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ABSTRACT

The purpose of this self-study manual is to provide a vehicle to enable state coordinating boards for community-junior colleges and their staffs to conduct an assessment or self-study of their activities, in order to better assess their role in the state's community-junior college system and to identify areas in which changes or improvements are needed. In each of seven areas, suggested steps are outlined. The seven areas are: (1) goals, scope, and legal responsibilities; (2) organization and administration; (3) planning and research; (4) finance; (5) external influences and relations--state and national; (6) relations with constituent institutions within the system; and (7) management information systems. A selected recent bibliography of 116 references to books, book chapters, and journal articles on state governing and coordinating boards for community-junior colleges is included for indepth review of particular phases of board operations. (CN)

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Self-Study Manual for State Governing  
and Coordinating Boards for Community/Junior Colleges

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of Community/Junior Colleges

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## I. INTRODUCTION

In the past decade there has been a rapid development of state-level agencies to coordinate or govern community and junior colleges. The Wattenbarger and Sakaguchi study found that (as of 1971) 43 states reported having a state agency responsible for coordination, supervision, or control of community colleges. Of these 43, seventeen indicated the existence of a state-level centrally administered community college system.

An additional study by Berdahl in 1975 revealed the dramatic movement toward coordinating and governing boards over the last three decades.

Number of States Classified by Type of Statewide Structure  
for Coordination in Higher Education  
1940-1974

Type of Coordinating Structure	1940	1950	1960	1965	1970	1974
No board.....	33	28	17	7	2	2
Voluntary association.....	0	3	6	3	2	1
Advisory coordinating agency.....	1	1	5	11	13	11
Regulatory coordinating agency.....	1	2	6	12	14	17
Consolidated governing board.....	13	14	16	17	19	19
<b>Total</b>	<b>48</b>	<b>48</b>	<b>50</b>	<b>50</b>	<b>50</b>	<b>50</b>

Source: Robert O. Berdahl, "Problems in Evaluating Statewide Boards," in Evaluating Statewide Boards: New Directions for Institutional Research, San Francisco: Jossey-Bass, no. 5, 1975, p.3.

In 1972, in an effort to solve problems which arose due to the rather rapid growth of state-level agencies for community colleges, Florida State University and the University of Florida established a Center for State and Regional Leadership. The Center is supported by a grant from the Kellogg Foundation. In-service educational opportunities, inter-agency coordination and a provision for evaluation of programs and goals were among the activities designed for state-level offices and staffs by the Center. Several notable studies included in the bibliography have been completed under Center auspices.

Because of this increased emphasis on state-level coordination and governance of community/junior colleges in the last few years, the need arose for the creation of the National Council of State Directors of Community/Junior Colleges. This Council was formally organized in 1966. Since then the Council has become well recognized by professional educators, the AACJC, the United States Office of Education and Congressional leaders, as one of the most effective spokesmen on the American scene for the community/junior college.

## II. REASONS BEHIND THE SELF-STUDY MANUAL DEVELOPMENT

The National Council of State Directors of Community/Junior Colleges has recognized the need for a vehicle to enable state boards and their staffs to conduct an assessment or self-study of their activities. This self-study manual contains suggestions which could provide such a vehicle for those boards and their staffs which desire such an assessment.

The overview of assessment procedures to be followed is hopefully self-explanatory. The self-study manual has been developed following an analysis of the literature on state governing and coordinating boards for community/junior colleges. Many suggestions were offered by practitioners in the field. These helped tremendously in improving the final product. (See Appendix A and B.) This manual attempts to cover the leading areas of board activity in such a way that, regardless of the type of board operation existing, each board will be able to see value in the generalized functions that are outlined. Each board which thoughtfully completes the self-study manual could better assess its role in its state's community/junior college system. Areas in which the board and its staff desire changes or improvements could be identified for future action. The approach to be followed by each board in completing the manual is an open-ended and flexible one. The bibliography should provide assistance to those boards who, after completing the self-study manual, desire an in-depth review of particular phases of their operations.

The following is a brief outline of the suggested assessment procedures to be followed by state governing or coordinating boards that desire to participate in a self-study. The National Council of State Directors of Community/Junior Colleges will serve as a clearing-house for self-studies undertaken.

## III. OVERVIEW OF ASSESSMENT PROCEDURES

The nine areas outlined in this overview section comprise the total self-study procedure for those states who volunteer to participate in the self-study pilot project. The time schedule is outline in Appendix C.

