student has monetary investment, he is going to attack the problem of education more seriously than... when it is handed to him for the asking."**
>
> **(Cohen and Brawer, 1989: 134).**

Consequently, the issue surrounding tuition has not been whether it should be charged, but how much to charge. Variances in tuition are wide depending on the college, the state and the classification of students. During the period 1986-1987, it roved from $100 in California to $1 785 in Vermont (Cohen and Brawer, 1989: 136). Colleges that draw much of their support locally are customarily authorised to establish their own tuition within certain limits. In such cases out-of-state students, foreign students, certain categories of part-time students, adult students and evening session students usually pay at a higher rate.

Reluctance in increasing tuition normally emanated from a fear of a resultant drop in enrollment and the consequent closure of the "open-door". However, a recent study of community college finances, observed that for the period 1988 to 1990, an increase in community college tuition has not affected enrollment. It is presumable that there is a level to which tuition may rise with no effect on

enrollment, but past that, enrollment will begin to slide (Wattenbarger, 1994: 337). During the 2000 academic year, the average annual community college tuition and fees was $1 518 (AACC, 2002(b): 1).

3.8.1.3 Student Financial Aid

Financial aid to students was initiated by the USA Congress after World War II with the GI Bill which made provision for the returning veterans to pursue college education (Gilley, 1983: 210). It has since developed to become a foundation stone for college funding. It is estimated that during the mid-eighties, around $18 billion was being advanced to Higher Education in this form. Approximately 18% of this amount went to public community colleges (Cohen and Brawer, 1989: 136).

The aid is made available to students in different types. These include:

• Federal grants such as The Federal Pell Grant, which is a federal programme of gift assistance based upon financial need.

• State grants awarded by state departments of education.

• Federal loans such as the Federal Stafford Loan and the Federal Plus Loan.

• Short-term loans obtainable from colleges.

• Employment: Including Federal Work-study programme, which is a federal need based programme designed to provide part-time employment for students. Students may be employed at colleges for a given number of hours per week.

- Awards and scholarships of different sorts made available to students to meet their educational needs (St. Petersburg College Catalogue: 2001-2002: 58).

A considerable number of students benefit from these financial aid programmes. According to the National Profile of Community Colleges (AACC, 2002(b): 1), in the academic year 2000, students received financial aid nationally as follows: Any aid: 32,8%; Pell Grants: 14,9%; State aid: 6,1%; Federal loans: 6,0%.

It is evident that financial aid is playing a major role in assisting community colleges to accomplish their mission of broadening opportunity. Without it, most students would not be able to obtain tertiary education.

### 3.8.1.4	Fund-Raising

The diminishing availability of external grants is compelling community colleges to look to other sources of funding beyond government revenues, local taxation student fees and tuition. They now realise that fund-raising will be a pre-requisite for their success.

The major mode for community college fund-raising comes through non-profit foundations that obtain and distribute cash and other donations. Funds are customarily raised for student scholarships, staff development, capital construction, equipment and for unrestricted operation use (Miller, 1994: 360).

Community colleges, being relatively newcomers in the field of fund-raising, often have to compete with the more experienced four-year colleges for donations. A comparison of community college foundations with the efforts of four-year institutions revealed that for the year 1989, the combined total of reported donations to the top ten community colleges was approximately $16,8 million whereas the tenth ranked four-year college, the University of Minnesota, received about $100 million during the same period (Miller, 1994: 361).

Five reasons have been advanced for the failure of community colleges to succeed in their fund-raising efforts (Miller 1994: 364). These are:

- A fear by community college leaders and their trustees, of the rejection of their fund-raising efforts.

- A tendency by community colleges to be dampened by the comparative success of four-year institutions.

- Reluctance by many chief executive officers (CEOs) to devote the necessary time to fund-raising.

- Community colleges often being guilty of beginning fund-raising without an appropriate commitment of resources.

- The fear of conflict between trustees and foundation board members over college fund-raising priorities.

In a national investigation of development in community colleges in the USA, it was found that over 80% of the institutional fund-raisers pinpointed specific variables associated with successful fund-raising (Miller, 1994: 366). They include:

- Strong involvement on the part of the college CEO. Personal activism was seen to be absolutely essential, including communicating the mission of the college to potential donors, planning for goals that are within the mission and can be achieved through alternative funding as well as literally receiving donor contributions.

- The reputation of the institution. This touches on the distinction between a charitable donation that is motivated by and a desire to help a needy

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cause; and, philanthropy which is motivated by a wish to make a positive difference to a worthy cause. Miller (1994: 367) states appropriately:

"Donors want to give to a successful organization that makes good use of their money, not to a needy, desperate one."

- A professional foundation staff capable of generating sustained, effective giving by using a variety of tools such as marketing and data base administration.
- A board of directors with a composition that fits the donor community. The board must be composed of people who are willing to give and to persuade others of the value of contributing to the community college.
- A clear connection must exist between the foundation and key organisational elements of the college such as marketing, institutional research, planning, public relations, alumni affairs, governmental relations, economic development and grants administration.

In addition to the above factors, Miller (1994: 368) also identifies understanding of the donor as critical to successful fund-raising. His survey of research findings in this field, reveals interesting elements which motivate donors to contribute. These include guilt; ego and the need to affiliate; self-preservation; belief in the cause; reaction to pressure; institutional prestige; and, donor perceptions of three factors, namely, management of the institution, the services supported and the fund-raising activities.

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In order to survive in these difficult economic times, community colleges will have to improve their fund-raising skills. Taking cognisance of the above fund-raising success factors, as well as following examples of four-year colleges will make their task easier.

3.8.2 Community College Expenditures

A distinction is made between two categories of expenditures. These are referred to as the academic and administrative expenditures respectively. Academic expenditures relate to issues such as instruction, research, public service and academic support including libraries. Administrative expenditures are those concerned with student services, institutional support and plant operation and maintenance (Smith, 1994: 350).

During the 1986 academic year, the average academic expenditure per credit for a full-time equivalent (FTE) student was $2 589. By 1990, the figure had risen to $3 080, an increase of 18,96%. Similarly, the per credit administrative expenditure increased by 18,93% from $1 548 to $1 841 during the same period. Several factors are attributed to this cost increase. These include legacies from the period of growth, inflation and costs associated with government-mandated social programmes and government regulation. Other factors relate to moderated enrollment growth, institutional location and mission and salaries necessary to attract and retain qualified academic staff (Smith, 1994: 351).

Several measures are being taken by community colleges to curb the escalating running costs. Selective cuts have been made in personnel, equipment, courses, activities and services. Some colleges have also tried to foster managerial efficiency by employing efficiency experts and training staff members in budget management. More use of facilities has been made, including year-round use of buildings and scheduling patterns that distribute class offerings over more of the day, as well as use of rented space (Cohen and Brawer, 1989: 141). The employment of part-time academic staff members has also been used as a means of saving money. Adjunct academic staff members have been found to be less costly than full-time staff in both salaries and benefits. They are paid one third of the salary of full-time staff, have limited rights to raises and are scarcely ever promoted to higher paying and more prestigious positions (Banachowski, 1997: 1).

The literature on the finances and funding for community colleges shows that a considerably high amount of money is required to keep American community colleges running and that the federal government, state governments, local government, the private sector and students are each playing a significant role in keeping the community colleges operating and sustaining themselves.

Student services are one of the areas, which account for community college expenditures. Since students are among the major stakeholders in community colleges, we now need to examine the nature of the services provided for them.

3.9   Student Services in Community Colleges

Since its initiation, the American community college has provided essential services to its students in addition to classroom instruction. Because of the unique nature of its population, the community college has provided student services beyond what is regarded as essential by other tertiary institutions. These services have always been considered an integral and highly significant component of the community college (Matson, 1994: 485).

3.9.1   Definition of Student Services

The exact definition of activities which constitute student services differs from college to college depending on the differences in student population and internal organisation of the community college. However, an analysis of practices of various community colleges reveals that the concept of student services includes certain essential functions all of which are aimed at addressing student needs and thus foster institutional development. The National Committee for Appraisal and Development of Junior College Student Personnel Programs, after surveying the programmes of 123 community colleges during the mid-1960s, identified twenty-one such functions and grouped them into seven categories. These categories are:

- *Orientation:* encompassing pre-college information, student induction, group orientation and career information.

- *Appraisal:* including personnel records, educational testing, applicant appraisal and health appraisal.

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- *Consultation:* involving student counselling, student advisement and applicant counseling.

- *Participation:* embracing co-curricular activities and student self-government.

- *Regulation:* comprising student registration, academic regulation and social regulation.

- *Service:* consisting of financial aid and placement.

- *Organisational:* subsuming programme articulation, in-service education and programme evaluation.

 (Cohen and Brawer 1989: 178; see also, Matson 1994: 487).

Consequently, the committee defined student services as:

"A series of related functions designed to support the instructional program, respond to student needs and foster institutional development."

 (Matson, 1994: 487)

A further study by Matson (1994: 485) of the definitions of the concept student *services* in several community colleges revealed that commonly included in these definitions are the following functions: admission, records, orientation, counselling, assessment, financial aid, placement, student government and student activities.

Since as already mentioned and evident from the above descriptions, a variety of activities constitute student services, community colleges will accordingly, differ in the way they implement these services. The concept will be better clarified by an examination of how the services are being offered at a few community colleges that are chosen as examples.

3.9.2 Examples of Student Services

Student services as they apply to two selected community colleges are briefly described below. The community colleges are Corning Community College in New York and Danville Community College in Virginia.

Corning Community College

Student services at Corning Community College (2002) encompass the functions listed below:

- *Counselling:* With counsellors providing individual, confidential counselling on a short-term basis to help students with personal and emotional issues, academic difficulties, educational choices, interpersonal relationships and family and social problems.

- *Student Success Centre:* This centre helps new and old students to achieve their academic goals by offering mentoring on a one-to-one basis, advising and counselling. The office also assists students by making them aware of the existence and availability of various resources at the college.

- *Student Disability Services*

  In accordance with this function, confidential documentation of disabilities is reviewed and stored. Students requesting reasonable academic accommodation are assisted and information regarding disabilities in academic settings is made available to both students and staff.

- *Academic Coordination Team (A.C.T.)*: The purpose of this office is to enhance the academic success, retention, transfer and graduation of 205 eligible Corning Community College students. The students are assisted by counsellors and professional tutors who provide realistic educational planning, vocational advisement and counselling.

- *Office of Multicultural Affairs:* This office serves to give representation to those groups who are traditionally under-represented on campus. The office provides a variety of services such as counselling, advocacy, support and diversity awareness.

- *Health Office:* This office is nurse-directed. It includes services such as emergency treatment, first aid for illness and injury health screening, health counselling and referral to the community medical care system.

- *Learn to Earn:* This programme offers employment-training skills to individuals receiving public assistance. Its emphasis is two-fold: firstly, to help participants in the development and completion of an individualised employment plan and secondly, to secure employment that leads to independence from public assistance.

- *Bookstore:* The bookstore serves as a resource for students in need of textbooks, software, etc. Students are able to order their textbooks online.

Danville Community College

Included under student services at Danville Community College, are the following programmes (Danville Community College Catalog, 1998-2000: 31):

- *Counselling:* A staff of professional counsellors and faculty advisors are committed to helping current and prospective students with their academic, personal, career and vocational plans. As a part of this assistance, students are provided appropriate tests, inventories and occupational/educational information regarding financial assistance or employment.

- *Testing:* The student Development Staff coordinates a well-planned testing programme. An appropriate placement test is required for all new students intending to enroll for one of the Associate Degrees, diploma or certificate programmes. This test is administered at the college prior to registration.

- *Consumer Information*: This service avails literature to students on a variety of issues. These include post-graduate employment and college transfer success; curriculum retention and completion; related educational expenses; financial aid policies, procedures and the award process; students rights and responsibilities and affirmative action/equal opportunity policies.

- *Financial Aid:* This service avails financial aid to deserving students. To be considered for financial aid, students must apply by completing the

Free Application for Federal Student Aid and have the results submitted to the Financial Aid Office. Financial aid is available to both full-time and part-time students. A variety of local, state and federal grants loans and scholarships are administered through this office.

- *Placement Service:* The college maintains a placement service in the counselling office for students who wish to secure part-time or full-time employment while attending college during vacation or after graduation. Occupational information on job requirements and opportunities is provided in the Counselling Office.

- *Student Activities:* Included in this service are a variety of meaningful educational, cultural and social experiences. Programmes may encompass: student government, publications, intramural and extramural athletics for men and women, dramatic activities, departmental clubs and special interest groups as approved by the college. All the activities have a staff advisor or a sponsor.

- *Student Handbook:* A student handbook is available to provide additional information to students. It describes student activities and organisations and also lists college rules and regulations.

- *Senior Citizens Tuition and Fees Waiver:* Through this service, fee waiver provision is made for Virginia students who are sixty years and older. To qualify for this service, a student must be sixty years or older, be a legal resident of Virginia, have a taxable income not exceeding an amount of $10 000 and be admitted to the college as a student.

- *Bookstore:* The bookstore offers a variety of products including books, supplies, discounted computer items such as software, hardware and

other peripherals. The bookstore also sponsors a monthly Student Spotlight and an Excellence in Academics Scholarship.

Comparison of Student Services at these two community colleges confirms the point made earlier that the exact definition of activities which constitute student activities differ from college to college depending, amongst others, on the internal organisation of the college. It can also be seen from the student services of these two community colleges that most of the functions identified by The National Committee for Appraisal and Development of Junior College Student Personnel Programs during the 1960s as components of student services, still hold in today's community college.

The following section will now focus on the people who are in the forefront in the performance of the functions described in the above two sections, i.e., instructional programmes and student services. These are the community college faculty and administrators.

3.10   Human Resources and Personnel Development

The previous four sections of this chapter, namely, student services, finance and funding, instructional programmes and administration in community colleges, have described briefly vital services which have to be performed to keep community colleges operating. Little has been said about the people who perform those services. We now need to focus on the teaching personnel behind community colleges, how they are recruited; their employment status; qualifications; workload; salaries; how they are developed, appraised and remunerated for the services they perform.

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3.10.1 Recruitment and Selection of Academics

Recruitment involves the policies and procedures of community colleges to attract and select the most qualified instructional staff. Although formal recruitment plans are not commonly used in community colleges, some do have elaborate and well-defined programmes (Hawthorne, 1994: 405). Recruitment and selection procedures in community colleges visited by Bagwandeen *et al.* (1995: 35) include advertisement of the vacant post, compilation of applications, conduction of interviews, selection and hiring of a suitable candidate. The selection committees include various stakeholders such as faculty, students, management and affirmative action officers.

