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ABSTRACT

Intended for community college administrators, governing boards, and other leaders interested in strengthening their institutions and communities, this monograph chronicles the experiences of five pilot colleges implementing the community-based programming (CBP) model of the Academy for Community College Leadership Advancement, Innovation, and Modeling (ACCLAIM). The first chapter reviews the community-based programming process, indicating that it involves 15 interconnected "processual" tasks that help colleges effect collaboration among community members, leaders, and agencies. The next five chapters detail individual colleges' efforts and experiences in implementing the ACCLAIM model. The second chapter focuses on North Carolina's Guilford Technical Community College, highlighting its use of CBP to improve workforce preparedness in the community. The third chapter discusses the efforts of North Carolina's James Sprunt Community College to address local high adult illiteracy rates and economic development. The fourth chapter examines the involvement of South Carolina's Florence-Darlington Technical College in local water quality issues. The fifth chapter describes efforts by South Carolina's Technical College of the Lowcountry to spur economic development in a local impoverished community. The sixth chapter reviews the experience of Virginia's Paul D. Camp Community College in using the CBP model to address substance abuse. The seventh chapter summarizes the observations and lessons learned from the pilot colleges' experiences. Implementation plans from the colleges and general guidelines on implementing CBP are appended. (BCY)

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Contents

Appendixes

Foreword

Community and technical colleges have traditionally responded to the changing educational needs of the people in their service area. To continue and more assertively meet these needs is paramount to the continued effectiveness and success of the nation's community and technical colleges. Edgar J. Boone and his associates at North Carolina State University have developed and validated a community-based programming model that, if effectively implemented by the nation's public two-year postsecondary colleges, can greatly enhance their capacity to empower people from all walks of life to increase their education and effectively participate in making decisions that affect their well-being. The ACCLAIM community-based programming model can help the people, their leaders, and community agencies to work together and combine their resources in resolving critical community issues. This teamwork is of utmost importance as these groups respond to community issues and particularly to the workforce needs of business and industry.

Today's community and educational leaders are dealing with challenges never before faced in the relatively young history of public community and technical colleges. Those communities that succeed and thrive have leaders who are sensitive and responsive to changing economic, technological, social, and political forces. These interactive, dynamic forces greatly affect the educational needs of people and the workplace needs of the public and private sectors.

Community-Based Programming in Action: The Experiences of Five Community Colleges presents the learning experiences of five community colleges in forging more viable linkages to their service area communities to resolve critical issues affecting quality of life. These five community colleges have demonstrated that the community college can become a leader and catalyst in its service area community. They have successfully implemented ACCLAIM's community-based programming process and are now models for the nation's community colleges. Having served as president of Paul D. Camp Community College and Florence-Darlington Technical College, I am pleased to have been a part of the success of each of these colleges in becoming community-based institutions.

This book is a tribute to the foresight and wisdom of Edgar J. Boone, who has continued to be a leader and has shared his process not only with higher education but with all communities in the states following the ACCLAIM model. Educators at all levels, community and civic leaders, business leaders, and elected officials will gain great insight through the experiences of these colleges. We educators have an obligation to be certain that our community and technical colleges can more effectively respond to everyone's educational needs. This book and its companion publication, *Community Leadership Through Community-Based Programming: The Role of the Community College,* are valuable resources that the nation's community college leaders can use to expand their colleges' roles to include greater involvement in the affairs of their communities.

Michael B. McCall
Executive Director
South Carolina State Board for Technical
and Comprehensive Education

Preface

Community-Based Programming in Action: The Experiences of Five Community Colleges documents the learning experiences gained by the Academy for Community College Leadership Advancement, Innovation, and Modeling (ACCLAIM) faculty and five of its pilot demonstration colleges in implementing the academy's community-based programming model. By adopting and implementing this model, the community college becomes a catalyst and leader in effecting collaboration among its service area's people, their leaders, and other community-based agencies and organizations to identify and resolve critical issues affecting quality of life. The successes reported by the five community colleges provide convincing evidence that the community college can greatly enhance its status, visibility, and effectiveness as a community leader.

This book is intended for pragmatic use by community college administrators, governing boards, and other influential community leaders interested in strengthening their community colleges, developing their communities, and serving the ends of democracy. The experiences chronicled here can be applied to all adult education organizations and community-based institutions that are serious about empowering people to identify and resolve community issues.

ACCLAIM's first book, *Community Leadership Through Community-Based Programming: The Role of the Community College,* describes the community-based programming process and the skills needed to implement it. This book, a companion to the first, provides real-life examples of successes and obstacles experienced by the five community colleges between 1992 and 1996.

Chapter 1 describes the community-based programming process, which includes 15 interconnected processual tasks as a systematic and rational process in which a community college effects collaboration among the people, their leaders, and community-based agencies and organizations in identifying, confronting, and resolving critical community issues.

Chapter 2 describes how Guilford Technical Community College effected community collaboration toward resolving the issue of workforce pre-

paredness. Guilford is an urban institution that serves the educational needs of more than 400,000 people in Guilford County, North Carolina.

Chapter 3 describes how James Sprunt Community College led the people of rural Duplin County, North Carolina, through the community-based programming process to work together to identify and address a high rate of adult illiteracy and subsequent issues of strategic planning for economic growth and community leadership development.

Located in a region of South Carolina that is rapidly becoming urban, Florence-Darlington Technical College is the focus of Chapter 4. Through the leadership of the college's environmental scanning committee and governing board, economic development was identified as the critical issue confronting the college's four-county service area. The case study describes this college's involvement in beginning the process of resolving a water-quality subissue of the larger economic development issue.

Chapter 5 focuses on Technical College of the Lowcountry (TCL), whose five-county service area includes affluent Hilton Head Island and historic Beaufort as well as three of South Carolina's most impoverished counties. Economic development was selected as the driving issue confronting the constituency, and TCL with the advice of its governing board elected to begin its work on this issue in one of the most deprived and isolated communities in its service area. Through the experiences and lessons learned in working with this local community, TCL will extend its work on economic development to other communities and eventually its entire service area.

Chapter 6 focuses on Paul D. Camp Community College's implementation of the community-based programming process. This case study differs from the others because the initiative for community-based programming began with people at the grassroots level in Franklin, Virginia. The president of this college played a key role in bringing the people of Franklin and its community agencies and organizations together to identify and address the issues of public safety and the loss of human potential resulting from drug-related problems.

Chapter 7 summarizes the observations and lessons learned by ACCLAIM's faculty and the five pilot demonstration colleges in implementing the model. Guidelines for implementing community-based programming are provided in the appendixes.

We would like to thank all the case study authors for their hard work and unwavering belief in the contributions that community colleges can make to their communities. In addition, we extend our sincere acknowledgment and appreciation to the W. K. Kellogg Foundation; North Carolina State University; the North Carolina, South Carolina, Virginia, and Maryland Community College Systems; ACCLAIM's faculty and staff; Tom Knecht; and Community College Press. Without the assistance and nurturing provided by these groups and people, the publication of *Community-Based Programming in Action: The Experiences of Five Community Colleges* would not have become a reality. We are most grateful for this assistance provided to us in the final preparation and publication of the book.

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Facilitating Community Renewal Through Community-Based Programming

1

Edgar J. Boone, Iris M. Weisman, and John M. Pettitt

Community colleges are, by their history and authorizing legislation, community-based organizations. The link between the community college and its community is proudly declared in most, if not all, community college mission statements. Yet many community colleges have not consciously and purposefully assessed what is required to fulfill their role as community-based institutions.

The state of the American community in the last decade of this century reflects a need for renewed and redefined community leadership. Throughout the United States, decision making about community issues has been confined largely to people in formal positions of power and leadership. Consequently, many citizens feel a sense of isolation, alienation, and dissociation. They feel disenfranchised and powerless to improve their quality of life and the well-being of their communities.

This feeling of powerlessness is visible in the political process. During the last half of this century, Americans have become less inclined to exercise their constitutional rights. Apathy and dependency characterize sizable numbers of the nation's people. The election of public officials is often determined by a vocal minority due to the large number of citizens who choose not to participate in the democratic process.

In addition to this state of apathy, Americans have become a dependent people who look to the government to confront and solve the issues

and problems they face daily. In response, the federal government is restructuring its assistance programs and giving state and local governmental agencies more responsibility for designing and implementing programs.

Unfortunately, agency and organizational responses to critical issues confronting the people and their communities are fragmented. These communities lack mechanisms and systems for developing unified, collaborative efforts among the people, their leaders, and those agencies and organizations to confront and resolve issues.

Because of this fragmented environment, people need to develop the ability to cope with the forces affecting their quality of life. For people to take responsibility for their own lives, they must have opportunities for personal and community development that will enable them to interact effectively within and beyond their local community. They must develop special leadership skills focused on collaborative identification and resolution of issues.

Communities need an organization that can function as a leader and catalyst to bring together the people, their leaders, and other agencies and organizations to collaborate in identifying and working toward resolution of critical issues. By virtue of their mission and community orientation, community colleges are uniquely suited to reposition themselves and to expand their leadership role. Community-based programming provides the means. However, in most cases, the members of the college's professional staff lack the knowledge, skills, and experience needed to become actively involved in community-based programming. This book was developed in response to the need of community college leaders to learn more about implementing this process.

The ACCLAIM Community-Based Programming Process

In 1991, the Academy for Community College Leadership Advancement, Innovation, and Modeling (ACCLAIM) was established to develop, test, and validate a community-based programming process. The primary targets of ACCLAIM's efforts were the 114 community colleges in the upper South (Maryland, North Carolina, South Carolina, and Virginia). ACCLAIM was

established as a five-year demonstration project funded jointly by the W. K. Kellogg Foundation, North Carolina State University, and the four states' community college systems.

Examples of critical issues that community-based programming might address include economic development, illiteracy, unemployment, health care services, and the environment. Through training and participation in this process, community college trustees, administrators, faculty members, and community leaders commit to working *with* the people rather than *for* the people in addressing community problems and issues.