1. Placement in Total Framework of the State Post-secondary Education System:  
Each state governing or coordinating board responsible for junior and community colleges--along with its staff--should carefully chart and outline its location and relationships to the other components of the state's post-secondary educational system. The legal mission of the board within this framework should be described. The differences encountered in operating community/junior colleges under a state board as compared with a university system or state education department should be discussed.
2. Goals, Scope and Legal Responsibilities:  
Each board and its staff should articulate their purposes and objectives. This would

include a review of applicable state laws and appropriate rules and regulations which effect the board and its staff. It should also include a review of rules and regulations which they themselves promulgate which involve individual institutions. If a state plan exists it should be related to purposes and objectives identified.

3. Degree to Which Goals and Scope of Responsibilities Are Being Met:

After stating the purposes and objectives of the coordinating or governing board, the board and staff should determine whether the human, organizational, space and financial resources are presently adequate to accomplish the objectives and goals identified. One way to assist in accomplishing this would be for the board and its staff to complete this self-study manual which begins with scope and goals.

4. Relations with other Agencies:

Each state board or system responsible for community/junior colleges should review its relations with other agencies with which it interacts - both public and private.

5. Board-Institutional Relations:

Following completion of the self-assessment, an evaluation of avenues that currently exist for communication and appropriate participation by institutional representatives should be undertaken. This would insure that institutional concerns and goals are adequately reflected in state policies. This section is suggested as a response to several concerns in this area which have been found in the literature and encountered through personal experience.

6. Recommendations and Follow-up:

Recommendations for improvement, along with short and long-range plans for implementation, should be developed.

7. Profile Sheet:

The board staff should develop a statistical profile sheet of basic data and information which they feel would be helpful to the visiting committee.

8. Visiting Committee:

Following the completion of the assessment (including recommendations and follow-up), a visiting committee could be invited to visit the office of the board and its staff to review the overall work product of the self-assessment. The committee could be composed of institutional, state board, and public representatives from other states. The suggestions and recommendations made by the committee following their evaluation of the self-study could be quite beneficial to the board and its staff in their attempts to meet more fully and completely the purposes and objectives for their operation.

9. Post-visit Activities:

Following a careful review of the suggestions and recommendations contained in the visiting committee report, the state board and staff should attempt to implement as many as are deemed appropriate and financially practicable.

There are varied organizational patterns by which the community/junior colleges of America are governed. It is not the purpose of this self-study manual to establish the "proper" pattern or approach for such an organization. If a state governing or coordinating agency does effectively and efficiently what it is expected to do according to statute, regulations, and the expectations of its constituency, then it is operating well. This next section is a suggested guide to be followed and may be added to when needed or subtracted from when not applicable.

#### IV. SELF-STUDY

##### A. Goals, Scope and Legal Responsibilities:

1. State the overall role of the governing or coordinating board in the post-secondary education plan of the State.
2. Briefly describe in a few paragraphs the major purposes and objectives that the board and its staff have been established to accomplish? Cite the authority for these.
3. Explain briefly the historical development of the board and its staff.
4. Are the purposes and objectives stated and approved by the board in a master plan or role and scope statement? If so, provide the most recent statement.
5. Does the state plan for community/junior colleges--if one exists--provide for the establishment of institutional as well as system-wide purposes and objectives? Does the state board provide leadership in this regard? How?
6. Is there an orderly plan in operation which would bring community college services within the economic and geographic reach of virtually all residents within the state? At what point in its development is the state now located in its efforts to reach this goal if it is one of their objectives?
7. Have upper level baccalaureate degree granting institutions been established in the state where needed, or have community/junior colleges been permitted by state board action or inaction to become senior institutions thus changing their purposes and objectives of service? What effect has this had upon the other community colleges in the state and the communities they serve?
8. To what extent is the state board or its staff equipped to promote, expedite and support the purposes and objectives of the institutions within the system?
9. Aside from statutes or policies contained in a state plan, what expectations do the legislature, other public agencies and member institutions have for the state board and staff?