3.10.2 Employment Status of Academics

The teaching personnel at community colleges is composed of full-time and part-time employees with the majority being employed on a part-time basis. The number of part-timers has grown steadily since the early 1960s. According to Banachowski (1997: 1), part-timers constituted 38,5% of community college academics in 698 junior colleges in 1962. This number increased to 40% in 1971, grew nearly to 50% in 1974. By 1980 nearly 60% of academics in two-year colleges were employed on a part-time basis. Foote (1997: 1) contends that part-time instructors reached the 69% mark in 1995.

Several advantages and disadvantages have been advanced for employing part-time academics (Banachowski, 1997: 1). Firstly, part-time employees save an institution money. Adjunct employees are less costly than full-time ones in both

salaries and benefits. Secondly, the employment of adjunct instructors increases institutional flexibility in matching the demands of varying enrollments. Part-time instructors are hired on contract at the beginning of each term and their contracts may not be renewed when enrollments drop in subsequent terms. Thirdly, adjunct instructors are advantageous because they bring real world vocational experience into the classroom. In this way they enrich academic preparation for the professions. Lastly, part-time instructors themselves benefit from teaching in community colleges. They are usually grateful for the opportunity of teaching part-time because of the prestige bestowed on them and the fulfillment added to their work lives. They also see part-time teaching as increasing their chances of securing full-time employment.

One of the first criticisms levelled against the employment of adjunct instructors, has to do with the competition for jobs between part-time and full-time instructors. Critics are of the opinion that this practice harms full-time employees by taking away full-time positions and the extra pay usually accompanying overload. The second criticism centres around the heavy burden often placed on part-time instructors. Critics argue that adjunct employees are overused for the delivery of instruction and that there is always a lot of ambiguity surrounding their roles. It is maintained that part-time roles are unclear because more often than not, community colleges fail to integrate part-time faculty into their institutions. As a result of this role ambiguity, part-time instructors are often exploited. Their employment from term to term is not guaranteed, they have no health insurance, or other benefits, have few pay raises, few opportunities for promotion and no voice in the decisions affecting them. A third disadvantage of

employing many part-time instructors, is that the integrity of the community college teaching profession is undermined. There is however no consensus on how it is undermined. One of the reasons for this contention is that part-time instructors rely on traditional pedagogy and often fail to incorporate new methods of teaching (Banachowski, 1997: 2). Finally, some research findings appear to contradict themselves on the question of the effectiveness of teaching by part-time instructors compared to their full-time counterparts. Some conclude that part-timers are less effective than full-timers while others are of the opinion that there are no significant differences insofar   as teaching effectiveness is concerned.

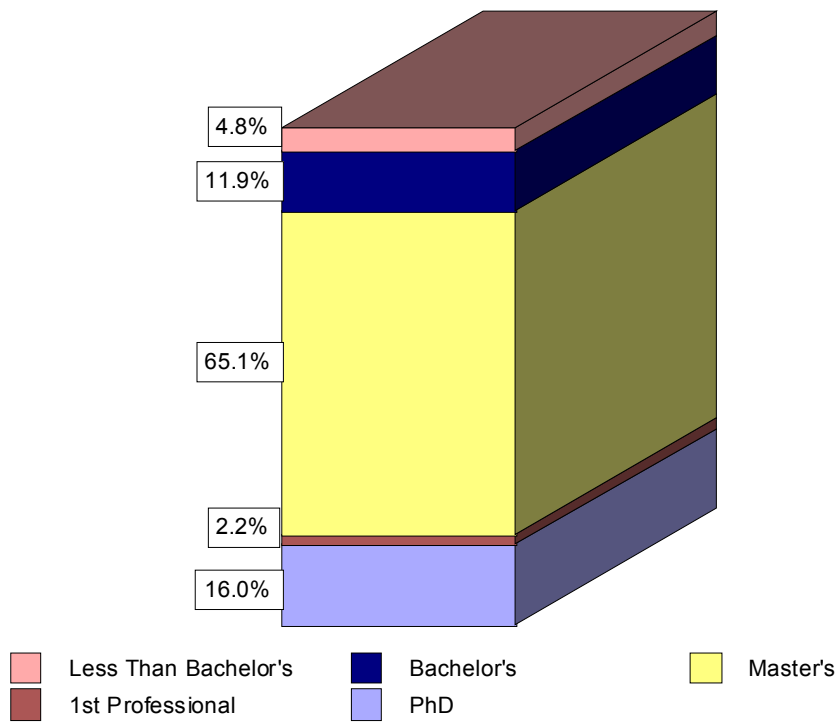### 3.10.3   Qualifications and Ranks of Academics

Figures 3.5 to 3.8 below represent the qualifications and ranks of academics in community colleges during the 1993 academic year (National Center for Education Statistics, 1999: 5):

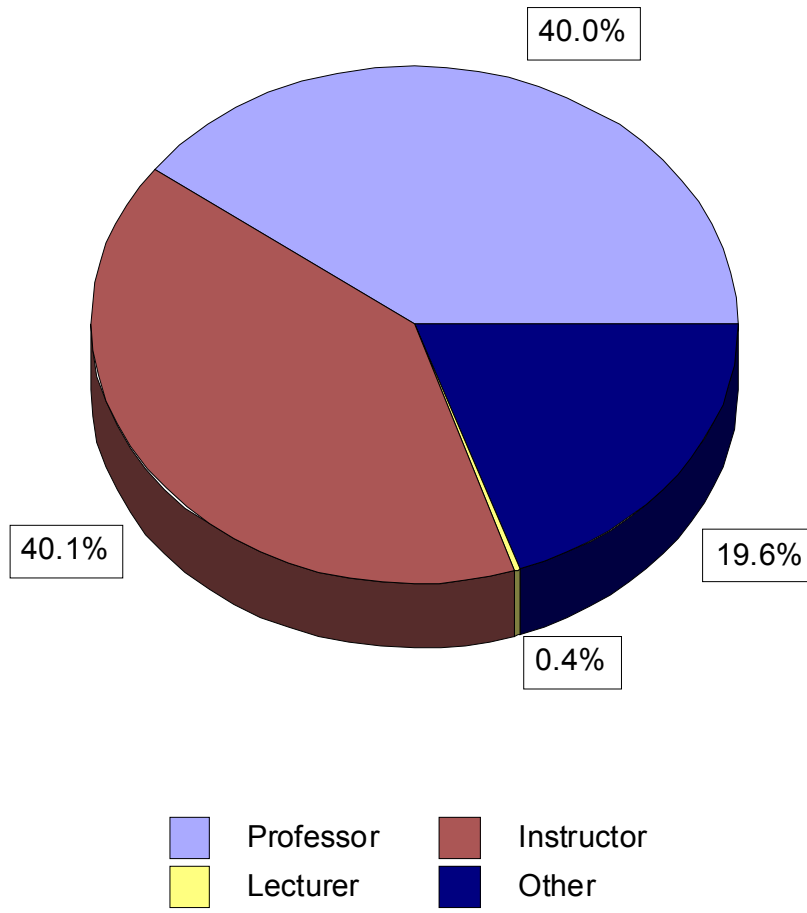**Figure 3.6: Qualifications of Community College Part-Time Academics**
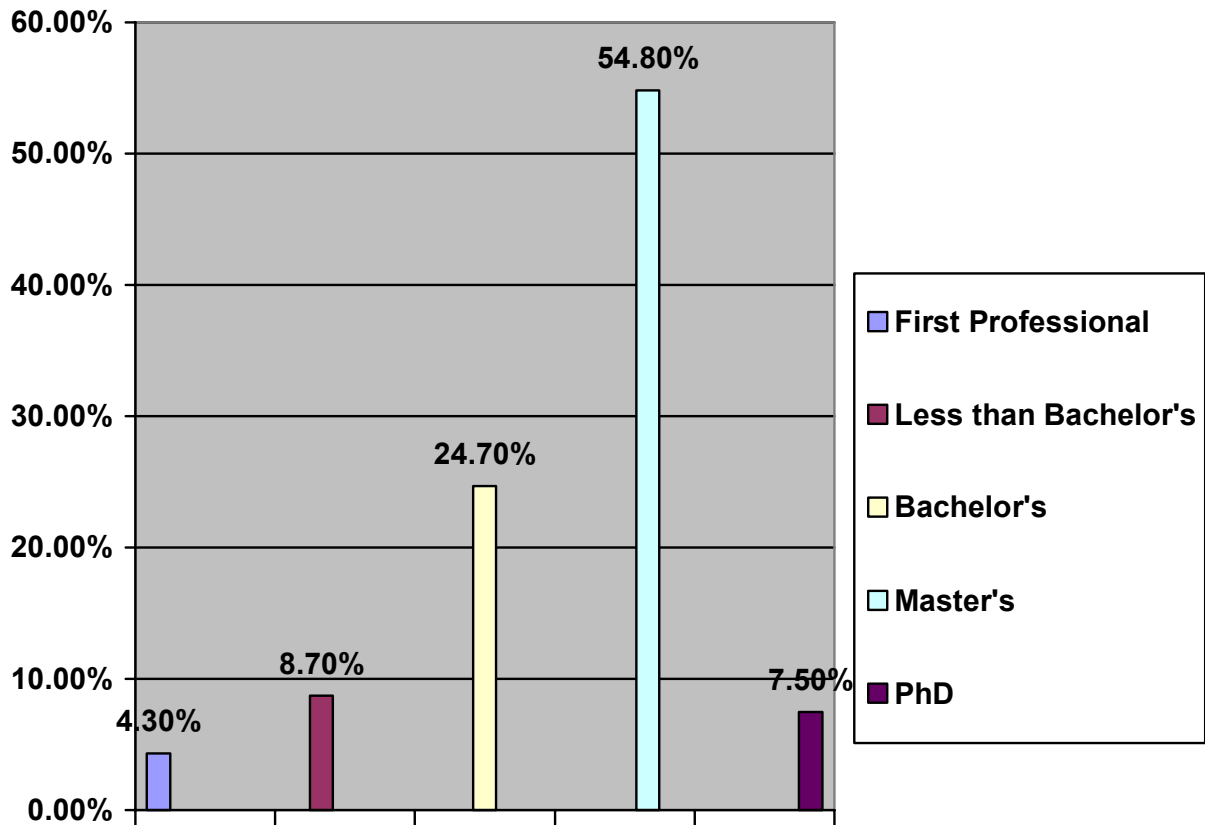
Source: National Center For Education Statistics: 1999

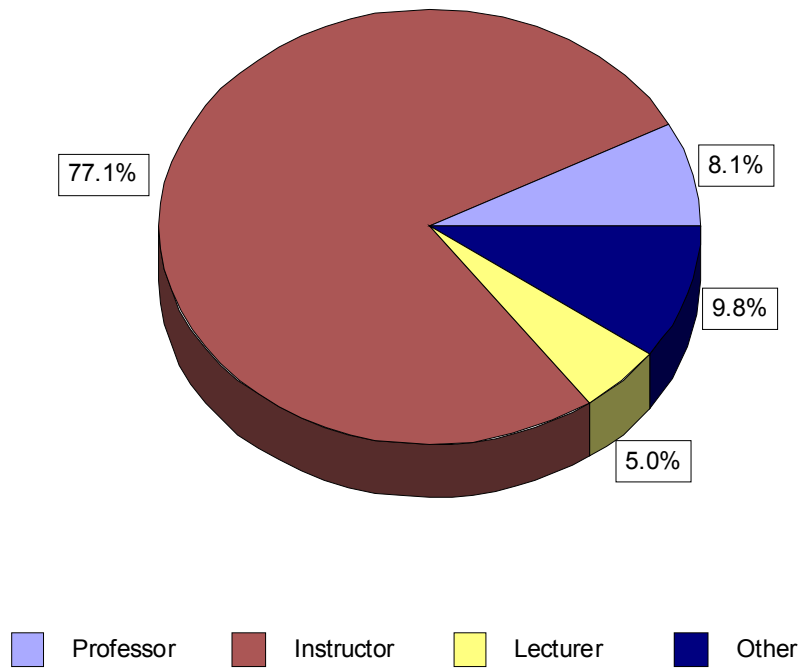**Figure 3.7: Qualifications of Community College Full-Time Academics**

Legend:
- Less Than Bachelor's
- Bachelor's
- Master's
- 1st Professional
- PhD

Data labels: 4.8%, 11.9%, 65.1%, 2.2%, 16.0%

Source: National Center For Education Statistics: 1999

Figure 3.8: Rank: Community College Full-time Academics

40.0%

40.1%

19.6%

0.4%

Professor Instructor
Lecturer Other

Source: National Center For Education Statistics: 1999

Figure 3.9: Rank: Community College Part-Time Academics

Source: National Center for Education Statistics, 1999.

The statistics presented in the above charts indicate that the master's degree is a typical qualification at community colleges and that the PhD is not the most desirable qualification. According to Cohen and Brawer (1989: 70), this has been the mode since the 1930s when only 9% of the instructors had a PhD qualification and 54% had a master's degree, through to 1984 when the percentages for the master's and PhD qualifications were 22% and 63% respectively. The increase in the number of instructors with PhDs was due to the tendency by the already employed instructors to improve their qualifications so that they would move higher on the salary schedule (Cohen and Brawer, 1989: 70). It can also be noted from the charts that the number of instructors with bachelor's degrees and less is higher among the part-time instructors. This is probably because most part-time instructors are employed more because of their work place experience than their academic achievements.

The statistics also confirm the point that has been raised earlier, namely, that part-time academics are rarely promoted to higher positions. It is notable that only 8,1% of the part-timers are at the rank of professor compared to 40 % of the full-time professors and that 77,1% of part-timers are at the rank of instructor compared to 40% of the full-time academics.

3.10.4   Salaries of Academics

Table 3.3 below portrays the average salaries in American dollars of full-time academics at public two-year and four-year colleges by academic rank during the 1997-1998 academic year. Comparison of the salaries of academics at these two types of institutions, reveal that the average salary of academics (all ranks) at

four-year colleges is approximately 15% higher than that of academics at two-year colleges. It can also be noticed that at lower ranks, i.e., from instructor to no rank, the salaries at two-year colleges are higher than those at four-year institutions.

Table 3.3: Average Salaries of Community College Full-time Academics

Rank	All ranks	Professor	Associate professor	Assistant Professor	Instructor	Lecturer	No rank
2 – yr	45 919	54 488	46 078	39 623	34 713	36 199	45 993
4- yr	54 114	69 195	51 732	42 147	31 519	34 516	38 614

Source: US National Center for Educational Statistics: 1997-1998.