A complete description of ACCLAIM's community-based programming process is provided in *Community Leadership Through Community-Based Programming: The Role of the Community College* (1997) by Boone and Associates. A series of 15 interconnected *processual tasks* gives form to the community-based programming process:

Preparing and Positioning the College for Community-Based Programming: Processual Tasks 1, 2, and 3

Processual Task 1. *The community college develops and adopts a definition of community-based programming that encompasses those basic principles and concepts required to fulfill its mission as a community-based institution.*

Processual Task 2. *The community college engages in a careful study of its community to increase its knowledge of its social-cultural, economic, technological, and political environment.*

Processual Task 3. *The community college examines and, if needed, reinterprets or modifies its mission, philosophy, goals, organizational structure, and mode of operation to emphasize community-based programming as one of its major programmatic efforts.*

Community-based programming will represent a major change in the way the college functions. In addition to its effect on the internal operations of the community college, the process also will change the manner in which the community college becomes more actively involved in community affairs. Key decision makers within the college community, as well as those in the service area community, must be involved in discussions and debate about the values that can accrue to all through community-based programming. The decision makers can thus be helped to understand the influence that community-based programming will have upon existing college programs and on the programs of other community agencies and organizations.

The definition of community-based programming developed and adopted by the college enables the college to make the needed changes in its mission, goals, modes of operation, and organizational culture to facilitate its involvement in community-based programming.

In order to function effectively as a community-based institution, the community college must increase its understanding of the environment in which it functions and the relationship between its service area and that larger external environment. The president, senior administrators, and staff use the information gathered from the study of these external environments to engage in community-based programming.

The mission, philosophy, and goals of the community college shape its organization and mode of operation. As the community college adopts a definition of community-based programming, the college needs to assess the unavoidable impact of this new definition on its current mission, philosophy, and goals. If the beliefs and values of community-based programming are not already incorporated into college's mission statement, philosophy, and goals, they may need to be reinterpreted or modified.

The college's organizational structure and mode of operation must also reflect the college's renewed commitment to its community. The college president should establish a community-based programming management team (hereinafter referred to as the management team) as an integral part of the president's office. The management team is given the responsibility and trained in the skills necessary to guide the college's efforts in implementing the community-based programming process.

Environmental Scanning: Processual Tasks 4, 5, and 6

Processual Task 4. *The community college's president establishes and employs an appropriate mechanism for scanning the college's external environment for the purposes of identifying and ranking, in order of importance, issues that are of critical concern to the community and its people.*

Processual Task 5. *The environmental scanning committee conducts a study of the community under the leadership of the community college president.*

Processual Task 6. *The community college's president seeks further confirmation and legitimation of the ranked issues from the college's governing board and from other community leaders.*

The community college needs a comprehensive and continuing process for obtaining information about threats to the well-being of its service area. Through the office of the president, the college establishes an environmental scanning committee, typically chaired by a senior administrator and comprising 12 to 15 knowledgeable community leaders. To ensure the committee's effective functioning, the management team, with the president's concurrence, defines the committee's role and its relationship to the college, determines the committee's size and membership, and develops and implements an environmental scanning training program for the committee.

Through its study and analysis, the committee functions as the college's eyes and ears, gathering information and reporting on any sociocultural, economic, political, and technological issues and trends. Studying the community often provides insights that are new to the college's administrators, faculty members, and governing officials. The college gains increased knowledge that further confirms the need for its active involvement in community affairs through community-based programming.

The college's management team provides technical assistance to the committee in analyzing the data. The management team plans and coordinates training sessions for the committee and helps members to identify and rank the most critical issues. In most cases, the committee will face multiple, overlapping issues and will have to narrow them down to include only those of critical importance. The committee then submits the list of issues, ranked in order of their priority to community well-being, to the president.

For community-based programming to succeed, the community's traditional sources of influence must be included in the identification of issues. These leaders can validate the committee's analysis and conclusions. Their inclusion establishes their ownership of these issues and the subsequent community-based programming initiatives.

Since community-based programming is a fully institutionalized process, the governing board must be made aware of the college's community-based programming progress. The president involves the board of trustees in a further study and evaluation of the ranked issues. This is an important stage because ultimately, the board will need to approve and sanction the issues that become the focus of the community college's community-based programming initiatives.

The environmental scanning committee continues to function on a permanent basis. Although committee membership may change over time, the committee itself is institutionalized into the college's organizational structure.

Studying, Analyzing, and Mapping the Service Area Publics and Forming the Coalition: Processual Tasks 7, 8, 9, and 10

Processual Task 7. *The community college studies, analyzes, and maps the public in its service area that is affected by the issue selected for resolution.*

Processual Task 8. *The community college selects and uses effective processes and techniques for identifying both the formal and the informal leaders within the target public and stakeholder groups.*

Processual Task 9. *The community college initiates dialogue with leaders of the target public and stakeholders to encourage and assist these leaders in attaining consensus on the importance of the issue and in forming a coalition to address the issue.*

Processual Task 10. *The community college engages the coalition in further studying and analyzing the issue, refining the definition of the issue, and deciding upon the strategies to be pursued in resolving it.*

The college's management team must ensure that those affected by the issue are identified, involved, and empowered to assume the dominant role in working toward issue resolution. The public that is most directly affected by an issue is referred to as the *target public.* A specific target public is associated with each issue selected. Using a number of strategies including system analysis, social stratification, cultural analysis, political subdivision analysis, and human services analysis, the management team studies, analyzes, and maps the target public.

At this initial stage, the management team also identifies and learns as much as possible about community groups, agencies, and organizations that have a stake in the chosen issue and its target public. These *stakeholders,* who may already have programs focused on the issue, also must be persuaded to become involved with the leaders of the target public in resolving the issue. Stakeholders commonly possess needed expertise and resources for issue resolution. The management team must become informed about the agendas and the work of these stakeholder groups in order to know how to approach and involve them in the community-based programming process.

Discovering how to access the target public and stakeholder groups is essential to engaging them in dialogue about the issue. To achieve this outcome, the management team identifies their formal and informal leaders. Effective approaches to leader identification assess leader characteristics such as position, social participation, decision-making leadership, and reputational leadership. Through the influence and consent of

these leaders and spokespersons, the management team creates a greater awareness and understanding of the issue among the target public. The involvement of these leaders also subjects the issue to scrutiny and perhaps a redefinition based upon the target public's culture and perceptions about the issue.

Through the management team's discussion and dialogue with leaders of the target public and stakeholders, three positive outcomes are achieved: they acquire an understanding of the issue and commit themselves to becoming a part of a team effort to resolve the issue; their valuable input contributes to refining the issue so that it meshes with the social and cultural context of the target public; and they agree to become members of a coalition that will develop and implement a collaborative plan of action leading to issue resolution. Only an effectively functioning and committed coalition can combine and utilize the talents and resources of the target public and stakeholders to have a measurable impact on resolving the issue.

A coalition is a temporary organization formed to address a specific problem or issue. It generally disbands once the problem or issue has been resolved. The coalition assumes primary responsibility for resolving the issue; the role of the college and its management team is to help and provide technical assistance to the coalition.

The initial task of the coalition is to refine the definition of the selected issue. This process involves a comprehensive analysis of the economic, sociocultural, political, and technological factors. The management team provides considerable technical assistance to the coalition in redefining, reaching consensus, and analyzing the issue chosen and identifying the subissues encompassed within the larger issue. In addition, the management team works with the coalition to develop the necessary teamwork skills such as communication, conflict resolution, consensus building, and collaboration.

Once an issue has been defined and its subissues identified, the coalition envisions what will exist within the target public if the issue is resolved. This vision statement helps the coalition focus on the ultimate goal of its community-based programming efforts—the resolution of the selected issue—and provides a guide for the coalition's actions to that end.

Developing and Implementing the Plan of Action: Processual Tasks 11 and 12

Processual Task 11. *The community college provides leadership for the coalition in translating its decisions into a unified plan of action.*

Processual Task 12. *The community college aids the coalition in implementing the plan of action by providing consultation, technical assistance, and opportunities for coalition leaders and other community leaders to report on progress made, discuss obstacles encountered, and explore the use of alternative strategies not included in the initial plan of action.*

The development of a plan of action by the coalition is a key component of the community-based programming process. Without a well-developed, functional plan of action, an issue-specific coalition will flounder and accomplish little toward resolving its issue. The plan of action describes the actions the coalition will take to resolve the larger issue and its subissues and serves as a blueprint that guides the coalition's future efforts.

The strategy for addressing each subissue needs to incorporate the following components:

- a definition of the subissue and the identification of the target public affected
- the formulation of learner objectives that define the specific change needed in the target public to resolve the subissue
- the design of learning experience activities in which the target public would need to participate to acquire behavioral change specified in each learner objective
- the development of an implementation schedule that indicates when each learner activity will be conducted
- the identification of resources that will be needed to implement each of the learner activities
- the designation of coalition members or other persons who will provide the resources for and actual implementation of each learner activity
- the specification of expected outcomes for each learner objective

The outcome clearly articulated and defined in its goal statement becomes the beacon toward which the coalition works. The coalition is helped to define indicators and standards for determining whether the issue has been resolved or whether progress is being made toward resolving it.

The management team assists the coalition in implementing the plan of action. Implementation includes more than carrying out the activities specified in the plan. The coalition must monitor and evaluate the actions taken and adjust the plan accordingly. Although the management team's support and guidance are critical to the coalition's success, the management team's role is one of providing technical assistance and support, not one of responsibility for implementation of the plan. The coalition must assume full responsibility for implementation.

Assessing and Reporting Outcomes: Processual Tasks 13, 14, and 15

> ***Processual Task 13.*** *The community college provides leadership for the coalition in assessing the outcomes achieved toward resolving the issue and in determining the cost-effectiveness of the plan of action.*

> ***Processual Task 14.*** *The community college arranges for and helps coalition leaders to report to their respective constituencies, agencies, organizations, and other stakeholders on the progress made toward resolving the issue.*

> ***Processual Task 15.*** *The coalition uses the results of the plan of action and lessons learned through its implementation to develop and implement new strategies for continued efforts toward resolving the issue.*

The plan of action guides the coalition's community-based programming efforts and specifies the standards against which the coalition monitors its

success. The management team assists the coalition in monitoring progress, documenting results, and evaluating outcomes. The coalition conducts summative evaluations to assess the impact of its actions on the resolution of the issue. The management team assists the coalition in the collection, documentation, and analysis of the data that will be used as indicators of outcome achievement. In conducting a summative evaluation, the coalition also evaluates the human, financial, and other resource costs of and the benefits accrued from the community-based programming effort.