10. Describe any additional substantive questions or issues regarding Goals, Scope and Legal Responsibilities.

B. Organization and Administration:

1. Does the board have responsibility for coordinating or governing community colleges only, or does it have responsibilities for other types of institutions? If the latter, how well is it organized to meet the specific needs of community/junior colleges?
2. Outline and describe the size, method of selection, term of office, committee structure, and overall functions assigned to the governing or coordinating board. Are there by-laws by which the board operates? If so, provide a copy.
3. Describe and chart the present overall administrative structure--both by function and position--of the staff of the board.
4. Is it normal practice for each professional member of the board staff to have a job description which outlines the duties and responsibilities of his office? Are there provisions for these documents to be revised on a regular basis?
5. Identify the major actions taken by the board in the past year. Provide the minutes of the board for the past several years.
6. What procedures does the state board set for evaluation of its staff? Are the salary and benefits for staff members commensurate with the level of duty and performance expected? How do they relate to the salaries in similar areas at the institutions served by the board?
7. Develop an additional set of charts which indicate future or projected organizational patterns of utilization of the staff of the governing or coordinating board.
8. Is there any agency which has the authority to reverse, review or alter actions of the governing board? If so, explain.
9. Does the board or its staff utilize any regularly constituted advisory boards to assist in any of its areas of operation over which it exercises supervision?
10. To what extent are professional development opportunities available for state board staff on a planned and organized basis? How many staff members have taken advantage of the opportunities afforded by the Florida State University-University of Florida Center for State and Regional Leadership?
11. How well is the state board and its staff organized and equipped to administer



state policies and regulations? What happens or would happen if a state board would have to say "no" to an individual institution in an area of substantive concern?

12. What role does the governing/coordinating board and its staff have with regard to the "1202 post-secondary education commission" in the state? Are they one and the same or must they work under the umbrella of the "1202 commission"?
13. Describe any additional substantive questions or issues regarding Organization and Administration.

C. Planning and Research:

1. Is there a State Board of Education, Board of Regents or Council of Higher Education in the state whose duty it is to plan and develop a comprehensive state post-secondary education system? If so, how does the board governing or coordinating community colleges relate?
2. What procedures does the board or its staff follow in requesting institutions to appraise and evaluate the programs and services involved in their total operation? What does the board do with the report of any results so obtained?
3. Does state planning exist which includes both public and private institutions, or are only public institutions coordinated at the state level? Are they included in the overall state master plan? Provide the most recent copy.
4. Has the state governing or coordinating board taken any steps to involve proprietary schools in the planning or administration of the state system of post-secondary education?
5. What role does the state governing or coordinating board take in the development of criteria for the planning, establishment and location of new community colleges within the state?
6. In what ways does the state board promote and assist individual institutions in their desire to conduct institutional research?
7. Describe any additional substantive questions or issues regarding Planning and Research.

D. Finance:

1. Does a state-level "program fund," "minimum foundation program" or "formula funding support program" exist for community/junior colleges in the state? To what extent is the formula being followed in these years of "tight budgets?" To what extent are operating funds for institutions provided by state, local or student sources?
2. Has the state governing or coordinating board developed and promulgated a plan or a manual outlining accounting and reporting formats and schedules for community/junior colleges?

3. Does a plan for projecting future capital outlay needs in relation to enrollment and program needs exist? Is there a constitutional or legislative mechanism which exists which will permit full or partial funding of those capital outlay needs identified?
4. What role does the governing or coordinating board or its staff play in the approval of individual institutional budgets? Are sufficient criteria established in order for the budget allocation and review process to proceed in a smooth and business-like manner?
5. To what extent does the state board or its staff prepare, present and defend a consolidated community/junior college budget before the state legislature or executive budget board?
6. Describe any additional substantive questions or issues regarding Finance.

E. External Influences and Relations - State and National:

1. What other state agencies in the areas of personnel, finance, purchasing, and facilities, for example, must the governing or coordinating board and its staff deal with on a regular basis? What effects do these other agencies have on the overall services that can be provided to institutions?
2. Describe the present relations between the governing or coordinating board for community colleges and the board or authority within the state responsible for both vocational-technical and adult-continuing education. What steps have been taken to bring closer coordination and cooperation in these areas?
3. To what extent does the governing or coordinating board and its staff serve as spokesman for the individual community college's goals and purposes before the state legislature and executive branch budget authorities? How is the overall legislative program for community colleges developed?
4. In what ways and to what groups does the state governing or coordinating board and its staff clarify the established functions and roles for community/junior colleges which do exist or will exist in the state?
5. What role is currently being undertaken by the state governing or coordinating board in working with the various certifying and licensing agencies, in order to articulate better with various community college program outputs?
6. In what way does the state board monitor and handle relations with federal programs and other areas of outside resource development?
7. To what extent has the governing or coordinating board made use of materials developed or available from ECS (Education Commission of the States), SREB (Southern Regional Education Board), COPA (Council on Post-Secondary

Accreditation), WICHE (Western Interstate Compact for Higher Education), NEBHE (New England Board of Higher Education), ERIC (Educational Resources Information Center), NACUBO (National Association of College and University Business Officers) or the appropriate commission within its regional accreditation association dealing with community colleges?