Technological developments present a challenge for academics and colleges in determining equitable salaries for academics. These salaries are often based on the amount of time instructors spend face-to-face with students. Since more instruction now occurs in computer laboratories and the internet some modification of the above salary structure is bound to occur. Issues such as ownership of and compensation for the programmes developed for the internet by academics, will have to be given serious consideration.

The next section will focus on the time allocation and workload of academics at public community colleges. This information will hopefully shed some light on the rationale for the above salary structure.

67.8%

2.4%

4.7%

6.0%

6.4%

12.7%

Teaching

Administration

Service

Professional Dev.

Research
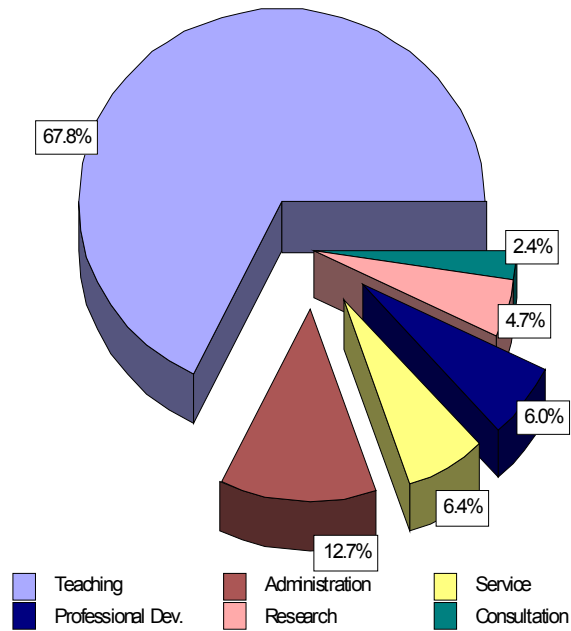
Consultation

3.10.5 Time Allocation and Workload

Apart from teaching, academics at community colleges engage in other work-related activities. These are administration, service activities, professional development, research and consultations by students. Their time allocation is therefore such that each of these activities is catered for. Figure 3.10 below illustrates the average time allocation for academics at public community colleges for the year 1993:

Figure 3.10: Average Time Allocation for Community College Academics

Source: National Center for Education Statistics: 1999

It is evident from Figure 3.10 that academics at community colleges spend most of their time on teaching and administration. Research and consultations are the areas that consume the least of the academics' time. Their teaching load will therefore be a major factor in determining their salaries.

Figures from The National Center for Education Statistics (1999) show that the workload for part-time and full-time academics for the 1993 academic year is as indicated in Table 3.4 below:

Table 3.4: Workload for Community College Full-Time and Part-Time Academics

Workload	Part-time	Full-time
Hours worked per week	30,4	46,4
Regular scheduled office hours	3,0	9,2
Informal contact hours	1,9	4,8
Total number of classes taught	2,0	3,9
Number of students taught per term	41	96

Source: National Center for Education Statistics, 1999.

As expected, the workload for full-time academics is higher than that of part-time academics. The number of students allocated to part-time academics is also lower than that allocated to full-time academics.

3.10.6   The Training of Academics

Several well-integrated graduate programmes for the pre-service training of community college instructors have been established. The programmes usually include a base subject matter, preparation in an academic department, some pedagogical preparation and a period of practice teaching or internship. These programmes are usually offered at universities (Cohen and Brawer, 1989: 71).

Numerous types of in-service preparation programmes have also been established. They include discipline-based institutes, release time, sabbatical leave, tuition reimbursement for instructors to spend time in a university-based programme, as well as courses and workshops on pedagogy sponsored by single institutions or by institutional consortia (Cohen and Brawer, 1989: 72).

 In addition to these in-service training programmes, several other organisations contribute to staff development through publications and conferences. These include The National Institute for Staff and Organisational Development, The Community College Consortium, University of Michigan, University of Toledo and the National Center for Research to Improve Post-secondary Teaching and Learning (Burnstad, 1994: 386).

Recent trends suggest that more emphasis on human resource development is needed. For example, Building Communities, a body sponsored by the AACJC to look at the future of community colleges stated:

"Every community college should have a Faculty Renewal Plan, one developed in consultation with the faculty. Such a plan should include faculty workshops, faculty-led seminars, departmental and campus-wide retreats, participation in national conferences, short-term leaves, intercollegiate faculty exchanges and sabbaticals."

(Burnstad, 1994: 387).

3.10.7   Performance Appraisal

Performance appraisal in community colleges serves numerous purposes. It provides feedback to instructors on their performance; serves as a basis for improving performance; provides data for making decisions on pay, tenure, transfer, promotions, or discipline; and, force supervisors to relate instructors' behaviour to actual results. Performance appraisal is usually performed by supervisors such as departmental heads and Deans. In certain instances instructors are given an opportunity to rate themselves or to perform peer ratings. Students and staff associations are also often given an opportunity to evaluate instructors (Cohen and Brawer, 1989: 79; see also, Smith and Barber, 1994: 382).

According to Cohen and Brawer (1989: 80) nearly all institutions engage in performance evaluation. The involvement of staff associations in the process was intended to enhance professionalisation since a profession should police its own ranks, set standards of conduct and exercise sanctions. However, this involvement marred the process when staff bargaining units leaned more in the

direction of protecting their members from judgments made by administrators than towards enhancing professional performance.

The above survey of human resource issues in community colleges has focused on the teaching personnel in community colleges as these are considered to be the major role-players in the implementation of the instructional programmes in these institutions. The survey has shed some light concerning the recruitment and selection of the teaching personnel, their characteristics as well as their training and appraisal.

The preceding sections of this chapter pertaining to the American community colleges have shown that keeping American community colleges running is no easy task. It requires among others, thorough planning; human, physical and financial resources; collaboration among different role-players and a nation willing to take advantage of the opportunities being so generously offered. An important question to consider at this stage is whether the community college is really making a difference in the lives of Americans, i.e., what impact does it have on the individuals and organisations it is intended to serve? Is it worth all this effort and expenditure?

3.11   The Impact of the American Community College

This section will examine the impact of the community college on those it is supposed to serve, namely, students, business and industry, universities and society in general. The question to be considered is whether the community college benefits all four as its defenders claim, or only universities and business

and industry at the expense of students and taxpayers, as its critics claim (Dougherty, 1994: 7).

3.11.1 Impact on Business and Industry

The relationship between community colleges and business and industry, lies in the role the former plays in employee training for the latter. Impact as related to this connection, can be defined in terms of a relationship between three factors: business and industrial needs for labour force development and training programmes; outcomes generated by institutional programmes in response to identified needs; and, the costs of training offered by community colleges. Programmes that meet expressed needs of business and industry and operate at moderate or low-costs and generate long-term benefits to community colleges through additional revenue, equipment, staff and surplus enrollment can be said to be impacting positively on business and industry (Fidler, 1982: 27).

Evaluation of the research conducted by Dougherty (1994: 67) in the area of the relations between community colleges and business and industry, indicates that the community college is the major supplier of trained workers across a vast variation of middle-level occupations such as computer operators, nurses, technicians, etc. The community college also offers upgrading and re-training programmes for business and industry employees. These programmes which cost less when conducted at community colleges, result in improved employee job and managerial skills and, hence, in improved production (Fidler, 1982: 28).

Other areas in which community colleges are of benefit to business and industry include services in which the community colleges lead the way. These are small business development, customised assessment, customised training, employee retention training and workplace literacy training (Zeiss, 1994: 512).

The positive impact the community college has on business and industry is manifested in the reaction of those in the private sector who use community colleges in the training of their employees. It has been found that 98% of businesses and organisations that use them, recommend community college workforce education and training programmes (AACC, 2002(b): 3).

3.11.2   Impact on Universities

Available evidence seems to indicate that community colleges reduce admission pressure on state universities and allow them to maintain admissions selectivity. Various university officials and the actions of college students support this notion.

Robert Sproul for example, who was the President of the University of California from 1930 to 1958, stated:

> **"The University of California... without the excellent junior colleges that have been developed would hardly have been able to establish and maintain its present high standards of admission and graduation.... Certainly class size could not have been held to a reasonable level, nor could the need for land and buildings have been kept within bounds."**

(Dougherty, 1994: 47).

Sprouls' observation suggests that community colleges are able to control the number of students universities admit. Moreover, such community colleges are able to maintain the high standards befitting a university because of the role community colleges play as complementary institutions of higher learning.

Studies conducted independently by Orfield and Paul in1992 and Grubb in 1989, as referred to by Dougherty (1994: 47), show that American states with large community college systems have lower rates of transfer to state universities than states with smaller community college systems. This finding suggests that if given a choice, the majority of students would prefer a community college to a state university. One of the reasons why community colleges are able to pull students away from state universities is the lower tuition fees charged at community colleges. According to the US National Center for Education Statistics, during the 1991-1992 period, the average annual tuition and fees for community colleges and public universities was $962 and $2 134 respectively. Eight years later, the annual average tuition and fees for community colleges, at $1 518 had not surpassed the 1992 figure (AACC, 2002(b): 2).

Another study showed that community colleges' average tuition and fees had a strong and statistically significant negative effect on their enrollments. It was found that a 1% decrease in community college tuition and fees led to

approximately 0,5% increase in community college enrollments (Dougherty, 1994: 48).

3.11.3   Impact on Students

Issues surrounding access to Higher Education, educational attainment and economic advancement of students relevant to community colleges are also of critical concern. Their impact in this regard is pertinently summarised by Dougherty (1994: 44) as follows:

"The community college opens the door to opportunity for many, but also closes it for others."

Insofar as access to Higher Education is concerned, the question at issue is the extent to which the community college widens access to Higher Education in comparison to other post-secondary educational institutions, especially the universities. Available evidence seems to suggest that community colleges provide greater access to Higher Education than do universities. Three principal reasons for such a situation revolve around: *physical distance,* where the location of community colleges is closer in comparison to universities which are often located in distant rural areas; *economic considerations* where community colleges are deemed to be cheaper to attend; and, *admission requirements* where community colleges, because of their open-door admission policies, are more willing than universities to admit non-traditional students such as high school dropouts, the academically deficient, vocational aspirants and adults interested in leisure learning (Dougherty, 1994: 51).

With regard to educational attainment, the point at issue is the expanse to which the college promotes its students' attainment that may be measured in terms of baccalaureate qualifications and years of education. Research findings reviewed by Dougherty (1994:52-55) suggest that the community college closes the door for community college students aspiring for baccalaureate qualifications while it opens it for sub-baccalaureate aspirants.

Community college students who aspire for baccalaureate degrees are hindered upon entering community colleges. This conclusion follows from the finding that these students secure fewer baccalaureate degrees than similar students who go to universities and that they also attain fewer years of education. Dougherty (1994: 84) advanced three reasons for the attainment of fewer baccalaureate degrees. Firstly, the dropout rate among first and second-year community college students is higher than among comparable first and second-year university students. Secondly, failure among many community college students to transfer to universities seems to be predominant. These students are less likely to transfer to universities or if they do make the effort, they are often turned away by universities or fail to secure financial aid. Lastly, failure to survive after transferring to universities also contributes to this *status quo*. After successfully transferring to universities, the dropout rate among community college students has been found to be higher than among comparable native university students. Major reasons for the high dropout rate include difficulty by such students in becoming integrated academically and socially into universities, poor preparation

by community colleges for upper division work, difficulty in obtaining financial aid and poor efforts by universities to integrate them socially.

Community college students with sub-baccalaureate aspirations on the other hand, have been found to benefit more than other post-secondary education students from attending a community college. They get more years of Higher Education than do students who enter universities or post-secondary vocational schools.

Another issue concerning the impact of the community college on students has to do with principles of economic advancement and how the community college promotes the economic prospects of its students. Once again, the research findings of Dougherty (1994: 59) indicate that the community college students who aspire for baccalaureate degrees do not fare as well economically if they enter a community college than if they study at a university. Further, the community college students fare better economically than students who enter public and private post-secondary vocational schools. Furthermore, community college students fare slightly better economically than students who terminate their education with a high school diploma.

Lastly, the AACC (2002(d): 2) often conducts surveys on students who complete Associate Degrees and certificates in community colleges. These students were found to be more likely to move into higher status management and professional positions with higher earnings. They were also found to average lifetime earnings of $250 000 more than people without degrees.

3.11.4   Impact on Society

The issue of what society gains from supporting community college education has always fuelled many legislative budget debates. Ukpolo and Dernburg, working for the Tennessee Board of Regents, tackled this question and came to the conclusion that Higher Education yields significant results to the state and to society at large. Their investigations, based on 1993 as a base year, revealed that for every dollar Tennessee invests on an associate degree, society can expect an average real return of $10,52. This happens since as more highly educated people earn more, they increase their spending, which in turn yields more in sales taxes (AACC, 2002(d): 2).

The literature relating to the impact of the community college on business and industry, universities students and society; indicates that the community college impacts positively on business and industry, universities and society. On the part of students, the impact depends on the intentions of the students. Those who aspire for baccalaureate degrees are affected negatively while the effect is positive on those who have sub-baccalaureate aspirations.

It is, however, evident from the foregoing discussion that the community college is impacting positively on the majority of those it is serving. It is probably because of this reason that the community college movement is growing year after year in the USA and that most Americans have high appreciation for these institutions and often express a feeling of pride for the college that cuts across the whole community (Martorana and Kuhns, 1988: 234). This appreciation and feeling of

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pride expressed towards community colleges, is aptly encapsulated by Parnell (1993:6):

> **"Fifty years ago this country was divided between two classes: the wealthy and the poor. Today, our country is dominated by a great middle class. The biggest reason for this is education. Because of vital community colleges ... millions of Americans have been given the opportunity not just to train themselves but also to become knowledgeable in the full range of human experience. Our country can be proud of this wonderful achievement. No other land in the world has made such a broad commitment to intellectual and economic opportunity."**

In the next section a report will be presented of a case study of a typical American community college, namely St. Petersburg College. The report will shed some light on the extent to which the issues discussed in the first part of this chapter apply in a given community college.

3.12   St. Petersburg College: A Case Study

3.12.1   Introduction

The researcher had an opportunity of paying a two-week visit to St. Petersburg College (SPC) in the USA State of Florida from the 4th to the 16th of November 2001 with the purpose of conducting an in-depth study of the college. An American community college was chosen for an in-depth study because as mentioned earlier, community colleges are an American invention and thus, the most developed ones are to be found in the USA. This particular community

college was identified with the assistance of an acquaintance, Dr. Beverly Bower, whom the researcher met in South Carolina in 1993 and who is presently residing in Florida (See Appendix 2).