Since community-based programming is a community-owned effort, the coalition has a responsibility to account to the various community-based programming constituents. This accountability ensures that everyone connected with the issue is kept informed about the initiative and the progress achieved. Through developing and presenting reports, coalition members recognize their own achievements and renew their commitment to the community-based programming initiative. In addition, the dissemination of progress reports develops interest in and excitement about community-based programming on the part of previously uninvolved members of the target public and previously unidentified stakeholders. The media can play an important role in disseminating information to community residents.

The coalition reports its outcomes to three target audiences: the target public and its leaders; the leaders of the stakeholder groups and their constituencies; and the community college board of trustees, administrators, faculty, and staff, including the members of the environmental scanning committee.

The initial issue defined by the college will be broad; moreover, the redefined issue by the coalition also will be broad and will encompass many subissues. Therefore, resolution will require considerable time and sustained effort, most likely involving more than one planning cycle. The outcomes achieved and the lessons learned through formative evaluation by the community college and the coalition in implementing the plan of action serve as the basis for any subsequent planning cycle. The coalition uses the evaluation results to assess whether the coalition should disband or continue its efforts and to develop subsequent plans of action.

Pilot Demonstration Colleges

The centerpiece of ACCLAIM's work in developing, testing, and validating the community-based programming process is its pilot demonstration colleges. Using the demonstration method that has been highly successful in the Cooperative Extension Service's efforts to bring about change, the four state community college systems and ACCLAIM selected these pilot colleges to demonstrate to the region's and the nation's community colleges how to incorporate community-based programming into their institutional programming process. This teaching and learning strategy is anchored in the belief that the dissemination is best achieved through successful demonstration by a respected peer. Thus, by learning firsthand how to implement community-based programming and by demonstrating the process to other community colleges, these pilot colleges serve as models and learning laboratories for the community colleges in the four-state region and throughout the United States.

Selecting the Pilot Demonstration Colleges

One of the first steps in implementing the ACCLAIM project was to identify and select the pilot colleges. The ACCLAIM staff requested that the central offices of the four state community college systems in the Upper South Region each recommend one community college with a predominantly rural service area and one with a predominantly urban or semiurban area.

The colleges selected were ones for whom the observation and collection of data within the service area could be reasonably managed. The state community college systems were asked to select colleges in which the leadership was stable enough for the college to give continuous support to a four-year program, since major changes in leadership during the pilot project would require the rebuilding of support and communication channels. In addition, the community college and its service area were to be adequately representative of the community colleges in the state and, to some extent, the region.

The selected community colleges' leaders and faculty members were supportive of their institutions being observed and were committed to serving as learning laboratories for the project. They agreed to have objective

program observers present at activities and to provide results and feedback through a variety of methods. In addition, they agreed to engage actively in ACCLAIM's professional development and in-service training activities and to commit the necessary resources, including travel and per diem allowances for project participation.

Eight community colleges initially accepted the responsibility of becoming an ACCLAIM pilot college: Baltimore City College, Maryland; Charles County Community College, Maryland; Florence-Darlington Technical College, South Carolina; Guilford Technical Community College, North Carolina; James Sprunt Community College, North Carolina; Southside Virginia Community College, Virginia; Technical College of the Lowcountry, South Carolina; and Thomas Nelson Community College, Virginia. Because of resource limitations, Baltimore City College withdrew as a pilot demonstration college.

The Virginia Community College System later added two more pilot colleges and provided additional funding to support training and the implementation of the process: Blue Ridge Community College and Paul D. Camp Community College.

The Roles of the Pilot Colleges

By joining the pilot program, the leaders of these colleges agreed to fulfill three major roles:

- to develop and demonstrate skills for effective implementation of community-based programming through participation in intensive training and practical application
- to test and validate the community-based programming process by engaging the college, target publics, and stakeholders in a collaborative effort to resolve the critical issues affecting quality of life in their communities
- to serve as demonstration models and learning laboratories for other community colleges

The pilot colleges have received extensive support from the ACCLAIM staff, state community college system representatives, and leaders of government agencies and higher education institutions.

ACCLAIM's Role in Supporting the Pilot Colleges

ACCLAIM dedicated extensive resources to support the pilot colleges. Assistance ranged from formal institutes and training sessions to on-site assistance and printed materials. ACCLAIM conducted annual institutes, each approximately 10 to 15 days long, in each state to train pilot college administrators, faculty members, and governing officials as well as other key community leaders in community-based programming. The content, schedules, and format for these institutes were determined collaboratively by the ACCLAIM staff, the pilot college staffs, and state community college system officials. A total of 419 college and community leaders associated with the nine pilot colleges participated in 104 days of institutes.

The institutes' curriculum covered the concepts, tools, and skills necessary for effective implementation of community-based programming. Emphasis was placed on the rationale behind involving leaders from diverse socioeconomic and cultural groups within the community and to the skills needed to achieve that broad-based involvement. Through continual feedback from planning committees and program participants, the institute curriculum was evaluated and revised to ensure its effectiveness.

The ACCLAIM staff also provided technical consultation through site visits to the pilot colleges. The purposes of the visits were fourfold: to assess the progress being made in implementing community-based programming, to assess the additional training needed, to provide technical assistance, and to document implementation of the community-based programming process. In addition, ACCLAIM faculty members served as liaisons between ACCLAIM and the pilot colleges and provided support to college personnel as they encountered challenges in implementing the process.

Printed materials, such as a guide entitled *Community-Based Programming: An Opportunity and Imperative for the Community College* and an annotated bibliography of resources on community-based programming, were developed to assist the pilot colleges in becoming community-based organizations. These materials provided a mechanism for the leaders of the pilot colleges to monitor their own progress and to ensure that their practices were consistent with ACCLAIM's community-based programming process.

Developing Case Studies of the Pilot Demonstration Colleges' Community-Based Programming Efforts

In 1994, the ACCLAIM staff decided to document the community-based programming process and to share lessons learned with an audience beyond the four-state region. The efforts resulted in two international institutes and *Community Leadership Through Community-Based Programming: The Role of the Community College.* In addition, five of the nine pilot colleges were selected to document through case studies their efforts between 1992 and 1996.

One of the goals of developing case studies on the ACCLAIM community-based programming process was to demonstrate its applicability to varied settings. Therefore, the five community colleges that share their experiences in this volume were selected, in part, on the basis of their differing characteristics. Each has its own social, political, cultural, and environmental context and each issue addressed through community-based programming is different.

Guilford Technical Community College, a large urban institution serving Guilford County, North Carolina, is the fourth largest community college in the state, with four campuses, 425 faculty and staff members, and more than 6,600 students. The county spans more than 650 square miles and has a population of approximately 365,000. Industries include textiles, furniture manufacturing, high technology, and service.

James Sprunt Community College is a small community college serving a primarily rural county in southeastern North Carolina. Duplin County spans approximately 819 square miles and has a population of almost 40,000 people. Approximately 1,050 students attend James Sprunt. The county's economy is based on agriculture, textiles and other manufacturing.

Florence-Darlington Technical College is in the northeast quadrant of South Carolina, an area known as the Pee Dee Region, and serves primarily residents of Florence, Darlington, and Marion counties. This urban college located in Florence enrolls approximately 3,200 students. The predominantly rural service area has a population of slightly more than 307,000, more than one-fifth of whom reside in Florence.

Technical College of the Lowcountry (TCL) serves Beaufort, Colleton, Hampton, and Jasper counties in the Lowcountry of South Carolina, in the southeast quadrant of the state. It is a small college in a rural area, with an approximate enrollment of 1,400 students. The Lowcountry is an area of considerable natural beauty and is home to the affluent island community of Hilton Head as well as impoverished rural communities. The traditional economy of the Lowcountry has changed from agriculture and fishing to one based on the military, tourism, and industry.

Paul D. Camp Community College serves the western Tidewater region of Virginia, an area with rural, small town, and suburban lifestyles. Since opening its doors to students in 1971, the college has grown from a single rural campus in Franklin to a three-site institution including an urban campus in Suffolk and a center in Smithfield. Enrollment is approximately 1,600. The population of Paul D. Camp Community College's service area is approximately 100,000, with some 8,000 residing in Franklin.

What Can Be Learned from This Text

ACCLAIM's community-based programming process provides a comprehensive approach to addressing community issues. The process is a system of interconnected components that assists the college in logically achieving its goal of becoming a leader and catalyst in resolving community issues. It reflects an understanding of programming as a conceptual, process-oriented endeavor. There are no prescriptive steps to follow, nor are there restrictive specifications of content or context to which the community-based institution must adhere. Therefore, the process is applicable to all community colleges and all adult education and community-based organizations. The model is flexible and adaptable; yet to be effective, it must be implemented in its entirety.

The pilot college case studies depict the application of community-based programming in a variety of settings using a variety of approaches. They are intended to serve as an inspiration for community colleges, adult education organizations, and other community-based organizations to accept the role of leader and catalyst to assist in the improvement of the quality of life among the residents of their communities. These five com-

munity colleges represent small and large institutions, in rural and urban service areas, with strong and struggling economies.

As the need increases for residents to become active and empowered participants in the decisions made about their communities, community-based programming becomes an increasingly important process for improving the welfare and well-being of the nation and its communities.

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The Guilford Technical Community College Story

2

Karin Pettit, Wynetta Y. Lee, and Donald W. Cameron

This case study presents the experiences of and lessons learned by Guilford Technical Community College (GTCC) as the institution broadened its mission and became valued as a community leader and catalyst resolving a critical issue identified by GTCC's environmental scanning committee and sanctioned by the governance board. Although the college's work in community-based programming is ongoing, this case study covers the period from 1992 to 1996 as the institution moved through one complete cycle of the community-based programming process. The focus of the study is how this college applied ACCLAIM's model and how it was able to empower people to resolve an issue that threatened the quality of their lives.

History and Background of Guilford Technical Community College

GTCC opened in 1958 as Guilford Industrial Education Center. In 1965 it became Guilford Technical Institute, authorized to grant the associate in applied science degree. Due to an increase in the number of students served and the variety of programs offered, the institution became Guilford Technical Community College in 1983. The current name reflects the college's evolution into a comprehensive community college. It is the fourth largest community college in North Carolina with 480 faculty and staff. The college has a main campus in Jamestown and campuses in Greensboro,

High Point, and the Piedmont Triad International Airport. Today, the college offers more than 60 credit programs of study as well as extensive continuing education, community service, and adult literacy opportunities at more than 300 locations.