8. What relations and influences impinge on the governing or coordinating board from such sources as the federal government, AACJC, ACCT, and regional or programmatic accreditation bodies?
9. How does the state board or its staff develop understanding, appreciation, and cooperation with both the elementary and secondary areas as well as the university contingent within the state?
10. To what extent does the state board or its staff interpret and serve as the spokesman for the community college movement in the state?
11. Describe any additional substantive questions or issues regarding External Influences and Relations.

F. Relations with Constituent Institutions within the System:

1. Program Review and Approval

- a. What role does the state governing or coordinating board for community colleges play in program approval, program continuance or program removal within the state's community colleges? Is there an up-to-date inventory of all programs offered at each institution?
- b. Is there any plan at the state level to develop some comparable system of course numbering and course descriptions for both credit and non-credit courses in the state's community colleges? If one exists what is the purpose of the plan and what criteria are used to evaluate and make decisions on courses?
- c. What role does the state governing or coordinating board play in developing ways to assess the manpower needs of the state in order to plan better the present and future curriculum needs for the state's community/junior colleges?
- d. In what ways does the state governing or coordinating board insure that there will be no duplication but rather adequate placement and implementation of vocational-technical programs within community colleges, area vocational-technical schools, and technical institutes? Is appropriate program evaluation also conducted?
- e. Describe any additional substantive questions or issues regarding Program Review and Approval.

2. Student Affairs.

- a. Have accurate procedures been implemented and followed whereby the state governing or coordinating board receives continually updated reports on student enrollment data including enrollment projections?
- b. Do state rules or regulations establish policies that govern admission to the community/junior colleges of the state, or is each institution able to establish its own criteria?
- c. Is there a well thought out and documented plan that exists which assists community college graduates to transfer to senior colleges and universities within the state?
- d. Has the state governing or coordinating board developed a plan which provides for equal access and equal opportunity for all citizens of the state regardless of race, color or national origin to take advantage of the programs which the state community/junior colleges offer?
- e. What role does the governing/coordinating board and its staff have in establishing and monitoring a system of scholarships, student financial aid, loans and work-study programs in the state's community colleges?
- f. Has the state board or its staff developed state procedures to handle the implementation of the Family Educational Rights and Privacy Act of 1974 commonly called the "Buckley Amendment"?
- g. Does a job placement and student follow-up mechanism exist within the community/junior colleges of the state in order to show accountability to the state for job-related career and occupational program graduates? Explain.
- h. Describe any additional substantive questions or issues regarding Student Affairs.

3. Rules and Regulations:

- a. What role does the state board or other agency of state government play in requiring that review, publication or public hearings be held by an institution prior to its making any changes in its administrative rules or procedures?
- b. Does an organized system of community/junior colleges exist in the state or is there simply a group of vocational-technical institutes and community colleges within the state called community/junior colleges or technical institutes? Do adequate state regulations exist for the entire system?
- c. What mechanisms or procedures exist to balance state coordination and local

autonomy? What levels of input from the faculty, staff and citizen groups exists to insure that the community college will be sufficiently grounded in its community? How well is this done in the areas of developing rules and regulations, budgets, legislation and finance matters for individual institutions?

- d. What provision is made by state rules or regulations for institutional personnel policies to include tenure, rank, selection, evaluation and retention procedures?
- e. What regulations exist to govern collective bargaining relations within institutions? Are these regulations well understood?
- f. Describe any additional substantive questions or issues regarding Rules and Regulations.

G. Management Information Systems:

1. Does the state governing or coordinating board utilize any financial, facilities student or program planning techniques such as a program budgeting system or a management information system? If not, what is the nature of the data gathering function? What uses are made of the information so derived?
2. Is the state governing or coordinating board staff the single state agency for the collection and analysis of data relating to community/junior colleges? If not, what role does the agency play in the coordination of data collected from and about community colleges? What role should it play?
3. To what extent do individual institutions have input into the state-wide data gathering system? To what extent is state-wide data compatible with data needed for decision-making at the institutional level?
4. Has the state board taken steps to systematize data collection? Explain.
5. What provisions are made for the overall evaluation of information and data-gathering systems which are utilized?
6. Describe any additional substantive questions or issues regarding Management Information Systems.