The strength of using the case study research design in studying educational phenomena such as community colleges, lies in its ability to make it possible for processes, problems and programmes to be examined, thereby bringing about understandings that in turn can affect and perhaps even improve practice. Further, a case study research design has been found to be particularly useful in studying educational innovations, for evaluating programmes and for informing policy (Merriam, 1988: 33).

Accordingly, the objectives of the study were:

- To study a typical American community college with a focus on its history, philosophy, mission, objectives, accreditation, governance, administration, programmes, finance, student services and human resource management.

- To evaluate the contribution of the community college to the provision of education in the vocational-technical sector.

- To consider aspects of the community college which could be adopted and adapted for implementation in South Africa, especially in the Eastern Free State.

3.12.2   Methodology

The opportunity to use multiple methods of data collection is one of the characteristics of the case study research strategy. It is a feature that gives it an advantage over other research strategies such as experiments and surveys. This use of multiple data collection methods is referred to as triangulation and it combines dissimilar methods such as interviews, observations and physical evidence to study the same unit. The rationale for this idea is that the shortcomings of one method are often the strengths of another and by combining methods; the observer can achieve the best of each while overcoming their unique deficiencies (Merriam, 1988: 69).

In the light of the above, the information used in the compilation of this report was obtained through the use of an assortment of data collection methods. These include interviews of key SPC personnel attached to the areas of interest (See Appendix 3 for the interview schedule); observations made during visits to the various campuses of the community college; perusal through an assortment of

college documents such as information brochures, college catalogues, advertisement brochures, a compact disc entitled "St. Petersburg College Faculty Manual", etc; informal conversations with students and college employees and visits to the college website.

3.12.3   History of St. Petersburg College

St. Petersburg Junior College (SPJC), now known as St. Petersburg College (SPC), was founded in 1927 and is the oldest community college in the State of Florida. It was established by a group of local citizens under the leadership of Captain Lynch, superintendent of Pinellas County schools. It started as a private non-profit two-year college with a charter enrollment of 87 and an academic staff of 14. The major concern of the founders of the college was to provide Higher Education facilities to high school graduates who could not afford to attend college away from their homes. Tuition fees and an annual grant from the city of St. Petersburg, served as the only sources of income for SPJC. The college was accredited in 1931. A junior year added in 1933 was discontinued in 1938. The college then strengthened its philosophy to remain a two-year college.

SPJC changed from a private to a public institution in 1948, becoming a part of the Pinellas school system. In 1968 it was placed under the control of the SPJC District Board of Trustees.

SPJC was originally located in the downtown area and moved to its present St. Petersburg Campus in 1942 after a tract of 25 acres was donated by the city of St. Petersburg. Other campuses were also developed, namely,

- The Clearwater Campus in upper Pinellas city which opened in 1965.

- The St. Petersburg/Gibbs campus, formerly Gibbs Junior College and originally part of a state college network for Black students, became an SPJC campus in 1965 and was re-named St. Petersburg/Gibbs in 1983.

- The Central District Office located in Pinellas Park midway between the St. Petersburg/Gibbs and the Clear Water campuses was completed in 1968.

- The Tarpon Springs Center was completed in 1975.

- The Health Education Center evolved from the then Webb's city in Pinellas Park and became a campus in 1981.

- The Carillon Center, which was formed when the Corporate Training Services of the college were transferred to this area in 1988.

- The Allstate Center, which came into existence when the Allstate Insurance Company handed its $11,15 million regional office complex in south St. Petersburg to the college.

- The Seminole Campus, the college's model campus for technology, opened in 1998. The campus also provides the distance learning opportunities.

- The Bay Pines.

In June 2001 the governor signed the Education Bill that contained the provision, which made the college a unique four-year college. This resulted in the change of name to St. Petersburg College (SPC) and that of the District Board changing to Board of Trustees.

 (St. Petersburg Faculty Manual, 2001: 1).

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3.12.4   Accreditation

St. Petersburg College is accredited by the Commission on Colleges of Southern Association of Colleges and Schools to award Associate Degrees. The Commission is the recognised regional accrediting body in the eleven US Southern States, namely, Alabama, Florida, Georgia, Kentucky, Louisiana, Mississippi, North Carolina, South Carolina, Tennessee, Texas and Virginia. The Commission has developed criteria and procedures for accreditation, which are used in evaluating an institution's educational effectiveness defined in the broadest sense to include not only instruction, but also effectiveness in research and public service. Initially and periodically, the institution is required to conduct a self-study, which is subsequently evaluated by a committee of peer educators. This process helps to ensure that the institution meets established standards of quality and that it evaluates the extent to which its educational goals are being met. The successful fulfillment of this requirement as well as the demonstrated compliance with the criteria for accreditation, result in initial accreditation or reaffirmation of accreditation (Southern Association of Colleges and Schools, 1997:3).

3.12.5   Mission

St. Petersburg College is a comprehensive community college with an open-door policy and is firmly committed to equal access and equal opportunity for all persons. The mission of the college is to provide accessible, learner-centred education for students pursuing selected baccalaureate degrees, Associate Degrees, technical certificates, applied technology diplomas and continuing education within its service area as well as globally in programme areas in which the college has special expertise.

3.12.6   Educational Objectives

St. Petersburg College attempts to fulfill its mission by being led by an outstanding diverse faculty and staff and enhancing its programmes through advanced technologies, distance learning, international educational opportunities, innovative teaching techniques, a comprehensive library and other information resources, continuous institutional self-evaluation, establishing a climate for student success and an enduring commitment to excellence. In support of its mission, the specific objectives of SPC are to:

- Provide equal educational opportunities to a diverse student body; prepare students for work in selected professional fields through Bachelor of Science, Bachelor of Arts and Bachelor of Applied Science degree programmes in partnership with other colleges/universities through the St. Petersburg College's University Partnership Center.

- Prepare lower-division students for transfer into baccalaureate programmes   through the Associate in Arts and articulated Associate in Science degree programmes.

- Prepare lower-division students for careers requiring post-secondary education through Associate Degree in Science, Associate Degree in Applied Science, selected Technical Certificate and Applied Technology Diploma programmes.

- Provide under-prepared students with opportunities to achieve college-entry-level skills in reading, writing and Mathematics through the college preparatory programmes.

- Promote expanded educational opportunities for area high school students through dual enrollment and similar programmes.

- Provide opportunities to improve employability, enhance career skills and attain personal enrichment through courses, seminars, workshops and other continuing education programmes .

- Promote economic development for the state through special education and training programmes including technical courses, workshops and services designed to enhance the competitiveness of individuals, agencies, businesses and industries in the local, state, national and global economies.

- Contribute to the international education of students through a variety of courses, foreign study tours, faculty and student exchanges, linkages with international institutions, distance learning and other special programmes.

- Serve target populations beyond the borders of Pinellas County through distance learning programmes and other means that emanate from the institution's history of services and specialised expertise.

- Provide an open admission general education curriculum that results in students' achievement of the following educational outcomes:

  ☞ Communicate effectively by demonstrating the ability to speak, listen, read and write in an organised and analytical manner.

  ☞ Demonstrate effective Mathematical skills emphasising practical problem-solving and data interpretation.

  ☞ Utilise the scientific method as it applies to understanding scientific and social phenomena.

  ☞ Recognise basic scientific principles underlying human influence upon the earth and its inhabitants.

☞   Implement appropriate forms of existing and evolving technology for personal, educational and professional purposes.

☞   Demonstrate the ability to work effectively with others in a variety of settings.

☞   Demonstrate an understanding and appreciation of the Humanities and Fine Arts including participating in cultural activities featuring Art, Music, Literature, Dance and/or Theatre.

☞   Participate as informed and responsible citizens in solving social, economic and political problems in a multicultural and global society.

☞   Recognise ethical issues and dilemmas in the personal, business and social areas of their lives and apply ethical principles and logical problem-solving skills when making ethical decisions.

☞   Think logically, critically and creatively to solve problems and make decisions.

☞   Recognise the importance of the life-long learning process in the pursuit of personal, intellectual and career development.

☞   Analyse and assess personal values and future goals.

☞   Adopt positive lifestyle behaviours through the application of wellness concepts.

(SPC Faculty Manual, 2001: 1- 4)

Sound governance and management structures are needed for the achievement of the above objectives and, hence, the fulfillment of the mission of SPC. The next two sections will focus on the governance and management of the college.

3.12.7 Governance

St. Petersburg College, like the other twenty-seven community colleges in the state of Florida, has its own District Board of Trustees and adopts its own rules. The college Board of Trustees comprises five members who are appointed by the Governor of the State of Florida, approved by four members of the State Board of Education and confirmed by the Senate in regular session. The term of office of the members of the Board of Trustees is four years. Members may be re-appointed four times. Regular meetings of the Board are held once a month. Members receive no remuneration for their service, They are, however, reimbursed for expenses incurred such as travelling to and from Board meetings.

At its first regular meeting in July of each year, the Board organises itself by electing a chairperson and a vice-chairperson. The duty of the chairperson is to preside over meetings of the Board, to call special Board meetings and to attest to the actions of the Board. The chairperson is also expected to inform the Governor in writing whenever a Board member fails to attend three consecutive regular Board meetings in any one fiscal year. This absence may result in the dismissal of the member concerned. The duty of the vice-chairperson is to act as chairperson in the absence or disability of the latter.

The college President is the executive officer and corporate secretary of the Board as well as the chief administrative officer of the college. All components of the college are

responsible to the Board through the President. The duties and powers of the Board of Trustees include:

- The operation of the community college in accordance with rules of the State Board of Education and State Board of Community Colleges.

- Adoption of rules to implement the provision of law conferring duties upon it. These rules may supplement those prescribed by the State Board of Education and the State Board of Community Colleges.

- Adoption of rules, procedures and policies consistent with the law and rules of the Board of Education and the State Board of Community Colleges concerning the college mission, responsibilities and general operation.

- The above mentioned rules, procedures and policies pertain to issues such as:

  ☞ Hiring, suspension and replacement of the college President.

  ☞ Contracts and contract management.

  ☞ Acquisition, management, leasing and selling of college property.

  ☞ Establishment and management of college bank accounts.

  ☞ Penalty for violation of Board rules by students and employees.

  ☞ Student admissions and services.

  ☞ Appointment, employment and removal of personnel.

  ☞ Trademarks, copyrights or patent statutes.

  ☞ Parking, direction and flow of traffic within campus boundaries.

  ☞ Risk management, safety, security and law enforcement operations .

  ☞ Recognition of outstanding service by employees.

☞ Personnel exchange programmes, institutional governance, administration and management .

☞ information technology.

(Interview: Board Member, 6 November 2001; see also, SPC Faculty Manual, 2001: 1)

3.12.8   Management

The SPC President is in charge of the day-to-day running of the college. His management team includes two Senior Vice-Presidents one responsible for educational and student services and the other responsible for Baccalaureate Programmes and the university partnerships; two Vice-Presidents in charge of Business Services and Information Technology respectively and several other administrators who report to the Senior Vice-President and Vice-Presidents as indicated in the organisational chart attached as Appendix 4.

Each of the SPC campuses is headed by a Provost whose management team comprises an Associate Provost, Programme Directors and Academic Staff Assistants. The college with its multiple campuses is a single institutional entity with the relationship of personnel on each campus of the college to District office staff being the same as relationships on a single site to the administrative staff on such site. The organisational charts of the Clearwater and the St. Petersburg/Gibbs Campuses attached as Appendices 4 and 5 serve as examples of the administrative structures of the SPC campuses   (Interview: Senior Vice-President: Educational and Student Services, 5 November 2001; see also, SPC Faculty Manual, 2001: 66).

SPC academics participate in the management of the college through the Faculty Council which is designed to reflect the multi-campus structure of SPC. Members of

the Faculty Council are elected by the membership within the appointment groups of each site. The purpose of the Faculty Council is:

- To serve, by administrative recognition, as the official voice of the academics on each site.

- To provide a formal method for the Faculty Council and the administrative officers on each site to confer on matters within its responsibilities.

- To establish a meaningful working relationship with the site administration on those matters within its responsibilities.

- To recommend, counsel, monitor and attempt to resolve differences pertaining to issues within its responsibilities submitted by academics on that site. The responsibilities of the Faculty Council concern the development, review, or evaluation of rules and formal procedures involving the following matters:

  - ☞ Broad matters of educational policy and philosophy.

  - ☞ Varied delivery systems of instruction.

  - ☞ Student academic standards.

  - ☞ Types of approaches to remedial and developmental programmes.

  - ☞ Personnel policies that directly affect academic staff members.

  - ☞ Rules relating to academic freedom .

  - ☞ Evaluation instruments for use by students and/or supervisors to assess the performance of the academic staff members.

The Faculty Council does not in any way replace the assigned responsibilities of site and college administrators (SPC Faculty Manual, 2001: 85).

3.12.9   Programmes

St. Petersburg College is one of the top-ranked community colleges in the USA. Since the college first opened in 1927, it has, through its programmes, helped thousands of students obtain skills and knowledge to pursue their goals. Although the college is 30th in size among the 1 166 community colleges in the USA, it is often cited by the US Department of Education as being near the top of its list in Associate Degrees awarded in Liberal Arts, Health related professions and in total Associate Degrees conferred. According to the St. Petersburg Volunteer Handbook (2001- 2002: 2), the college ranks third among all colleges in Liberal Arts and Science degrees conferred; third in Associate Degrees awarded in Health professions and related Sciences; fourth in Associate Degrees awarded in Nursing and sixth in total Associate Degrees awarded in all disciplines.

Academic programmes being offered at the college include AA degree programmes, AS degree programmes, AAS degree programmes, certificate programmes, applied technology diplomas as well as programmes leading to Bachelor's and Master's degrees in a variety of majors offered through the University Partnership Centre . These are briefly referred to below:

The AA degree is intended for those students who are planning to pursue a Bachelor's degree. Students taking the AA degree are expected to earn a minimum of 60 credits including 36 semester hours in general education. The eight areas of general education are:

- Communications (9 credits)

- Humanities / Fine Arts (6 credits)

- Mathematics (6 credits)

- Natural Sciences (6 credits)

- Social and Behavioural Sciences (6 credits)

- Ethics (2 credits)

- Personal wellness (1 credit)

- Computer Competency (no minimum credits required)

In addition to the general education requirements, students also have to begin specialised work in their fields of interest. The selection of these specialised courses is to be based on information regarding requirements of the students' intended transfer institution and major field of study. Information regarding the pre-requisites for majors, institutional requirements and other important information for students in the transfer programme is available at the college for approximately 250 majors.