Education is a high priority among the county's residents. Today, an estimated 84 percent of the county's high school graduates continue their education beyond high school and, of them, approximately 31 percent attend two-year colleges, with many attending GTCC. Approximately 11,000 students are enrolled in credit programs and another 25,000 in continuing education. More than 80 percent of these students come from within Guilford County.

GTCC serves Guilford County, in the Triad region of North Carolina, an area that encompasses Greensboro and High Point. Two major interstate highways run through Guilford County, one of which connects the county to the Atlantic coast and to states as far away as California. The other runs from New England to Atlanta. The cities of Greensboro and High Point contain 72 percent of the total county population. Because of the county's strategic location, the college has been able to position itself to be the center of regional collaborations.

To support the rights of all people to an education, over the years county leaders helped to found Guilford College (a Quaker school), the University of North Carolina at Greensboro (formerly a women's college), and North Carolina A&T State University (a historically black institution). Guilford County now has more institutions of higher learning than any other North Carolina county.

Less than a half-day's drive from the state's world-renowned beaches and only a few hours from a number of ski resorts, the area is ideally located for individuals wanting a diversified social life. More than 100 public parks, minor league baseball and hockey teams, and numerous golf courses provide residents a wide choice of recreational activities. Events such as theater, ballet, opera, the Eastern Music Festival and the North Carolina Shakespeare Festival offer residents a wide choice of cultural events.

The county spans more than 650 square miles and has a population of approximately 365,000, of whom more than 26 percent are African Americans, and a workforce of approximately 187,000. Many workers are employed by the 8,700 companies that have operations in the county. The unemployment rate is usually low, remaining between 3 and 4 percent.

Traditional industries such as textiles and furniture—the International Home Furnishings Market based in High Point is world-famous—have been joined by the high-technology and service industries to give the area a thriving and diversified economy. The per capita income is $18,117, and the median family income is $36,100.

Institutional Governance

GTCC is one of 58 community colleges in the North Carolina Community College System. Governance in the system flows through two primary avenues: the State Board of Community Colleges and the colleges' boards of trustees.

The president of GTCC is employed by a 13-member local board of trustees and is legally responsible for the operation of the college. The college is chartered by the North Carolina General Assembly to own the buildings and land that it occupies.

The college has long worked in the community, but the effort was often fragmented, leaving many people unaware of the valuable services being provided. "I see community-based programming as the means for realizing my vision of transforming the college's role in the service area," Donald Cameron, GTCC president, told the senior administrative staff during the development of the ACCLAIM proposal. Cameron's first test of commitment to community-based programming was to win the approval of the college's board of trustees. His approach to the board would affect their reaction to the idea.

He chose an upcoming board retreat as the occasion for the introduction to community-based programming. Cameron stated, "I could have put this item on the agenda of our regular monthly board meeting, but I really wanted to have time to discuss the pros and cons of the process and to stimulate dialogue among board members." Cameron invited Edgar J. Boone, director of ACCLAIM, to make the presentation so that the board could understand fully the commitment that the institution would have to make as a demonstration pilot college.

Lively discussion ensued, especially around the political realities of shifting the college's role in Guilford County, and, perhaps most important, of committing sufficient resources (time, staff, and money) for the new ini-

tiative. Many board members were intrigued with the idea of uniting residents around critical quality of living issues. Others liked the notion of collaboration. One board member said, "We can't be everything to all people." Another said, "We are not responsible for the social problems in our community." The chairman of the board countered the dissenters with a poignant question: "If not us, who?" After a moment of silence while each board member reflected on that question, the board sanctioned the college's pursuing an appointment as an ACCLAIM demonstration college.

Soon after the meeting, the college's proposal was completed in response to the North Carolina Community College System's request for proposals. "We knew the competition would be stiff, with 18 of the state's 58 community colleges competing for one of the two pilot college positions," Cameron said. In October 1991, former governor Robert W. Scott, system president, announced at a meeting of the state system's board that GTCC had been selected.

"We spread the word about our successful proposal in several ways," said Karin Pettit, vice president of GTCC. "Internally, employees were informed through various in-house publications such as newsletters and memos. Externally an article appeared in the local newspaper. However, the college hit the speaker's bureau circuit hard and made personal appearances before major groups to really get the word out in the community." This comprehensive coverage was an essential foundation for gaining support for the college's new role.

ACCLAIM appeared at a crucial time in the college's history. Around the time that ACCLAIM had secured funding, Don Cameron was named president of the college. Cameron had served as the college's chief academic officer for more than 10 years and entered the presidency with the advantage of a clear understanding of the institution and its service area. In his new position, Cameron brought a desire to change the college's traditional role in its community.

Institutionalizing Community-Based Programming: Processual Tasks 1, 2, and 3

New ventures are successful only if they have longevity in the organization and become ingrained in all facets of its programmatic operations. All mem-

bers of the organization must embrace the venture as part of the organization's culture and value system. Thus, GTCC's first major task was to institutionalize the community-based programming process. Institutionalization evolved over time as the process became the means for the college to reposition itself as a leader and catalyst within its service area.

During the early stages of implementation, the president, along with a group of institutional and community leaders, learned about the concept and principles of the community-based programming process. They studied the college's own strategic planning process to determine how community-based programming could be integrated into overall programming efforts.

The community-based programming process requires a community college to begin institutionalization immediately after the college's decision to engage in community-based programming. Initial movement toward institutionalizing community-based programming began with the college leadership's (the president and the governing board) approval of the process.

Cameron acknowledged that if GTCC was to institutionalize community-based programming, the board of trustees must be involved in understanding the process and its implications for the college. First, Cameron talked with individual board members about its potential for strengthening the college's involvement in community affairs. In November 1991, Cameron invited Boone to make another formal presentation. As a result of those efforts, in December 1991 the board enthusiastically endorsed the college's involvement in community-based programming. Later many of the board members would participate in ACCLAIM's institutes.

Cameron understood that he had to "walk the talk" and, as a second test, his behavior would mark the importance of community-based programming for the college's faculty and staff. His actions had to support his words about the importance of the project. Therefore, he felt it was essential that he participate in ACCLAIM's training institute during the first year, even though as a new president he faced many other issues and time constraints. However, his participation not only underscored the importance of community-based programming as a valued initiative, it also helped him acquire a thorough understanding of the process and how to implement it.

Positioning the College to Engage in Community-Based Programming

> ***Processual Task 1.*** *The community college develops and adopts a definition of community-based programming that encompasses those basic principles and concepts required to fulfill its mission as a community-based institution.*

The first and perhaps most critical institutionalization task is to develop and adopt a definition of community-based programming that is compatible with the cultures of the college and its service area. In an urban setting, multiple issues negatively affect the quality of life of the residents. In developing GTCC's definition of community-based programming, the president was particularly mindful of the rich history and culture of the college in relation to its involvement in its urban service area. In addition, Cameron noted, "I was very sensitive to the numerous community organizations in our college's service area and their efforts in addressing community issues." Cameron also considered the scope of the college's existing programs and the myriad departments that were involved to varying degrees in addressing community issues. The college's organization, culture, and mode of operation are complex. Faculty members were deeply vested in existing programs and hesitated to institute drastic changes in the college's response to traditional postsecondary educational needs.

"The college's development of a definition of community-based programming was dependent upon its willingness to reflect on established programs and to consider potential opportunities for improved service to its community," Vice President Pettit pointed out. "Our external environment is complex, filled with the social and economic realities of multiple issues pressing the college's service area and the political reality of hundreds of organizations trying to address those issues. Our president gave the management team the charge to work in concert with board officials, the faculty and staff, and community leaders to develop a definition of community-based programming that would be compatible with the culture of the college as well as its urban service area."

Through study and the involvement of many people, the college developed and adopted a definition of community-based programming that emphasized the role of the college as "a leader and catalyst among the people, their leaders, and community organizations and agencies in promoting and effecting economic and social change in Guilford County." This definition emphasized a collaborative process in which community-based programming becomes an integral part of the college's mission, philosophy, organization, and mode of operation.

Increasing the College's Knowledge Base About and Understanding of Its Community

> ***Processual Task 2.*** *The community college engages in a careful study of its community to increase its knowledge of the social-cultural, economic, technological, and political environment.*

The second processual task was to increase administrators' and staff's knowledge of the sociocultural, economic, technological, and political environments—the total external environment—of the service area. Pettit reported that once this in-depth study was complete,

> *it was very exciting because we began to envision how community-based programming could contribute to improving the quality of life of people in the community. We had all committed to the long-term benefits rather than a quick fix so this investment of time in learning techniques was valued, management team members said. Most of the college's employees were strong in their work areas and had a basic understanding of research, although they did not use research techniques regularly.*
>
> *First, we invited Jan Friedel, a leading consultant on community research, to conduct a workshop on how to incorporate an ongoing community research process into the college's planning structure. All mid-level managers and the ACCLAIM participants attended the workshop. Second, we felt a need to think outside of*

institutional tradition and asked Jeff Hallett, a futurist, to share his vision on the future and changing opportunities. Hallett brought enthusiasm and knowledge needed to assist us in the process of grappling with major changes in both the external and internal environments.

To study its external environment, the college collected demographic data at the city, county, and state levels and a consultant from North Carolina State University provided a workshop to help understand and interpret the data. In-depth, detailed information was obtained from census data and institutional student data. The college's institutional researcher led the effort in locating and collecting credible documents for analyses. The data were then analyzed from the perspective of national and state phenomena that affected the service area, but major emphasis was placed on local trends and their impact on the service area.

These initial findings were enlightening. For example, the college had not been aware of the growing Asian and Hispanic populations or that there was a major shift by industry from full-time employment to contract services and part-time employees. The college was not aware that Guilford County had pockets of poverty with unemployment rates as high as 45 percent. A water shortage had a negative impact on the economic well-being of residents, and there was a marked rise in substance abuse in the community.