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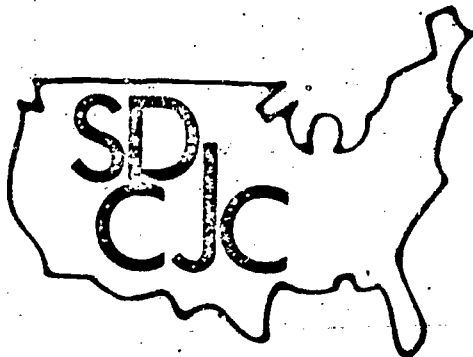
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### MEMORANDUM

TO: Members, National Council of State Directors of  
Community/Junior Colleges

FROM: F. Dean Lillie, Chairman *FDL*

SUBJECT: Pilot Project on the Assessment of the State Board  
and Staff Responsible for Community/Junior Colleges

DATE: July 23, 1975

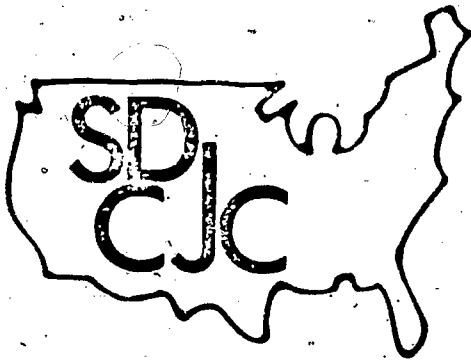
The National Council at its Summer Workshop in Estes Park, Colorado, voted to enter into a two-year pilot project on the assessment of the state board and staff responsible for community/junior colleges in each state. The project is designed to be a voluntary one on the part of each state. You will be invited to express your interest in participating as a pilot state later on this summer in separate correspondence. Attached for your consideration is the proposed timetable for the pilot project.

The purpose of this memorandum is to invite you to make suggestions to improve the proposed self-study project. If you were at the workshop, copies were distributed to you there. Those of you who did not attend will find the proposal attached. Please communicate your suggestions directly to the project director, Dr. H. J. Owen, whose name and address appear on the front cover of the proposal. The deadline for input is September 1, 1975. Following this date, a revised self-study proposal will be prepared by Dr. Owen for consideration by the Council at the November, 1975 meeting in Charleston, South Carolina.

Thank you for your continued consideration of this project. We will contact you further in several weeks for an expression of interest on your behalf in being a pilot state for this study.

sp

cc: Dr. H. J. Owen



National Council of  
State Directors of  
Community/Junior Colleges

MEMORANDUM

**TO:** Members, National Council of State Directors of  
Community/Junior Colleges

**FROM:** F. Dean Lillie, Chairman *FL*

**SUBJECT:** Pilot Project on the Assessment of the State Board  
and Staff Responsible for Community/Junior Colleges

**DATE:** August 15, 1975

The purpose of this memorandum is to invite you and your state board and staff to participate as a pilot state in the self-study project which was endorsed by the National Council last month at the summer workshop. You will remember that by letter of July 23, 1975, you were invited to give additional input to the proposal with a deadline date for input of September 1, 1975.

In order to give adequate time for states to consider this request for participation, a deadline for response has been set for October 15, 1975. This should give adequate time to assess the feeling and desires of each individual state.

If you have any questions concerning this project, please feel free to contact me. We look forward to announcing the names of the states who will participate at the November, 1975 meeting in Charleston, South Carolina. We hope your state will be included.

Thank you for your consideration of this invitation. We look forward to your reply.

sp

cc: Dr. H. J. Owen

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Outline of Self-Study Pilot Project for Assessment of State Board and Staff  
Responsible for Community/Junior Colleges

TASK	DATES TO BE ACCOMPLISHED
1. Endorsement of Self-Study Project by National Council	July 7, 1975
2. Request for input from State Directors mailed out by chairman	July 23, 1975
3. Invitation mailed to states to participate in pilot project by chairman	August 15, 1975
4. Establishment of areas of responsibility of both the National Council and the State Boards which decide to enter the project as pilot states	Sept. 1, 1975
5. Deadline for input from State Directors on Self-Study Project	Sept. 1, 1975
6. Deadline for response from State Directors on invitation to participate	Oct. 15, 1975
7. Approval of Revised Self-Study Manual by National Council	Nov. 6, 1975
8. Announcement of Participant States in Pilot Project	Nov. 6, 1975
9. Pilot States Begin Self-Study	Nov. 6, 1975
10. Self-Study Ends	August, 1976
11. Visiting Teams Selected	June/August,
12. Completed Self-Study and Related Materials Distributed to Team Members	Sept./Nov.,
13. Team Visits to Pilot States	Jan./March,
14. Visiting Team Reports	March/May,
15. Post-Visit Analysis Conducted by Pilot States	May-June, 1976
16. National Council Committee Prepares Final Report and Recommendations on Self-Study Project with Recommendations on a revised Self-Study Format	June, 1977
17. National Council Committee makes Final Report on Project to National Council Workshop	July, 1977

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JUNIOR COLLEGES