The AS degree is intended to dually prepare students for the workforce and for transfer to certain articulated baccalaureate programmes. AS degree students are required to complete a minimum of 18 transferable general education credits and meet oral communication requirements. The seven areas encompassing general education for the AS degree are:

- Communications (6 - 9 credits)

- Humanities / Fine Arts (3 credits)

- Mathematics (3 credits)

- Natural Sciences (3 credits)

- Social and Behavioural Sciences (6 credits)

- Ethics (2 - 3 credits)

- Computer Competency (no minimum required)

Requirements for the various certificates and technology diplomas vary by programme. There are also a variety of admission categories based on individual career goals (Interview: Senior Vice-President: Educational and Student Services, 5 November 2001; see also, SPC College Catalog, 2001-2002: 84)

As mentioned earlier, SPC has many campuses/centres. The above mentioned programmes are offered at the different campuses/centres of the college as detailed in the following sections (Interview: Furloong: 5 November 2001; see also, SPC: Just the Facts, 2001: 1- 4):

The University Partnership Center

Through the University Partnership Center (UPC), St. Petersburg College joins hands with eleven fully accredited public and private universities   and colleges to make Higher Education more accessible. The UPC serves as a link in a variety of disciplines including Business, Computer Science, Elementary Education and Nursing. Each of the universities/colleges provides the degree   while UPC provides convenient location. The programmes offered include Bachelor's, Master's, Doctoral degrees as well as continuing education programmes. The eleven institutions involved in the partnership are: University of South Florida (USF), Eckerd College, Florida State University, Embry - Riddle Aeronautical University, University of Central Florida, Florida International University, Florida A&M University, Saint Leo University, Florida Gulf Coast University and Florida Institute of

Technology.   Academic standards at the UPC are the same as those at the home campuses of the universities/colleges concerned.

The Allstate Campus

The Allstate Campus houses the Open Campus Program and the Southeastern Public Safety Institute (SEPSI). SEPSI offers certificates, Associate in Science degrees and in-service training programmes in Fire Science Technology, Emergency Administration and Management as well as Criminal Justice.

The Caruth Health Education Center

This centre offers a dozen AS degrees and a dozen certificate programmes. The programmes include Dental Hygiene, Physical Therapist Assistant, Funeral Services and Veterinary Technology. A patient care clinic for Dental Hygiene is also located at this centre.

The Clearwater Campus

This campus offers a variety of degrees intended for transfer to a university or as preparation for a career. Unique programmes being offered at this campus include Architectural Design Technology, Business-oriented and E-commerce training programmes, Graphic Design Technology, International Education, Legal Assisting, Signlanguage Interpretation, Honours interdisciplinary studies, Theatre and programmes for the deaf and hard of hearing. The campus also offers degree programmes through the University Partnership Center.

The Seminole Campus

The Seminole Campus offers AA and AS degrees as well as a variety of certificate programmes. Bachelor's as well as Master's degrees are also offered through the University Partnership Center. The focus of the campus is on using technology to improve teaching

and learning. This campus is also home to the college's television studio, Electronic Campus and programmes such as Graphic Design Technology and Hospitality Management.

Corporate Training Center

- The Corporate Training Centre offers credit and non-credit courses. The training and services the centre offers include: Computer Technology, comprising more than fifteen different programmes.

- Professional Development, encompassing among others programmes such as Communications (spoken and written), Interpersonal Leadership Development, Management and Supervision, Organisational Development, Taxation and Ttravel Career Training.

- Customised Programmes, in which courses are tailored to meet the needs of company employees and are conducted at the workplace.

- Consulting Services.

- Assessment Services.

- Continuing education for accountants, enrolled agents, construction contractors, insurance agents, real estate appraisers, realtors and tax preparers.

University of South Florida: St. Petersburg

This campus is located at the University of South Florida in St. Petersburg. It offers a variety of programmes in Business Technologies, Communications and Social Sciences. This partnership offers students the privilege of utilising the resources of the two institutions.

St. Petersburg / Gibbs Campus

The St. Petersburg/Gibbs campus offers a variety of AA degrees, AS degrees, several certificate programmes as well as International Education. The campus also houses the Music Center, the Planetarium, Dance, Engineering Technology and special programmes including the college's Volunteer Program.

TheTarpon Springs Campus

This campus also offers AA degrees, AS degrees, certificate programmes as well as International Education. It houses the Leepa Rattner Museum of Art, Fine Arts Education Center and the M.M. Bernnett Library Complex. The campus reflects the community's Greek heritage through its building design.

The Electronic Campus

The Electronic Campus (e-Campus) comprises credit courses which are offered by television (telecourses) and online. Telecourses and online courses are of the same quality as traditional courses offered by contact tuition at the different campuses of SPC. The SPC e-Campus brochure (2001-2002: 10 -29) lists more than 100 different courses that are offered through the Electronic Campus.

Telecourses combine televised lessons, study guides, textbook readings, written assignments, traditional testing and interaction with the instructors. The lessons are shown on the SPC cable channel on most Pinellas County cable systems. Electronic Campus students registered through telecourses have the option of watching the lessons when they are being broadcast; taping them for later viewing; checking out and viewing the tapes at any SPC library and renting the entire series of course tapes for a once-off non-refundable fee per

course. Telecourse examinations are conducted at the Allstate Center, Clearwater Campus, Seminole Campus and the Tarpon Springs Campus.

Online courses are available to students who have access to the internet. Online students use e-mail to turn in assignments and to communicate with instructors and other students. It is therefore important for online students to be familiar with e-mail procedures such as sending and receiving e-mail messages; adding attachments and reading attached files. Online classes have no preset schedules for meetings, but students communicate with instructors online via bulletin boards and some meet in chat rooms for group interaction at prearranged times. The   students obtain most of the information they need at the Electronic Campus website: http://e.spjc.edu.

Teleweb courses combine televised and online instruction. Students view telecourses and then communicate with instructors and other students through the internet. Course syllabi, assignments and tests are posted on the internet.

Open Campus

Open Campus offers both credit and non-credit educational courses in the community through a variety of programmes. The programmes offered through the Open Campus are:

- Credit Programmes

  Credit courses are offered at business sites, in high schools and in Europe through the International Study Program. Completed credits may be applied towards a degree.

- International Study Program

Through this programme high school students may earn credits as they take courses, tour ancient lands, browse through world famous museums and learn about the modern world. More than twelve programmes include visits to nearly ten countries. Admission to the language study programmes in French, German and Spain is open to anyone who has completed two years of language in high school. Non-credit study tours are also available.

- High School-College Dual Credit Program

This programme allows area high school students to take certain courses that give them credit to a high school diploma and a college degree. These credits are transferable from SPC to other colleges and universities. Classes take place during the school day as well as during some evening hours.

- Fast Track BA

The Fast Track BA Program combines college-level courses available through the Dual Credit Program with Advance Placement or International Baccalaureate programmes. It makes it possible for students to complete a year of college credits before leaving high school, finish their AA degree at SPC in one year and move on to USF ST. Petersburg Campus and complete a BA degree in one of nineteen majors two years later.

- Continuing Education Health Program

The programme offers over two hundred continuing education courses, programmes, seminars and conferences to nurses, allied health and mental health professionals. In 1999 the programme went online thereby extending its services to the whole state of Florida.

*   Life-long Learning

The Life-long Learning Program offers the community an opportunity to explore a variety of courses for enrichment, self-improvement and recreation. Also available, are programmes such as "Divorce: A Child's View" which is intended for divorcing parents with children who are eighteen years and younger, Legal Guardian Continuing Education and Driver Improvement courses.

*   Elderhostel

This is a programme for mature adults aged fifty-five and more throughout the USA. It is a residential programme consisting of three liberal arts courses and co-curricular activities each week.

•   College for Kids

College for Kids is a programme for children from kindergarten to grade six. It extends from June to August annually and also accommodates children with special needs. Participants must have appropriate independent work skills and behaviours appropriate to high levels of activity within a loosely structured learning environment.

The Volunteer Program

The volunteer program makes provision for students and community members to share their special talents by volunteering on each of SPC's sites. Volunteers assist in various sections of the community college such as computer laboratories, Mathematics and Science laboratories, student activities, student services, administrative offices, etc., as outlined below:

- The SPC Volunteer Handbook (2001-2002: 2) identifies as the goals of the volunteer programme college wide needs to determine how volunteers can contribute effectively to the educational experience of St. Petersburg college students.

- Assisting SPC by recruiting highly qualified and motivated volunteers to provide service to students, staff and other community members.

- Involving persons of varying ages, ethnic backgrounds, skills and experience to serve a diverse student population.

- Encouraging involvement and support of Higher Education for all citizens.

- Providing opportunities for community members to take an active role in supporting their community college.

- Setting an example for SPC students to emulate so that they might become volunteers in their community.

- Assisting volunteers in the development of personal and professional skills by providing opportunities for their involvement.

- Providing opportunities for local business and industry to contribute to the development of trained personnel. Volunteers receive orientation and training in their fields and are included in meetings and workshops where applicable. They are assigned duties that are challenging to them and meet their needs and those of the college. Vacancies for volunteer positions are regularly advertised by the Volunteer Program office. SPC shows its appreciation for the services rendered by volunteers by offering them several benefits such as free admission to college events, athletics privileges, bookstore discounts, discount cards, tax deductions and eligibility for Workers' Compensation Medical Benefit.

It can be seen from the above description of SPC programmes that the college is of service to all members of the community it is serving ranging from children of kindergarten age to adults of pension age. The programmes are also tailored to serve a variety of community needs such as worker upgrading, community education, self-interest needs, etc. There are also a variety of delivery sites and modes to ensure maximum availability of the programmes. An endeavour of this magnitude cannot be possible without sufficient financial resources. We will now focus on financial management at SPC.

3.12.10   Finances

This section will focus on financial aspects of SPC. This will include college revenues and expenditures as depicted in the SPC Annual Budget for the fiscal year 2001-2002 (p 6-7) .

3.12.10.1   College Revenues

The St. Petersburg College total revenue for the fiscal year 2001/2002 was $74 349 370. The sources of the revenue are student fees, the state, sales and services, non-revenue receipts and other revenues. Figure 3.11 below shows the percentage contribution of each of these sources:

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Figure 3.11: SPC Revenues

Student Fees	State Support
Sales & Services	Non - Revenue Receipts
Other Revenues	
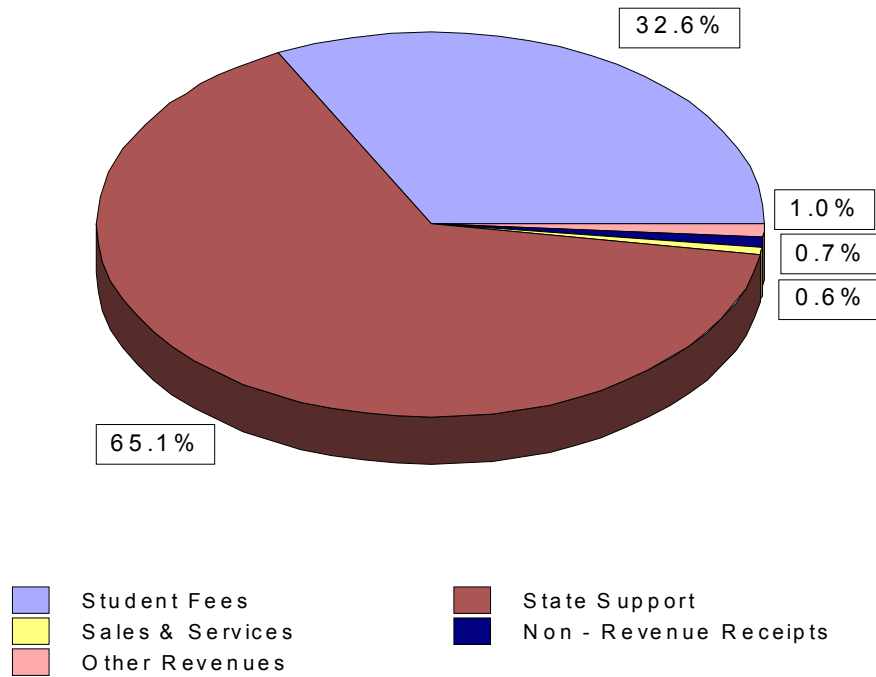
Source: SPC Annual Budget: 2001-2002: 6

These figures show that the state is the main source of revenue followed by student fees. According to the college records, there was no income from the federal and local governments. This pattern fits well with the trend followed by American community colleges in 2000 where the highest source of income (42%) came from the state

followed by student fees at 23%. Florida state resident and non-resident students are charged differently. Fees for the two categories of students per credit hour as well as the totals for the year (30 credit hours) are as indicated in the table below:

Table 3.5: SPC Student Fee Rates: 2001-2002

| Programme	Fees for Academic Year: Resident Student	Fees for Academic Year: Non-Resident Student
Credit Vocational	$1 581,00	$5 823,60
Prep. Adult Basic	$1 258,20	$5 131,50
& Secondary	$558,00	$2 214,00

Source: SPC Annual Budget, 2001-2002: 2.