Simply to study the service area over a five-month period was not enough. The findings had to be compiled, interpreted, and disseminated in a user-friendly format. In collaboration with community and institutional leaders, the college developed a white paper that reported on the findings. One of the strongest points made in the paper was evidence that Guilford County was facing a growing shortage of skilled workers and that there already was a wide and shocking gap between the skills demanded by the workplace and the skills possessed by workers. Several employers had declined to locate in the area because of the lack of a skilled workforce. This examination of the service area clearly indicated that the college's involvement as a leader and catalyst could greatly enhance the preparation of the county's workforce.

Repositioning the College

Processual Task 3. *The community college examines and, if needed, reinterprets or modifies its mission, philosophy, goals, organizational structure, and mode of operation to emphasize community-based programming as one of its major programmatic efforts.*

Although GTCC had developed and adopted a definition of community-based programming and had engaged in an in-depth study of its external environment, the president, along with members of his president's council, faculty and staff members, trustees, and other key community leaders, recognized that changes would need to be made to reflect the college's new role in the community.

These people devoted a considerable amount of time to reviewing the college's mission statement apart from accreditation mandates. The college modified its mission statement to accentuate its commitment to the development of its urban service area and its people. The modified mission statement was communicated to the faculty, staff, trustees, and community leaders through the dissemination of an ACCLAIM progress report to the board. Institutional forums and other open meetings were held as special efforts to help them understand the implications for the college and its service area.

The college also reviewed its goals to accentuate community-based programming. Its 10th goal affirmed that the college is "to form alliances and partnerships where the college and community interact and collaborate in educational, civic, social and multicultural activities."

The general philosophy of how the college conducts its business changed dramatically as a result of its involvement in community-based programming. The college no longer viewed itself simply as a vendor of education and training services but now embraced the role of catalyst in resolving community issues. This philosophic shift affected all aspects of its functions. The college was concerned not only with its own survival but with the survival of the community. Adjustments had to be made—for example, in job descriptions and performance appraisal forms—to accommodate this expanded philosophy.

To assure that its mission and modified goals would be effectively implemented, the college reexamined its organization, the allocation of its resources, and its management system. The intent was to guarantee that community-based programming would be central to all programming decisions. These changes provided the assurance that those administrators and faculty and staff members engaged in community-based programming would be accorded a status similar to those engaged in traditional credentialing programs.

Community colleges are uniquely equipped to serve as leaders and catalysts in their service area, but only if there are people within the institution who have the responsibility for moving the process forward. "At our college as a part of the institutionalization process," Pettit noted, "we established a community-based programming management team that meets with the president to discuss the college's progress and any obstacles to implementing the community-based programming process. This team, functioning as an integral part of the president's office, included a representative group of community college faculty members, staff members, and trustees who participated in ACCLAIM's first of three institutes on the community-based programming process and therefore were knowledgeable about and committed to community-based programming." From the beginning, the team has been chaired by Pettit. Its primary role is to guide and facilitate the college's involvement in and implementation of the process. Specific functions include the following:

- assisting the president in forming and maintaining an environmental scanning committee
- engaging the committee in the continuous scanning of the college's external service area
- managing efforts to study, analyze, and map the target public and stakeholders specific to issues
- engaging leaders of the target publics and stakeholders in an analysis of issues
- forming issue-specific coalitions made up of the leaders of the target public and the stakeholder groups
- guiding the coalitions in their deliberations and in designing and implementing plans of action aimed at resolving issues
- helping the coalitions to assess the outcomes achieved from implementing their respective plans of action

- assessing the community college's community-based programming efforts as a whole and helping coalitions to engage in additional planning when needed to ensure issue resolution

Although the core membership of the college's community-based programming management team (hereinafter referred to as the management team) remains fairly constant, work on a specific issue generally requires the involvement of additional members of the college's staff and community leaders who are knowledgeable about the issue under consideration, its target public, and stakeholders.

The management team quickly discerned a need to keep the college's internal and external environments apprised of the college's involvement in community-based programming. Given the size and complexity of the college and the many political considerations in its external environment, frequent and accurate communication with the college's staff and with key community leaders was viewed as essential. "We decided we needed to form an education and awareness committee," Pettit said. This committee functions as a subcommittee of the management team and is responsible for keeping people fully informed about the college's community-based programming activities. The group is an integral part of the management team and is chaired by the college's public relations director and has been kept small to facilitate efficiency. The education and awareness subcommittee is also responsible for documenting the progress being made and assisting the management team in briefing the president. The added bonus is that the members, including the chair of the education and awareness committee, are graduates of the ACCLAIM institutes and fully understand the community-based programming process.

Socialization in Community-Based Programming

Another major component of institutionalizing community-based programming is the need to socialize and train the college's administrators, faculty, staff, trustees, and community leaders, from both a conceptual and a practical perspective. ACCLAIM, at North Carolina State University, worked closely with GTCC and its other pilot colleges in planning and conducting three in-depth annual institutes to introduce the community-based programming process and to help participants acquire the practical skills need-

ed to implement it. ACCLAIM's first-year institute included 15 days of in-depth training (a three-day session each month for five months) that was held in Research Triangle Park.

GTCC committed resources, both funding and release time, for administrators, faculty and staff members, trustees, and community leaders to participate in the institutes. Over the course of three years, the college has arranged for more than 60 persons to participate in these institutes.

The college's first task was to establish selection criteria for participation in the first year's training program. GTCC's executive staff decided on criteria that included commitment to community-based programming, evidence of working with the community in their job roles, substantial time commitment to learning the process and implementing what was learned, and strong organizational and communication skills. These criteria yielded a diverse group from various levels within the organization and from both instructional and noninstructional areas of the college.

At the end of the 1992–93 academic year, the college's staff members who completed the first ACCLAIM institute met so that they could reflect as a group on what was learned during the year and, using their understanding of community-based programming, identify others who should have been included in ACCLAIM's first-year institute. Using some of the newly learned skills in reaching consensus, the group expanded the criteria to include an additional category of people: community leaders. Since the community-based programming process involves working with people outside the institution, the first-year participants thought the college would enhance and facilitate its role as a leader and catalyst if community leaders understood the process and the community college's role in the process. "Since the process requires involvement of the target publics and stakeholders specific to issues, what better way to recruit their involvement than through training?" Pettit remarked. Criteria for involving community leaders included the following:

- previous work in partnerships with the college to address similar issues in the community
- formal or informal leadership roles and ability to influence positive change in Guilford County
- knowledge of the political, social, cultural, and economic dimensions of the critical issues in the community

- demonstrated willingness to work collaboratively and support resolution of community issues through issue-specific coalitions

Criteria for faculty and staff selection had to be more specific and more targeted to those individuals who could maximize the impact of the process. The criteria for faculty and staff participants were revised to include the following:

- job responsibility to work in and with the community
- special knowledge or expertise
- service as a college representative in partnerships and alliances with other community organizations

A board member who participated in the training observed that "it provided an early opportunity for the socialization of a core of college employees who would bear the responsibility of enhancing the college's community-based programming efforts. Members of this core group really became and continue to function as community-based programming activists for the college." The core group grew in size and responsibility over the span of four years, as new participants completed training and began to assume community-based programming roles.

During ACCLAIM's second institute, Pettit was selected by the president to serve as the ACCLAIM liaison for the college. "My first task assigned was to pull this core group of activists together to develop strategies for the successful implementation of community-based programming, addressing the questions of who should be involved in the process, when they should be involved, the nature of their involvement, and appropriate means for recruitment," Pettit recalled.

The group held frank discussions about the driving forces and restraining forces in the college's community that would either help or hinder the progress of adopting community-based programming. Many questions were raised, for example, What are we going to do about the volume of initiatives that the college is already engaged in? How would community-based programming fare, stacked up against those other efforts? These serious concerns were voiced by many in the meeting. Some began expressing doubt when the reality of becoming change agents started to sink in. Through open and honest discussions, the group finally agreed that the college needed to

engage in community-based programming to address Guilford County's problems and proceeded to develop plans for moving forward.

After achieving commitment and, in essence, internalizing the philosophical tenets of the process, these activists accepted the responsibility of becoming the management team. The team's initial task was to identify the current status of the college's community-based programming efforts. Items such as organizational arrangements, personnel assignments, and resource allocations also were addressed. The management team then reflected on each processual task, the specific activities encompassed in each task, the resources needed, and the expected outcomes. This work provided a basis to move the institution into implementation and set the stage for institutionalization.

"As time went on, we felt we became more adept at reaching consensus on decisions," Pettit observed. "Our management team took the responsibility for implementing the college's role as a leader and catalyst in the community very seriously," she added.

"We keep trying to throw the net out wider and bring more folks into the fold," was a typical response by team members when it was remarked that they exhibited tireless enthusiasm in their work to solicit the support of all college employees for this new initiative.

Continued socialization of those involved in community-based programming is an ongoing process. In addition to formal training, the college regularly conducts a series of renewal and update seminars. As new knowledge becomes available about community-based programming, and especially about the skills needed to implement it, college and community leaders will continue to build upon and renew their understanding and skills.

Institute participants were afforded many opportunities for involvement. As stated above, participants in the first year's institute played a major role in developing a plan for the college's initial involvement in community-based programming. Participants in the second year's institute were instrumental in assisting the environmental scanning committee. Those trained in the third year's institute assisted the coalition with the issue selected. Although the president and the management team were leading this effort, the institute participants were often the glue that held the community-based programming process together and enabled the college to function as a catalyst. Opportunities evolved as the college went through the process, and institute participants responded with enthusiasm. Many made presentations in the

community about the process, others led focus groups and community meetings, and yet others developed promotional and marketing pieces for the workforce preparedness issue.

Lessons Learned Through Institutionalizing Community-Based Programming

In making the decision to become a community-based institution with a focus on community-based programming, GTCC learned several lessons that may be helpful to community colleges that have an interest in adopting ACCLAIM's community-based programming process.

- The size and complexity of the college and its community influences the complexity of adopting and implementing the community-based programming process. In preliminary discussions, GTCC discovered a number of existing programs within the college as well as within its service area that had a community focus. GTCC found that it was important to involve these administrators in discussions about community-based programming and its implications for their programs. The inclusion and involvement of key decision makers and leaders successfully allayed the fears associated with "turf" and enabled the college to facilitate a collaborative communitywide adoption of the community-based programming process.
- GTCC learned that it needed to dedicate a substantial amount of time to training. Since a limited number of people could participate at one time, GTCC's leadership had to be sensitive to the needs of its staff and community leaders for inclusion during the institutionalization process. Constant focusing on communication about training and the progress achieved toward institutionalization created an atmosphere of collaborative involvement.
- The success of GTCC's institutionalization process was in large part due to the college's decision to make structural changes to accommodate the newly adopted process. GTCC incorporated community-based programming into the college's formal planning structure, thus ensuring that its tenets would be consistent with the college's planning practices. In addition, the management team functioned as a communication link between the president and the other college programs, thus reinforcing the college's commitment.

Scanning the Environment, Identifying and Ranking Issues: Processual Tasks 4, 5, and 6

Once the community-based programming process was institutionalized, GTCC was ready to begin the second component of the process, environmental scanning. As a systematic process of collecting and analyzing data about the college's external environment and identifying the major issues in the college's service area, environmental scanning provided the means for the college to begin identifying the critical issues that were confronting Guilford County residents and affecting their quality of life.

Scanning the External Environment for Community Issues

> ***Processual Task 4.*** *The community college's president establishes and employs an appropriate mechanism for scanning the college's external environment for the purposes of identifying and ranking, in order of importance, issues that are of critical concern to the community and its people.*

After the college assessed and revised its mission and goals and began to gain momentum in implementing community-based programming, an environmental scanning committee was established to engage in an in-depth examination of the college's external environment. The previous study of the service area provided the committee with a sound foundation.

The management team assisted the president in identifying and selecting appropriate persons to serve on the environmental scanning committee, although the president assumed the responsibility for making the final decision regarding membership and for inviting these persons to serve.

The membership was based on a demographic and economic profile of the college's service area. Since Guilford County has a strong manufacturing base, representation from industry was important. The college wanted a good mixture of stakeholders and local citizen groups. Potential committee members were identified on the basis of their formal or informal roles in the community, their level of knowledge or expertise, their enthusiasm, and the availability of their time to commit to an ongoing process. Diversity (racial,

gender, ethnic, and religious) was considered so that the committee scanning the environment would be representative of its community. "We did not develop the list of potential members in isolation but invited the recommendations of institute participants and other key college and community leaders," Pettit stated. After several weeks of brainstorming and several more weeks of gaining consensus on who should be invited, the management team presented a recommendation to the president.

"I sent a letter under my signature inviting potential members to participate on the environmental scanning committee," the president said. "I stressed in my letter to the invitees that their leadership and knowledge of the community led to the invitation to participate and indicated that they were a select group. I also involved the board of trustees early in the selection process by asking for any recommendations they had. I wanted them to remain supportive of the community-based programming process and the issues identified and ranked by the environmental scanning committee."

At the initial meeting of the environmental scanning committee, an overview of the community-based programming process was presented and the functions of the environmental scanning committee were described. Approximately three weeks after the meeting, the ACCLAIM faculty conducted an intensive workshop to train members on environmental scanning techniques. The college engaged a consultant to provide additional training on primary and secondary data sources.

The management team was responsible for organizing the training and providing clerical support for the committee's work. To enhance the members' understanding of their role and function, management team members gave an overview of the community and provided a briefing on findings of the earlier study. The management team and other college staff members identified and collected available data on scans conducted by other groups, including the United Way and the cities of Greensboro and High Point. In addition, the management team collected items requested by the committee, such as newspapers, census reports, economic surveys, and unemployment reports, and made these materials easily accessible. The deputy county manager served on this committee, bringing a wealth of knowledge about the county to the group.

To provide technical assistance and support and to facilitate the development of necessary technical skills, the management team assumed respon-

sibility for training the committee. The college requested assistance from the ACCLAIM faculty, as well as several external consultants.

Presidential Leadership in Environmental Scanning

Processual Task 5. *The environmental scanning committee conducts a study of the community under the leadership of the community college president.*

After several meetings, a chair for the environmental scanning committee was selected. To facilitate the committee's work, community life categories were identified. Members of the environmental scanning committee formed themselves into study groups based on these community life categories. Each study group identified a spokesperson who coordinated the group's efforts and submitted reports at general environmental scanning committee meetings. Each group established times at which they would meet to discuss findings and their implications.

Following an in-depth analysis of its assigned community life category, each study group identified and ranked by priority a number of issues and presented the list to the full environmental scanning committee. From all the lists provided by the study groups, one list was compiled and ranked by the full committee using the nominal group process.

The environmental scanning committee functioned as a part of the president's office in an advisory capacity in identifying critical issues. During the lengthy process of studying and ranking the issues, the president was kept apprised of progress. The president used these progress reports as a basis for consulting with board members and other community leaders to obtain their perspectives on the issues. Keeping everyone informed while the committee conducted its work was critical so that the president and the board would not be surprised by the results.

After six months of work, the environmental scanning committee presented the master list to the president along with a report documenting how ranking had been determined. This report marked the end of the first environmental scanning effort and the start of the second environmental scanning cycle. The study groups continue to meet monthly and the full environmen-

tal committee meets quarterly as a means of assessing, ranking, and monitoring current and evolving issues.

The environmental scanning committee required collaborative efforts that differed from previous initiatives. "We tried to create a positive climate conducive to the interactive work of the environmental scanning committee," Pettit remarked. The management team, along with the president, worked hard to foster communication in both the college and the community to emphasize the importance of environmental scanning so that those volunteering so much of their time to the college's community-based programming effort would feel valued and would continue to work with enthusiasm and dedication.

GTCC's environmental scanning committee identified and ranked six critical community issues:

- education
- workforce preparedness
- unemployment and underemployment
- health care
- at-risk children
- the environment

A white paper developed as part of the study helped the environmental scanning committee and the president in ranking the six critical issues as they grappled with distinguishing between issues and their symptoms. "After much gnashing of the teeth," Cameron stated, "we agreed that if residents in the community had meaningful work and were prepared for work, then the economic well-being and quality of life would be positive. Social ills such as substance abuse and crime would also perhaps be lessened." The management team, through the work of its education and awareness subcommittee, kept the faculty and staff informed of the environmental scanning committee's work through the college's newsletter.

Confirming and Legitimizing Ranked Issues

Processual Task 6. *The community college's president seeks further confirmation and legitimation of the ranked issues from the college's governing board and from other community leaders.*

After careful study of the six issues, Cameron consulted with the college's board of trustees and significant community stakeholders including the Greensboro and High Point Chambers of Commerce, county commissioners, mayors, the Greensboro Development Corporation, High Point Partners, and other community leaders. Through these carefully planned consultations, workforce preparedness was sanctioned as the most critical issue. It should be noted that strong support was also given to this issue by the college's administrators, faculty, and staff, since they felt that it was congruent with the college's mission. Most felt that two other issues, education and employment, were integral parts of workforce preparedness and would be addressed as a part of the issue.

"There were other compelling reasons to select workforce preparedness," the president said. "First, the college had technical expertise in workforce training and was already positioned for leadership. In addition, the issue had strong support from those in the college's internal and external environments. Most important, the issue was genuinely threatening the quality of life for Guilford County residents." David Neal, president of Neal Manufacturing, illustrated the seriousness of this issue when he reported how his company had to forfeit a $25 million contract to manufacture auto parts when he could not find 50 new machinists to hire. Neal further reported that he "had a hard time finding two or three [potential employees with the appropriate skills]." Frank York, president of Newman Machine Company, concurred. York stated that he had "jobs available. Good-paying jobs. But I can't find the people to fill them."

Lessons Learned in Environmental Scanning

To become knowledgeable about and connect to its service area, a community college must establish and engage an environmental scanning committee in a continuing scan of the college's service area. The outcome of this continuing scan is the identification and ranking of critical issues that are affecting the lives of residents. The issues identified and ranked by the environmental scanning committee and sanctioned by the board of trustees become the initial focus of community-based programming.

- As the environmental scanning committee began its work, GTCC and its management team quickly recognized that although the environmental scanning committee members were knowledgeable about the community, they had little experience in functioning as a team and possessed limited knowledge about the skills needed in the scanning process. The committee had to be helped to become skilled in the group process, team building, conflict management, and how to obtain consensus. To become knowledgeable about and skilled in the research process, the committee needed to be helped to identify data sources; to collect, analyze, and interpret data; and to identify and rank issues. It became apparent that although an environmental scanning committee was generally highly motivated, the management team would need to provide continuing technical assistance, guidance, nurturing, and support.
- GTCC learned that the college president must demonstrate a high level of interest and continuing commitment to the committee's work. Cameron solicited nominations, appointed the committee, and continued to show commitment to the committee by attending its meetings. In addition, the committee was initially informed and regularly reminded that it functioned as an advisory committee to the president. By valuing the committee and its work, the president was able to help members generate and maintain a high level of commitment.
- The environmental scanning committee has to be helped to structure its work by identifying and focusing its efforts on critical life categories. With the abundance of data on GTCC's complex external environment available to the committee, it needed to learn to organize its efforts. The community life categories provided the necessary framework.
- To maintain the momentum of the environmental scanning committee and also the support of the community and leaders in the service area, the president used several strategies to inform these important groups about the issue that had been chosen. The media also were informed about the workforce preparedness issue that would become the focus of GTCC's community-based programming initiative. The management team and its education and awareness subcommittee also played an important role.

- The selection of workforce preparedness was a good choice since it was already the center of discussion of a number of stakeholder groups in the college's service area. There were many multifaceted issues confronting residents, and workforce preparedness was one that would rally support and involvement throughout its service area. Since community-based programming is a community effort and not a college effort, the selected issue should be readily identified, sanctioned, and supported by the entire community, not merely by the college.

Studying, Analyzing, and Mapping the Target Public and Stakeholders Specific to the Defined Issue and Engaging Their Leaders in Key Decisions About Plans to Resolve the Issue: Processual Tasks 7, 8, 9, and 10

Following the selection of the workforce preparedness issue, GTCC's management team was ready to begin the process of studying, analyzing, and mapping the target public and stakeholders affected by the issue and who had a stake in it. The management team sought the counsel of a number of informed community leaders. This collaborative effort prevailed throughout the implementation of processual tasks 7, 8, 9, and 10.