3.12.10.2 College expenditures

There are three major categories of expenditures at SPC. They are personnel costs, current expenses and capital outlay. Personnel expenses include among others, personnel salaries, payments for overtime, substitution, sabbatical, student employment, employee awards, retirement contributions, insurance and other benefits. Current expenses comprise running costs such as travel, telecommunication, printing, repairs, water, electricity, data software, educational materials, etc. Capital outlay expenses are for the purchase of minor equipment, furniture, library books, buildings and fixed equipment, land, other structures and land improvement. For the

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2001-2002 fiscal year, the total expenditures amounted to $74 809 259 and were

divided as indicated on Figure 3.12 below:

Figure 3.12: SPC Expenditures

73.5%

3.6%

22.9%

Personnel Costs   Current Expenses   Capital Outlay
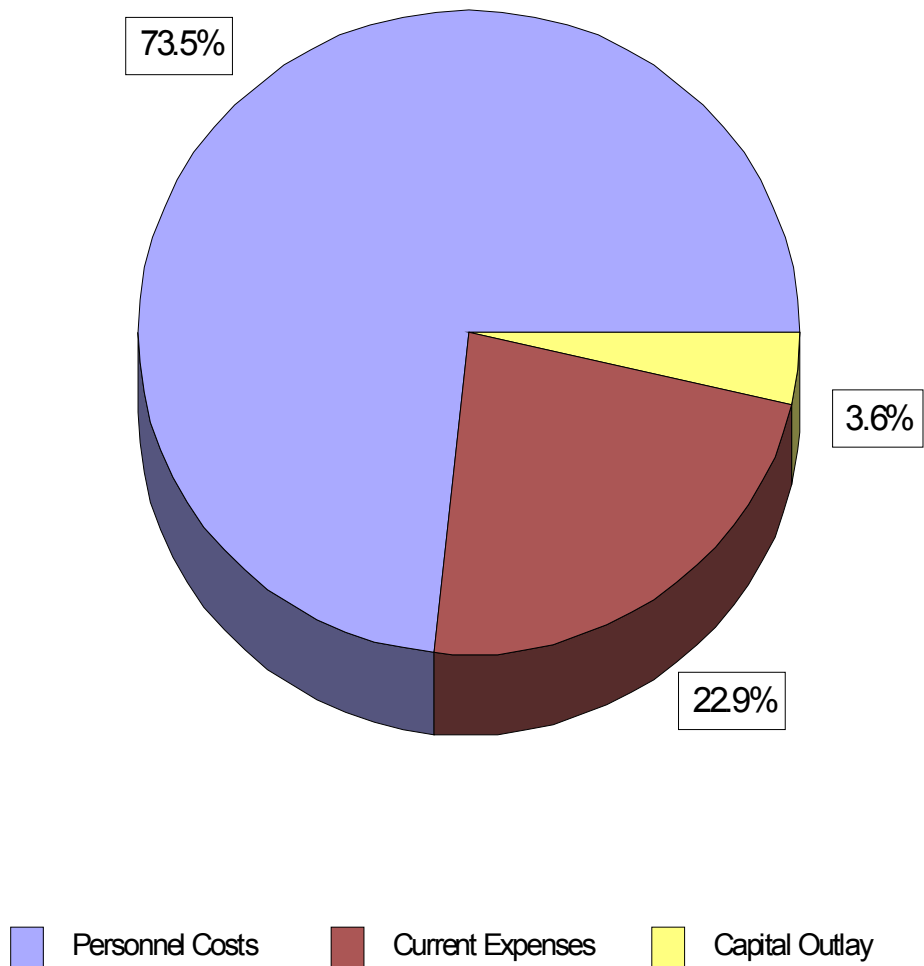
Source: SPC Annual Budget 2001-2002: 7.

Scrutiny of the above income and expenditure report shows that SPC largely depends on the state and student fees for its income and that the highest percentage of its funds are spent on personnel. Since personnel related issues consume such a large share of college funds, it would be approriate at this stage to focus our attention on SPC human resouces.

3.12.11 Human Resources

Issues pertaining to SPC personnel will be considered in this section. These will comprise the staff profile including numbers, gender, type of employment and qualifications; personnel selection procedures; personnel development programmes; performance appraisal and conditions of service. This information will cast some light on the workforce requirements of a successful community college.

3.12.11.1   Staff Profile

Table 3.6 and Figure 3.13 below portray the SPC staff profile for the academic year 2000-2001.

Table 3.6: SPC Number of Employees by Gender and Type of Employment

Executive/Managers	Male	Female
Full-Time	26	27

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Part-Tme	0	0
Total	26	27

Instructional

	Male	Female
Full-Time	127	128
Part-Time	0	0
Total	127	126

Professional

Full-Time	70	79
Part-Time	0	03
Total	70	82

Secretarial/Clerical

Full-Time	37	292
Part-Time	05	21
Total	42	313

Technical

Full-Time	36	22
Part-Time	04	02
Total	40	24

Skilled Craft

Full-Time	26	02
Part-Time	0	0
Total	26	02

Service/Maintenance

Full-Time	94	21
Part-Time	0	0
Total	94	21

All Employees

	Male	Female
Full-Time	416	517
Part-Time	09	26
Total	425	597

Source: SPC Factbook, 2001-2002: 71.

Figure 3.13: Highest Qualifications:

SPC Full -Time Administrators and Academics
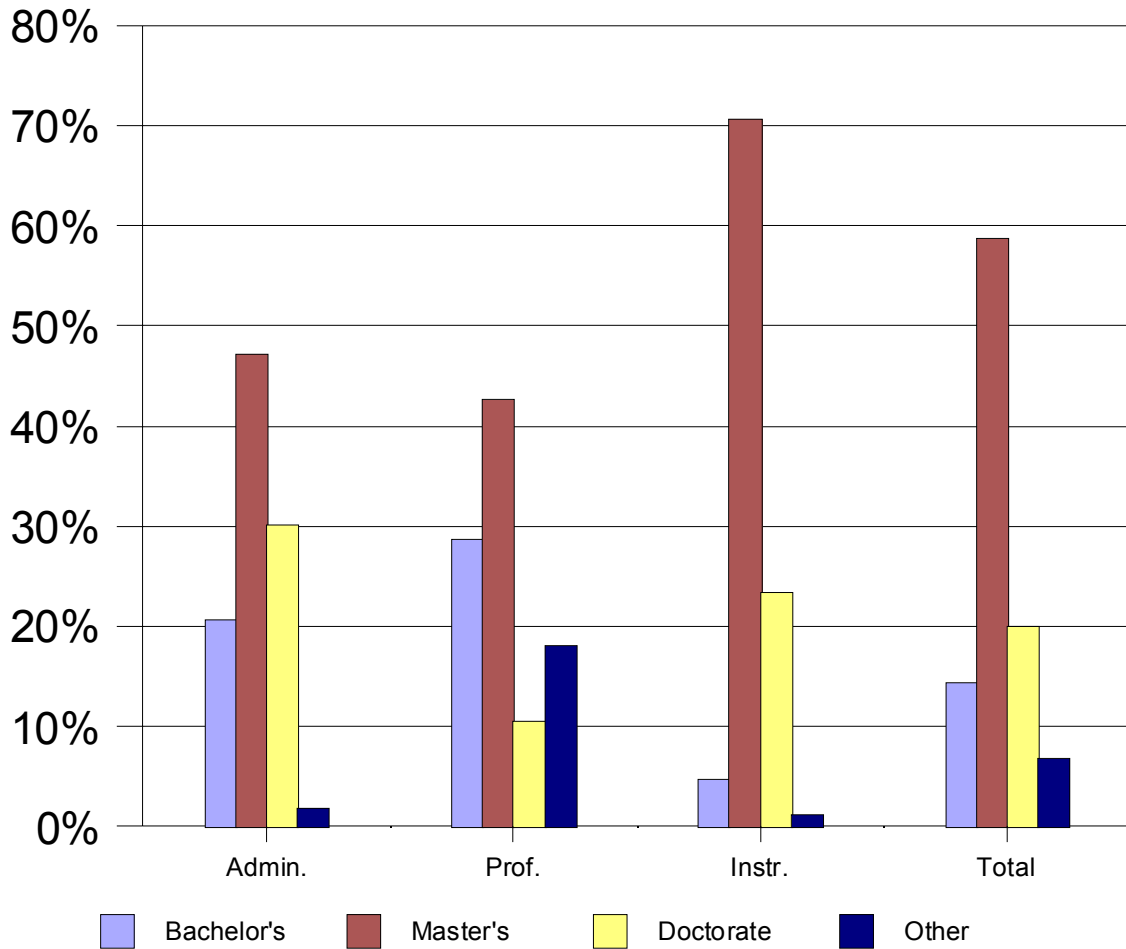
Source: SPC Factbook, 2001-2002: 73

It can be seen from the above portrayal of the staff profile of SPC that unlike many American community colleges, SPC does not rely much on part-time employees. Only 3,5% of its employees are part-time compared to the 1995 national figure of 69% part-time employees. The college does, however, conform to the norm insofar as the qualifications of its employees are concerned with the majority, i.e., 58,7 % holding master's degrees which is the most popular qualification among academics at American community colleges. With respect to the gender of the employees, there are more female employees (58,4%) than male employees (41,6%).

SPC is determined to recruit and keep high quality personnel. We will now focus on the procedures followed in the recruitment of such personnel.

3.12.11.2   Personnel Selection Procedures

It is the policy of SPC to provide equal employment opportunities for all without regard to race, colour, religion, sex, age, marital status or national origin. Further, the college does not discriminate in its employment practices against any qualified individuals with disabilities. In order to ensure that its non-discriminatory policies are implemented, all personnel in supervisory capacities are requested to actively assist in the recruitment and employment of qualified minorities and females in order to make certain that equal opportunities are afforded to all qualified persons (SPC Faculty Manual, 2001: 2.01-1).

The filling of vacant positions at SPC involves several steps aimed at ensuring the employment of qualified personnel, representative of diverse segments of the college. The steps are categorised as follows.

- *Initiation of the Announcement of a Position Vacancy*

This is the responsibility of the appropriate supervisor who initiates the process by preparing a vacant position announcement form which is forwarded to the Human Resources office. The office ensures that the post is budgeted for before it is advertised.

- *Recruitment as Deemed Appropriate*

The post is advertised ensuring that the advertisement reaches the state applicant pool; minority organisations and leaders; the media including minority publications; professional publications; and, institutions of Higher Education.

- *Development, Evaluation and Review of the Applicant Pool*

The advertising process is followed by the composition of a pool including all applicants who meet the minimum requirements for the post and those who possess unique qualifications. The Director of Human Resources and the Equal

Access/Equal Opportunity Officer reviews the pool to determine the race/sex distribution. If the review yields unsatisfactory results, the pool may be approved if it comes to light that minority candidates for the post are scarce, otherwise, the Human Resources office will be requested to repeat certain stages of the process.

- *Screening of the Applicant Pool*

The approved pool is forwarded to a screening committee if the advertised post is subject to screening. Positions that are subject to screening are regular full-time instructional, counsellors and librarian positions, as well as administrative and professional positions whose primary purpose is that of instruction and student

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services. Members of the screening committee are appointed by the college President and include college staff, the Equal Access/Equal Opportunity Officer and in some cases also includes persons from the community. The responsibility of the screening committee is the identification of finalists using criteria emanating from the job specification.

- *Interviews of the finalists*

   The screening process is followed by the review of the finalists' list by the Director of Human Resources. If the recommended list is approved, the appropriate   supervisor may begin with the interviews and the Provost will forward the list of the top three candidates in alphabetical order to the President if not, the process may be repeated at the request of the President.

- *Appointment of the Selected Candidate*

   After the interviews   the Human Resources Director reviews the supervisor's interview form and completes all reference checks on the recommended finalists. The President, in conjunction with the Provost, selects the final candidate and transmits the selection to the Human Resources office. The Human Resources office notifies the recommended candidate and all other candidates as well as the screening committee of the college's decision. Finally, the recommended candidate is submitted to the Board of Trustees for approval.

   (Interview: C. Ladewig, P Mack, 7 November 2001; see also, SPC Faculty Manual, 2001: 2.201).

These steps show that a lot of effort is put into ensuring that the right person is appointed into any vacant position. This process also supports the policy of SPC of dedication to the concept of equal opportunity.

3.12.11.3   Personnel Development Programmes

There are numerous personnel development programmes at SPC. The following are examples of programmes available to instructional personnel:

- *Community College in America*

All academic staff members at SPC are required to enroll for the above mentioned programme offered by the University of South Florida. The course is a pre-requisite for permanent employment as an academic and is concerned with the American comprehensive community colleges. Topics for instruction include the history, mission, purposes, students, curriculum, instruction, student services, learning resources, academics and staff, administration, organisation, finance and governance of community colleges. Discussions also include recent developments and projections for the future of community colleges in the USA. The researcher had an opportunity of participating in one of the sessions of the programme on the 9th November 2001. The programme for the day is attached as Appendix 7.

- Staff and Programme Development

This year-round programme encompasses a set of training opportunities intended to strengthen the technical interpersonal and teaching skills of the participants. The programme includes courses in areas such as professional enhancement, computer training, the college website, instructional computing and corporate training services. Participation in most components of this programme is open to any full-time or part-time employee of SPC.

- In-Service Day

    Each year a day is set aside for the in-service training of SPC academic staff members. Attendance is compulsory and a variety of personnel development programmes are scheduled for the day. Employees from the various campuses converge at one venue and there is also an opportunity for academics to interact with their counterparts from other campuses.

(Interview: C. Ladewig, 7 November 2001; see also, SPJC Staff Development Opportunities, 2000: 1).

3.12.11.4   Performance Appraisal

Performance appraisal of all college employees is a requirement. The purpose of appraisal is to provide for recognition of strengths and weaknesses and ways and means of overcoming identifiable weaknesses and the immediate needs of staff (SPC Faculty Manual, 2001: 23-2.10).

The exact nature and frequency of performance appraisal at SPC differs and depends on the nature of   the post occupied by   the employee. In the case of   instructors,   evaluation performed annually and is a two-step process. Firstly, the instructor performs a self-assessment and proposes goals for the coming year. Secondly, the supervisor evaluates the instructor in accordance with instructions and information from the Provost and/or Human Resources and also proposes goals for the coming year. The purpose of the instruction and information is to ensure, as much as is reasonably possible uniformity in the administration of the evaluation of academics. The evaluation of instructors is based on the following criteria:

- Organisation of the course or programme of study.

- Explanation of the course outline and objectives.

- Presentation of the course or programme of study (pedagogical methods).

- Knowledge of subject taught.

- Ability to constructively encourage student interest, involvement and success.

- Attitude towards students.

- General attitude towards total responsibility of a professional academician.

- Time, professional development, curriculum development, institutional support, rapport with colleagues and other professionals, etc.

(SPC Faculty Manual, 2001).

An Instructor evaluation form (see Appendix 8) is used to determine the extent to which the above criteria have or have not been met.

The administrative staff members are evaluated by departmental managers. The President is evaluated by the Board of Trustees (Interview: C Ladewig, 7 November 2001) .

It is interesting to note that all SPC employees are subject to performance evaluation.   This will, without doubt, contribute towards the climate of student success and excellence   sought by the college.

3.12.11.5   Employment Benefits

SPC employees are compensated for their services through salaries and other   employment benefits. These will be briefly considered in this section.

The Director of Human Resources submits annually to the President recommendations for salary schedules and related policies. The schedules are based upon adopted classification standards and determine the basis for compensation of the following classes of SPC employees:

- Administrative, professional and management personnel.

- Technical personnel.

- Career service personnel.

- Instructional personnel.

- Adjunct, temporary and supplementary personnel.

The schedules, upon adoption by the Board of Trustees, will be the instruments used in determining the annual, bi-weekly, daily, hourly and periodic compensation of college employees. Factors which are taken into consideration when determining the salaries of employees include qualifications, rank, relevant experience at SPC, relevant experience outside SPC and experience unrelated to the employees current occupation. In addition to salaries, employees are also entitled to other employment benefits as depicted in Appendix 9.