Studying, Analyzing, and Mapping the Public

Processual Task 7. *The community college studies, analyzes, and maps the public in its service area that is affected by the issue selected for resolution.*

Workforce preparedness is a multifaceted issue that affects people preparing to enter the workforce, who are currently employed, and those who are underemployed or unemployed, as well as significant stakeholders such as businesses and industries, the community college, public schools, the employment security commission, and four-year colleges.

Because of the complexity of the issue and varying perceptions held about workforce preparedness, GTCC and its management team established a workforce preparedness committee to define workforce preparedness. This definition was critical to focusing the issue and helping the management team to identify the target public and stakeholders. The workforce preparedness committee included representatives of the college's staff, business and industry leaders, and leaders of community agencies, such as the Greensboro and High Point Chambers of Commerce. The committee and the management team jointly developed the following definition:

> *A cumulative and ongoing process that transforms a person into a productive citizen in the evolving global economic system. This includes key skills such as basic education skills, teamwork, the ability to communicate, and the capacity to reason and reach decisions.*

The management team and the committee then began their work by using several strategies to identify and become informed about the target public affected by the issue and stakeholders. These groups were studied, analyzed, and mapped according to their function in the workplace: as future workers, current workers, those who hire workers, and those who train workers. The target publics included high school students and their parents, high school counselors, unemployed adults, underemployed workers, and workers who needed additional skills. The stakeholders included employers, chambers of commerce, the employment security commission, public schools, the community college, and four-year colleges and universities.

The workforce preparedness committee and management team discovered that no single stakeholder group had comprehensive and empirical evidence about skills that were needed from the perspective of either employers or employees. Most had data that addressed only their own needs. "What came out of that discovery," one management team member mentioned, "was a recommendation that, in order to learn more about the target public, we needed to conduct an in-depth study of the educational and training needs of the target publics, as well as the

expectations of employers in terms of the contributions and skills that future and current workers would need to possess." This research would prove to be invaluable as the college attempted to make sense of the issue.

Following intensive study of the issue and its target public and stakeholders, the management team recommended to President Cameron that a study of the educational and training needs of the target public be conducted, using an external consultant as the principal investigator. "I approved the recommendation of the management team to conduct the in-depth study and to employ Market Horizons, a research firm skilled in community research," Cameron stated. The findings of this study proved helpful to the management team and later to the coalition that was formed to resolve the workforce preparedness issue.

Identifying Formal and Informal Leaders

Processual Task 8. *The community college selects and uses effective processes and techniques for identifying both the formal and informal leaders within the target public and stakeholder groups.*

GTCC's management team recognized that the leaders of the target publics and stakeholders also would need to be identified and involved in the study. Through intensive dialogue with informed community leaders, these target public and stakeholder leaders were identified. They acknowledged that the issue was critical to quality of life and committed to being involved in resolving the issue.

As Market Horizons began planning its methodology, the college made clear the utmost importance of collaborative involvement of these identified leaders. After considerable discussion on the intent and utility of the research, the firm developed a plan using multiple methods of data collection. Market Horizons used focus group sessions and telephone interviews to obtain information from the leaders regarding needed skills and placement strategies. The firm carefully reviewed videotapes of the focus group interviews in order to determine patterns in the participants' perspectives.

The objectives of this research were to identify and measure the perceptions, attitudes, and opinions of the leaders of the target publics and stakeholders regarding the workforce preparedness issue of the following populations who constituted the target public and stakeholders:

- high school students and their parents, to determine their perception of the knowledge and skills that students would need upon graduation to enter the workforce or to pursue additional technical training
- recent high school graduates, to determine their levels of preparedness and the quality of educational experiences geared toward preparedness
- high school guidance counselors and faculty members, to determine their perceptions and opinions regarding the role of the high school in preparing graduates for the workforce
- recent college graduates, to determine their levels of preparedness and the quality of educational experiences geared toward preparedness
- employees in each major occupation category, to determine the skill levels and perceived needs of the current and future local workforce
- unemployed persons, to determine reasons for unemployment and the need for any additional skills to enable them to become better job candidates
- employers in each major industry category and size, to determine the quality of the workforce

The research involved qualitative and quantitative data collection and analyses. The qualitative data collection involved 11 focus group sessions attended by a total of 110 representatives from the previously mentioned populations. The quantitative data collection involved telephone surveys of 1,000 employers, high school students and parents, high school graduates, high school counselors, college graduates, employees, and unemployed persons.

The data from the group sessions and the telephone interviews provided valuable insights. John Lauritzen, vice president of AT&T and chairman of the Greensboro Area Chamber of Commerce, commented that "for the first time, we're operating on data, rather than a gut feeling individual companies have. We can now step up with good decisions about what to do."

The findings revealed several significant factors. Employers expressed considerable dissatisfaction with the workforce preparation skills possessed by high school graduates. Employers found that most of these graduates lacked the skills and abilities to learn, and they often experienced difficulty in understanding and performing basic tasks because of a lack of basic mathematics. Employers further lamented the fact that high school graduates were inexperienced and lacked both motivation and commitment to the work ethic. In short, employers interviewed held an unfavorable view of the current pool of applicants.

High school students and their parents did not feel that the high school curricula were addressing the skills that high school students would need to enter the workforce and to pursue additional technical education. Leaders among recent high school graduates interviewed by telephone also expressed concern about the preparation provided by their high schools. They criticized the curricula and called the career counseling inadequate. Most recent graduates knew little about completing employment application forms and interviewing for jobs.

Leaders among recent four-year and community college graduates were also dissatisfied with the preparation they had received. They, too, criticized curricula in which they were enrolled and the inadequacy of the counseling regarding the requirements of the workplace. Most cited the need for internships and apprenticeships. Most recent college graduates stated that they lacked the skills needed to apply and successfully compete for job openings.

Representatives of unemployed persons who participated in the study indicated that they lacked knowledge about job openings and also the qualifications needed to compete for jobs. This finding was particularly noteworthy because employers reported difficulty in finding enough people with appropriate skills to fill available jobs. The unemployed participants also indicated that they had limited knowledge about the community college and its programs. Their conception of career counseling was vague.

Representatives of high school counselors said they possessed little or no knowledge about job opportunities. Generally, the counselors were not knowledgeable about the skills needed by students in order to apply and successfully compete for job openings in the private or public sectors. Most

counselors were quick to acknowledge that their focus was on helping students acquire the credentials for acceptance into degree programs in four-year colleges and universities.

Based on the findings of this research, the management team, the workforce preparedness committee, and leaders of the target public and stakeholders formulated the following recommendations:

- A communitywide awareness campaign regarding workforce preparedness should be initiated in order to create interest and obtain participation of the target public, stakeholders, and other community groups in a communitywide team effort to resolve the workforce preparedness issue in Guilford County.
- The chambers of commerce, the Guilford County Public School System, GTCC, and four-year colleges and universities should facilitate more extensive participation by local businesses in designing and implementing programs aimed at enhancing workforce preparedness by providing practical advice about curricular choices and through direct involvement in classrooms and other learning venues.
- The Guilford County Public School System, GTCC, and four-year colleges and universities should enhance resources aimed at giving students relevant information and help in obtaining employment. Some possible areas of assistance include training on strategies to use in looking for employment, preparing résumés, filling out job applications, and networking.
- Local businesses should provide more practical opportunities for high school and college students, including job shadowing programs, internships, co-op programs, and vocational education.
- The Greensboro and High Point Chambers of Commerce, the Guilford County Public School System, GTCC, and four-year colleges and universities should solicit participation of several of the larger local businesses to develop an entry-level skills test based on the requirements of major area industries. This test could be used by the schools to assess the skill level of students and list priorities in curriculum; give local students a look at the skills that employers require; provide the chance to develop skills in the areas in which they may not be proficient; and give businesses feedback on the skill level of the future workforce.

Attaining Consensus on the Issue and Forming a Coalition

Processual Task 9. *The community college initiates dialogue with leaders of the target public and stakeholders to encourage and assist these leaders in attaining consensus on the importance of the issue and in forming a coalition to address the issue.*

Consensus on the importance of the workforce preparedness issue among the leaders of the target public and stakeholders was quickly achieved as a result of their involvement in designing and participating in the research. The findings of the research also fueled their interest in and commitment to resolving the issue. The management team assisted by the workforce preparedness committee began dialogue early in the process about the workforce preparedness issue with the leaders of the target public and stakeholders by obtaining their input about what should be included in the focus group interviews and telephone interviews. Consequently, leaders of the target publics and stakeholder groups felt that a coalition was needed to resolve the subissues. A retired CEO from a major company in Greensboro was named chair of the coalition, and the dean of the college's High Point campus along with other members of the management team were designated to facilitate the coalition's work. The chair met with the management team and the president on numerous occasions as the coalition organized, discussed, and reached consensus on the issue and its subissues.

To reflect the broad-based nature of the coalition and its focus, the coalition functioned under the name Guilford County Workforce Partnership. It was composed of leaders of the target public and stakeholders as well as members of the workforce preparedness committee.

Of particular note in the implementation of Processual Task 9 was the critical role performed by the education and awareness committee in disseminating timely information about the work of the workforce preparedness coalition. The education and awareness committee used the print media, radio, and television to communicate the issue to the target public, stakeholders, and to the general community.

To maintain strong support for the issue and ensure the continuing involvement of the community's top-level leadership, President Cameron established a workforce preparedness board of directors to monitor and assist the coalition's efforts in designing and implementing the plan of action. This group included the CEOs of major businesses and industries, the superintendent of the Guilford County School System, President Cameron, chancellors of the four-year public universities in Guilford County, and other key community leaders. It could be argued that these board members were stakeholders and should have been in the trenches working to improve the quality of workers. This group, however, consisted of high-level leaders who had the power to devote organizational resources to the coalition, were committed to the issue's resolution, and wanted to have a regular role in the work but whose schedules did not allow them to participate consistently in the process. They were "the movers and the shakers" in the community and were often present at coalition meetings as time was available on their calendars.

The board's responsibilities were to serve as an advocate for the coalition, provide assistance to it as needed, and monitor its results.

Engaging the Coalition in Further Studying and Defining the Issue and in Developing Strategies to Be Pursued

Processual Task 10. *The community college engages the coalition in further studying and analyzing the issue, refining the definition of the issue, and deciding upon the strategies to be pursued in resolving it.*

The coalition recognized the need to further define and refine the macro issue. Based upon the results of the study, analysis, and mapping, the intended goal was to have a well-trained workforce to staff existing and new industries. Coalition members remembered what a stressful time they had grappling with the broad, complex, and abstract term *workforce preparedness.* "Once we realized that we could break down the macro issue into bite-sized micro issues or subissues," the chairman recalled, "we began to have hope again of moving toward resolution."