 (Interview: C Ladewig, 7 November 2001) .


3.12.12 Student services

The student services office at SPC renders to students, non-instructional services that contribute to their success at the college. These services include enrollment, placement tests, orientation, vocational guidance, financial aid, student activities and athletics.

3.12.12.1   Student Enrollment

The St. Petersburg College, like many other American community colleges, serves diverse student populations in terms of gender, programmes of study, age, type of attendance and ethnicity. According to the SPC Factbook (2001-2002: 35 - 45), there were 20 403 credit students at the end of fall in 2000. The diagrams on the following pages indicate the diverse nature of these students. Analysis of the diagrams reveals that the majority of students enrolled at SPC during the year in question, were White, female, part-time, from 20 to 29 years old and registered for an AA degree. This diversity seems to be in agreement with the statement found in most SPC information and advertising documents such as the St. Petersburg College Catalog (2001-2002: 1):

"St. Petersburg College is dedicated to the concept of equal opportunity.   The college will not discriminate on the basis of race, color,   religion,   sex,   age, national origin, or marital status or against any qualified individual with disabilities, in its employment practices or in the admission and treatment of students. Recognising that sexual harassment constitutes discrimination on the basis of sex and violates this rule, the college will not tolerate such conduct."

Figure 3.14: SPC Student Enrollment by Gender
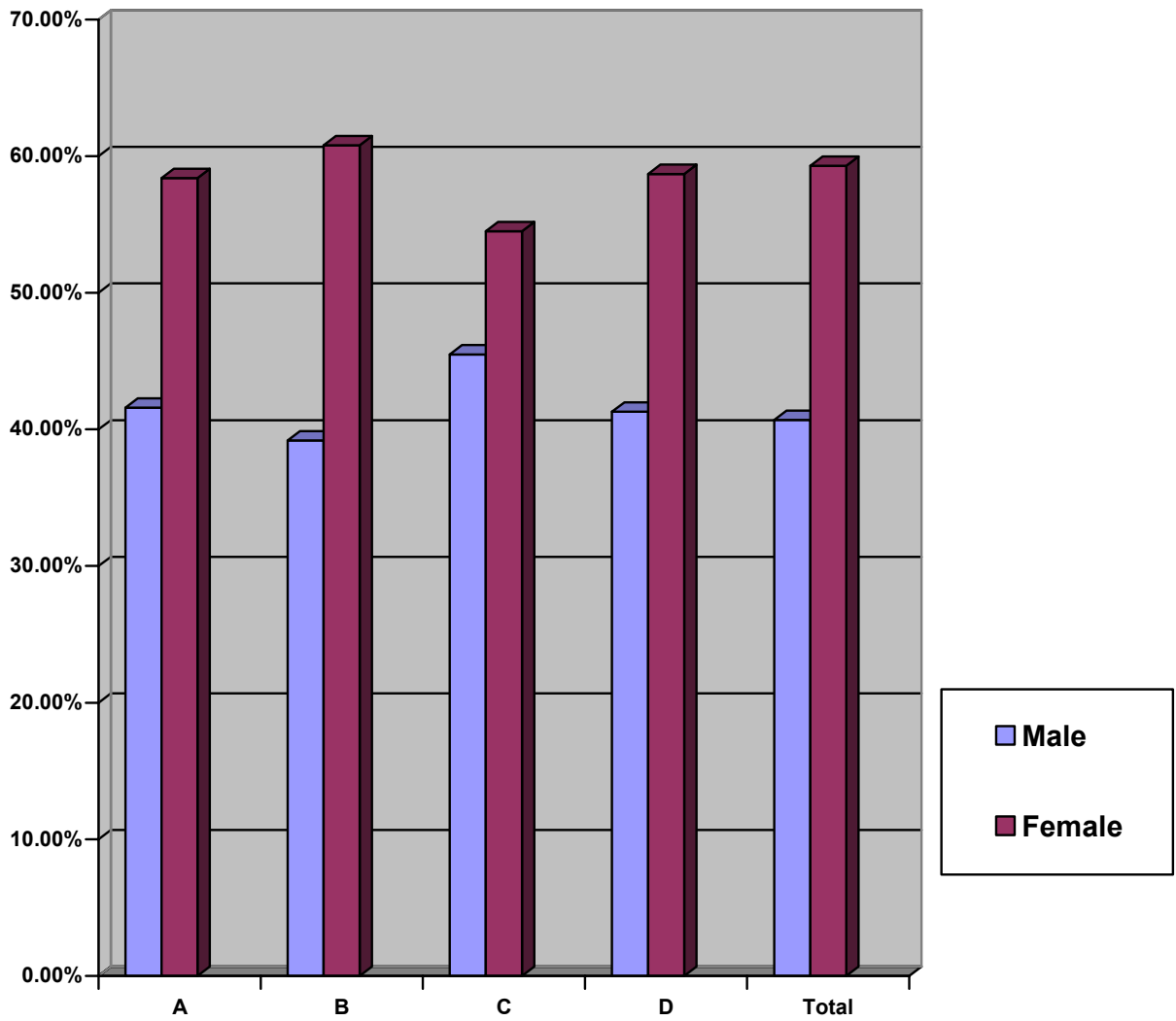
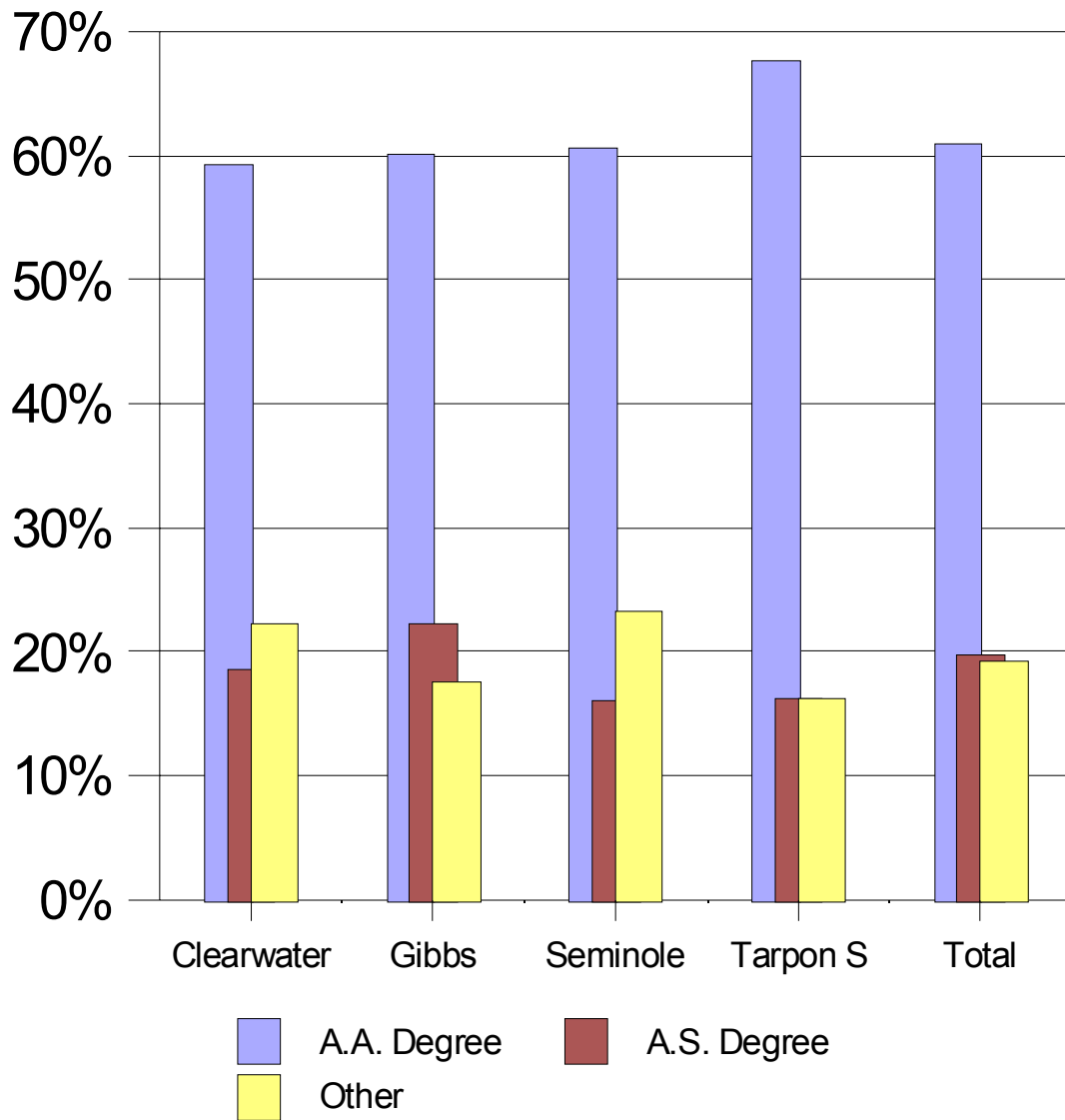A Clearwater Campus   B Gibbs Campus

C Seminole Campus   D Tapon Springs
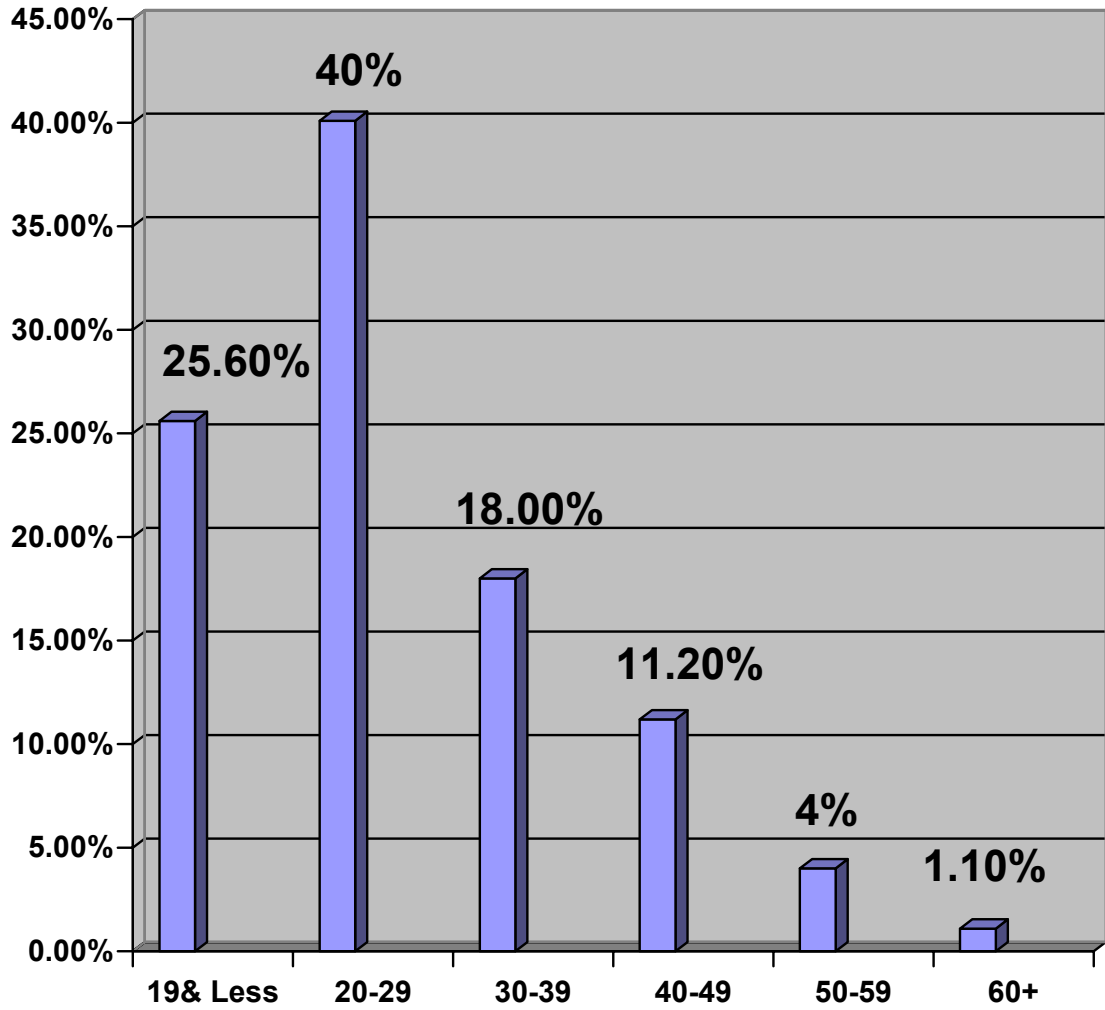
Source: SPC Factbook 2001 - 2002:   37

Figure 3.15: SPC Student Enrollment

by Programme of Study
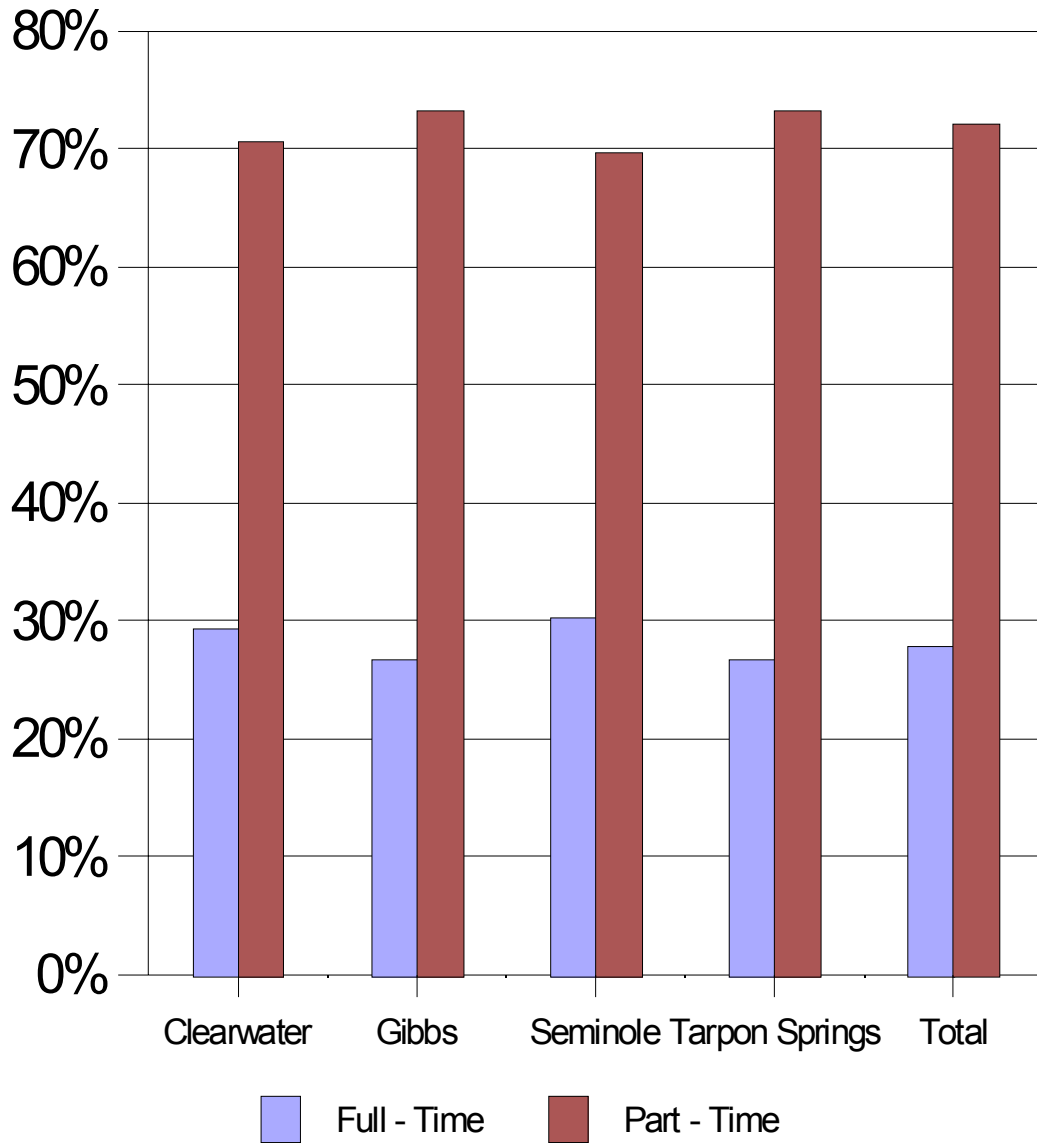

Source: SPC Factbook, 2002 - 2002: 36
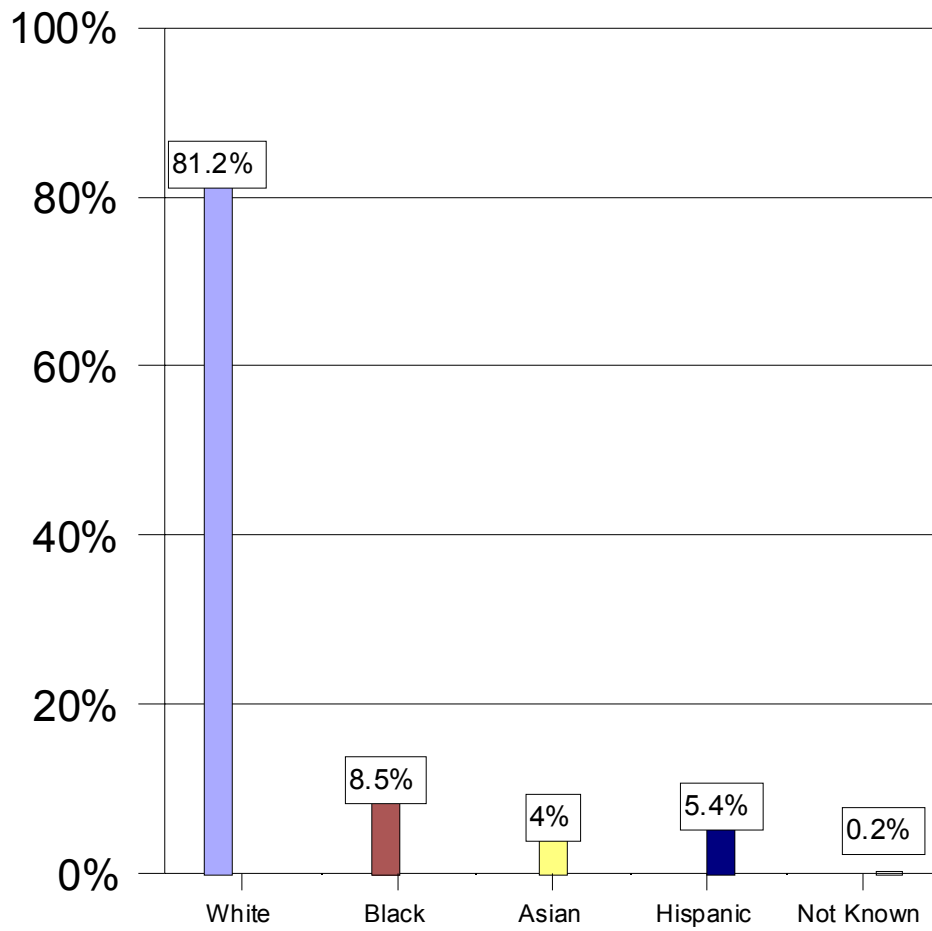
Figure 3.16: SPC Student Enrollment

by Age

Source: SPC Factbook, 2001 - 2002: 45

Figure 3.17: SPC Student Enrollment

by Type of Attendance

Source: SPC Factbook, 2001 - 2002: 41

Figure 3.18: SPC Student Enrollment by Ethnicity

Source: SPC Factbook, 2001 - 2002: 42

An interview with the coordinator in the SPC enrollment office, Mr Kelvin Hoeffner (6 November 2001), as well as perusal through the Enrollment Management Bi-annual Reports of 31 January 2001, revealed that a great deal of effort is being put into student recruitment at SPC. These efforts include:

- Equipment of the Enrollment Management office with a state-of-the art call centre which is manned from 8.00 to 19.30 on Mondays to Thursdays and from 8.00 to 16.00 on Fridays. The three critical areas of responsibility of staff in the office are customer service, recruitment and retention of students.

- High school articulation which entails assessing school educational needs and developing and implementing informational activities. During the period August 2000 to January 2001 a total of 124 visits were made to 16 public and 5 private area high schools.

- Campus tours are arranged with public and private high school counsellors regarding signing up for tour groups. In addition to these arranged tours, there are also unscheduled tours throughout the school year.

- SPC Table Displays are arranged with the help of student ambassadors at schools during lunch hours. These entail the display of information brochures and other materials relevant to prospective students.

- Classroom seminars which give students a better understanding of SPC and the many programmes the college offers. Students are also offered an opportunity to ask questions and obtain information related to their needs.

- A meeting with high school counsellors is held once at the beginning of the year. The purpose of the meeting is to give the counsellors up to date information for the new academic year.

During the 2001/2002 academic year the above mentioned efforts resulted in successful recruitment of 31% of prospective students in the Pinellas County school system compared to 27,52% during the previous academic year.

Enrollment of the recruited students at SPC involves eight steps, namely, submission of an application form and application fee (currently $25,00), placement test, orientation and advisement, registration for classes, payment of registration fees, issuing of a student photograph identity card, the purchase of textbooks and class attendance. In addition to the application form and fee, students also have to submit a high school transcript stating that the student obtained a standard high school diploma or its equivalent. Students transferring from other institutions must submit transcripts from the transferring institutions and also be eligible to return to the last college attended to be eligible for admission at SPC. No student is ever turned away because of a poor academic record (SPC Catalog, 2001-2002: 12).

3.12.12.2   Placement Test

A placement test is required of all new students seeking degrees and who have not taken college course work in English reading or Mathematics. The test is also required of non-degree students who want to take courses that require the placement test as a pre-requisite. The test is designed to measure entry-level skills in writing, reading   and Mathematics and is offered in a computerised form, is untimed, given in small groups and takes approximately two hours.

The test is not an admission test that can be passed or failed. Its purpose is to help to determine if a student is at college-level in reading English and Mathematics. Students whose native language is not English and who score below college-level on the placement test, are required to take an additional test to determine their level of English proficiency so that they may be placed at the appropriate level of the English as a Second Language programme. After taking a placement test, students sign up for orientation   which is compulsory for all first-time degree-seeking students. The orientation provides an overview of the college, review of the placement test scores, academic advising and registration for classes.

3.12.12.3   Career Planning

Career planning services are available to students through the counselling offices, college libraries Career Development Centers and Career and Life Planning courses. The Career Development Centers offer a variety of career related services. Information in hardcopy and through the internet is offered on salaries, labour market survey information, college catalogues and college/university transfer manuals. In addition, career related videos and computerised career assessment programmes are available by appointment.

Also offered through the Career Development Centers are:

- The Career Exploration Program which offers a three step process to help individuals determine career goals. The process includes career orientation, testing and interpretation.

- Job Services which are provided to those seeking employment and entails listings of part-time and full-time local and national job opportunities. The centres schedule on - campus interviews and recruiting by employers.

- Cooperative Education (Practical Training) through which students are provided with degree-related, supervised and evaluated practical work experiences. The service also offers students opportunities to work in part-time or full-time jobs related to their major field of study. To qualify for the latter opportunity, a student must have completed 12 credit hours. These services give students opportunities to earn academic credits, verify their career decisions and relate classroom learning to the work place.

- Experiential Learning Programmes which allow students to receive degree-related credit for knowledge they have gained through experiences outside the college. Up to 45 credit hours may be gained assisting students in completion of their degrees.

3.12.12.4　　Student Activities

Students engage in an assortment of activities sponsored at the different campuses of the college. These include clubs and student organisations, religious organisations, scholastic and special interest clubs, service clubs, student ambassadors, student government association and student publications.

In addition to the above activities are several others whose objective is to help students succeed academically in careers and in social life. Of interest among these is the "Brother to Brother" service which has been designed for the purpose of empowering African-American male students and to help them stay in college and graduate. It has

been introduced out of a realisation that African-American men face unique challenges as they pursue academic, career and social success. Some of the services provided through "Brother to Brother" are tutoring; early registration and advising; early academic alerts; career planning; assistance in locating college resources; a text book lending library; visits to four-year colleges and community service. There are also year-round monthly luncheon workshops focusing on issues that directly affect African-American men such as personal finance, the criminal justice system, health and longevity, family life, work and responsibility, male/female relationships, the value of college education, parenting skills, communication skills, business ownership and job preparation. The workshops approach these topics from the African-American perspective.

3.12.12.5   Financial Aid

Student financial aid at SPC consists of scholarships, grants loans and paid employment offered to help a student meet college expenses. The assistance is offered by or through federal and state agencies, foundations, corporations, private donors and the college. It is offered based on financial need as determined by the federal government system of needs analysis.

To qualify for federal, state and institutional aid, a student must meet the following requirements:

- Demonstration of financial need according to a financial needs analysis system.

- Enrollment for a degree programme and class attendance.

- Maintenance of satisfactory academic progress.

- Full payment of funds loaned from any institution.

- Citizenship of the USA.

3.13 Conclusion

The American community college as described above and also typified by the case study of St. Petersburg College in Florida, has several interesting origins, functions and features which might be useful to those who are contemplating introducing community colleges in South Africa. Some of these origins, functions and features are summarised below:

- Through the strategic positioning of community colleges in each state as well as the establishment of multi-campus community colleges, there is one community college within commuting distance of every American citizen.

- American community colleges were introduced for the the purpose of bringing education nearer to those who had limited access to it. As a result of the introduction of community colleges in the USA, Higher Education ceased to be a privilege of the few who have financial resources enabling them to leave their homes and spend long periods of time at far away institutions of higher learning.

- The missions and objectives of community colleges specifically make provision for comprehensive programmes availing almost everything to everyone. The programmes which support the mission of SPC for instance do not only cater for the needs of citizens of St. Petersburg but also for those beyond the boundaries of St. Petersburg, the State of Florida and the United States.

- The governance structure of American community colleges makes room for participation by numerous stakeholders and interest groups. This participation is further

maximised by the fact that community college board members may be appointed or elected into office.

- Most community colleges use the bureaucratic management model. Efficiency has been identified as one of the distinguishing characteristics of this model. Provision is also made for employee participation in management through the formation of bodies such as the Faculty Council existing at SPC.

- American community colleges have several sources of income with the state being the major source followed by student fees. Analysis of expenditure records of SPC suggest that American community colleges spend most of their funds on personnel related matters.

- American community colleges charge very low fees compared to other institutions of higher learning. To further affirm the commitment of these colleges to maximum access to education, they have well resourced and efficient student financial aid systems.

- Because of the unique nature of their student populations, community colleges provide their students with non-instructional services which are regarded as being beyond what is regarded as essential by tertiary institutions' definitions of such services. The exact definition of student services differs from one community college to another depending on their student populations and internal organisation.

- The recruitment of personnel at community colleges is organised in such a way that the best candidates are hired in any vacant position and measures are taken to guard against discrimination of any kind. Once hired, employees are subjected to personnel

development and performance evaluation. These processes ensure a climate of student success and excellence sought by these educational institutions.

- Community colleges make use of both full-time and part-time employees. This practice has both advantages and disadvantages. The advantages of using part-time employees include saving costs, bringing real vocational experience into the classroom and increasing educational flexibility in matching the demands of changing enrollments. The disadvantages have to do with the competition for jobs between part-time and full-time instructors, the heavy burden often put on part-time instructors and in certain cases lack of pedagogical training on the part of part-time instructors.

- The most popular qualification among community college academics is the master's degree followed by the bachelor's degree. Their ranks range from lecturer to professor with lecturers and professors being in the majority.

- Salaries of academics at community colleges depend on their qualifications, rank and experience. In addition to their salaries, employees, both full-time and part-time, also enjoy other employment benefits.

- Community colleges have been found to impact positively on:

:☞   Business and industry by suppyling them with a well trained workforce.

 :☞   Universities by admitting under-prepared students and prepare them for entry into universities or by diverting them to other equally beneficial programmes.

 ☞   The majority of students especially those with sub- baccalaureate aspirations.

☞   Society in that as more highly educated people earn more, they increase their spending which in turn yields more in sales taxes.

It is clear from the above perusal of literature on the American community college as well as the case study of SPC that American community colleges are playing a significant role in the provision of education in general and vocational education in particular, to the citizens of the USA. It is doubtful whether the USA could have developed socially, economically, technologically and politically to its present levels without the contribution made by community colleges.

It is hoped that some of the issues raised above will benefit those who are engaged in the process of transforming adult education and training as well as vocational-technical education in South Africa. It is understandable that some of the principles detailed above may not be implemented as they are in the South African context. However, with some adaptations where necessary, the application of some of the principles may have beneficial spinoffs for education in South Africa. In the next chapter attention will be focused on the South African situation pertaining to the provision of vocational-technical education and training.