The coalition with the assistance of the management team and workforce preparedness committee became deeply engrossed in further defining and refining the macro issue. The following subissues emerged:

- The current curricula in public schools and the community college are not meeting the job-training needs of their students.
- There is a need to establish new curricula to respond to new technologies required in the workplace.
- Businesses and industries are not sufficiently involved in the development and implementation of job-training curricula.
- The tech-prep initiative in the public schools and community college is not adequately connected to the business and industry sector.
- There is a lack of strong and viable partnership arrangements among the public schools, community college, and business and industry in designing and implementing curricula designed to prepare students for work.

Once the subissues were identified, the coalition decided that a study subcommittee for each subissue needed to be established. Each subissue subcommittee was charged with further refining its assigned subissue, the goal that needed to be achieved in resolving it, its target public, and strategies that would need to be undertaken to resolve the subissue. The management team provided technical assistance to each of the study subcommittees.

Lessons Learned in Studying, Analyzing, and Mapping the Target Public and Stakeholders and Developing the Coalition

To focus and begin work on a selected issue, the target public and stakeholders affected by the issue must be identified and intensively involved in the resolution of the issue. For the chosen issue there is one distinct target public, which historically has been neglected in the planning process. Since the resolution of the issue rests in a change in the target public, its members must be directly involved in determining what must change and how the change will occur. In addition to the target public, stakeholders must commit to and agree to become involved.

- Issues such as workforce preparedness are broad and often differently understood by decision makers. In its initial work, the management team learned that the workforce preparedness issue was broad, multifaceted, and encompassed a number of subissues. In addition, the community leaders had differing perceptions as to what constituted workforce preparation. The management team decided that workforce preparedness needed to be defined and its subissues identified. Once this task was accomplished by the workforce preparedness committee, the management team had a framework that would guide the committee's efforts.
- The management team discovered that the target public consisted of several groups and that there were a variety of stakeholders. The size and diversity of the target public necessitated that GTCC enlist the support of knowledgeable people in the community.
- As GTCC continued with its community-based programming efforts, additional target public and stakeholder groups were identified. These new groups needed to be included in resolving the issue.
- Due to the complexity of the workforce preparedness issue and the complex urban setting in which the issue resides, the management team found that it had to prevent the coalition from leaning too heavily on it for accomplishing the coalition's tasks. A major responsibility of the management team is to empower the coalition to make and carry out decisions. Although the management team was tempted to step in and handle the coalition's tasks, GTCC's management team learned that the ownership of the issue can remain with the coalition only if it takes primary responsibility for the development of strategies to resolve the issue.

Designing and Implementing the Plan of Action: Processual Tasks 11 and 12

A major task confronting the coalition was to translate the decisions of its subcommittees into a functional plan of action. A second and very important task of the coalition is to implement the plan of action.

Developing a Plan of Action

Processual Task 11. *The community college provides leadership for the coalition in translating its decisions into a unified plan of action.*

The role of the management team was especially critical at this stage in providing the coalition the technical assistance needed to translate its decisions into a plan of action. "Our management team was careful," Pettit said, "to confirm with the coalition that they had the responsibility to interpret and translate their decisions into a functional plan of action." This sensitivity helped to foster the idea that the coalition was to assume the major responsibility for resolving the issue.

In its efforts to design a plan of action, the coalition met monthly. Those assigned to a subissue work group met more often (about three to four times per month). The major problem encountered by the coalition members in designing the plan of action was the struggle to keep their efforts focused. The strategies for resolving each of the subissues had to be carefully thought out and defined.

Another challenge was to determine who would implement the strategies defined for each subissue. By the time the plan of action was actually designed, the coalition determined that the target public and numerous stakeholders would need to assume the responsibility for implementing the strategies.

In addressing each of the five workforce development subissues, the coalition considered who and what had to change in order for each of the subissues to be resolved. After weeks of discussions, it determined that change was needed in three areas: secondary and postsecondary curricula, business and industry partnerships with secondary and postsecondary educational institutions, and involvement of other community-based organizations in helping to prepare the workforce.

Since the public schools and postsecondary institutions were not providing students with the skills that they would need to function in the workplace, the coalition determined that public school officials including counselors and teachers would need to change their orientation about workforce preparedness and the curricula that would be needed. One of the subissues

identified involved the tech-prep initiative in the public schools and the community college, which was not adequately connected to the business and industrial sector. Appendix 2A *(page 58)* illustrates how the coalition defined the target public for this subissue, formulated learner objectives, selected the learner activities, and determined who would be responsible for the learner activities, what resources would be needed, what schedule would be followed, and the expected outcomes.

Implementing the Plan of Action

Processual Task 12. *The community college aids the coalition in implementing the plan of action by providing consultation, technical assistance, and opportunities for coalition leaders and other community leaders to report on progress made, discuss obstacles encountered, and explore the use of alternative strategies not included in the plan of action.*

The size and complexity of the initiative resulted in GTCC creating a new staff position, manager of workforce preparedness, to help the management team work with the coalition. The person in this position works closely with GTCC's president, management team, and interested staff members. The presidents' support and the staff members' expertise were critical to providing the coalition with technical assistance needed to implement the plan of action.

As it embarked upon implementing its plan of action, the coalition discovered that frequent meetings involving all of its members were needed to ensure that the strategies included in the plan of action were being implemented. The feedback obtained from coalition members in their implementation of the plan of action helped the coalition to make needed changes.

"We found," Pettit remarked, "that empowering the coalition to ensure full responsibility for implementing the plan of action was critical because their efforts to resolve the issue became a community, 'grass-roots' initiative and not a college project. The college, through its management team, assumed the role of catalyst in facilitating the work of the coalition as it implemented the plan of action. At no time did the college usurp the responsibility of the coalition. Since members of the coalition were committed to

resolving the workforce preparedness issue, they were willing to remain actively involved despite frustrations with the amount of time and resources needed to implement the plan of action."

As the plan of action continued to evolve, particularly during its implementation, the need for expanding the coalition's membership to include other resource people became apparent. The proactive work of the education and awareness subcommittee had made more people aware of the coalition's effort and helped increase the participation of new stakeholders in implementing the plan of action. Functioning as a community group working to resolve a critical issue, the coalition quickly gained the support of the larger community. The college's efforts to empower the coalition were helpful because coalition members worked to recruit new members who, in turn, could contribute resources or expertise. The coalition's role in the recruitment of other stakeholders greatly enhanced its own effectiveness.

The size and complexity of the community and the issue, and the involvement of other stakeholders also led to problems that threatened to fragment the coalition's effort. "The coalition often became bogged down in various activities as new players and initiatives would surface in the community," Pettit said, "and the coalition in its initiation of the plan often lost sight of the macro issue and its expected outcome." The management team found that regular meetings of the whole coalition reinforced team effort and continuity and focused the coalition on the resolution of the issues.

Since implementation of the plan of action is incremental in nature, monitoring and reporting the results of individual efforts are important functions of the management team. The coalition was helped to assess results being achieved in implementing various strategies and to use feedback to revise the plan of action. "We found that some coalition members," Pettit stated, "understood the principles of planning strategies and implementing those strategies, but did not necessarily possess the skills needed to analyze and interpret results." Opportunities for continuing collaboration and communication were needed to maintain motivation among members of the coalition, track progress, and revise the plan of action.

The college found that its efforts to maintain a spirit of collaboration reaped tremendous benefits. Coalition members were able to put aside turf issues and focus on resolving the workforce preparedness issue. The man-

agement team continues to work hard to nurture and maintain this spirit, reminding coalition members that resolution of the issue is their primary goal. Coalition members embraced the idea that resolving the workforce preparedness issue was more important than protecting turf, for themselves and for the community at large.

Lessons Learned in Designing and Implementing the Plan of Action

As the coalition defines the issue and its subissues and determines what strategies should be used to resolve them, these decisions must be translated into a functional plan of action. The coalition must be helped in its implementation of the plan of action to ensure that the strategies and learning activities included in the plan are implemented.

- The management team quickly learned that the coalition would need considerable technical assistance in translating its decisions into a functional and meaningful plan of action. The management team helped the coalition to understand that each of the subissues would need a specific strategy for its resolution. The management team learned that it must also provide continuous nurturing and support to the coalition in this difficult but important responsibility.
- GTCC's management team played an important role in facilitating the coalition's implementation of the plan of action. The coalition needed help to analyze and evaluate the effectiveness of its strategies and to interpret the results being achieved through the orderly implementation of the plan of action.
- The coalition must be helped to keep its focus on the resolution of the larger issue. The management team found that the coalition, in its zest to implement strategies and learning activities, often lost sight of how the results were related to the resolution of the larger issue, namely, workforce preparedness. The college arranged for and provided additional training in team building and group facilitation, which was extremely helpful in maintaining the coalition's focus on its vision.
- The management team learned that the plan of action must be flexible to accommodate changes. The team also became aware of the need to help the coalition collect, process, and interpret feedback and use the feedback to make changes in the plan of action.

Evaluating and Accounting for Outcomes: Processual Tasks 13, 14, and 15

Processual tasks 13, 14, and 15 emphasize the importance of evaluating and accounting for the outcomes achieved by issue-specific subcommittees. The management team provided the coalition with technical assistance in evaluating and accounting for its results. As would be expected, the coalition discovered that the workforce preparedness issue had not been fully resolved in its initial efforts, but that positive movement was being achieved through resolving its subissues.

The overall plan of action spans a five-year period. The first part of the plan of action is currently being implemented. Considerable progress has been made by the coalition in resolving the two subissues addressed. The coalition is now engaged in thinking through how the other three subissues are to be addressed.

Assessing Outcomes and Determining Cost-Effectiveness

> ***Processual Task 13.*** *The community college provides leadership for the coalition in assessing the outcomes achieved toward resolving the issue and in determining the cost-effectiveness of the plan of action.*

Distinguishing between what worked and what did not work, along with assessing the cost of each outcome, is the focus of Processual Task 13. The management team is one of the coalition's best resources because it provides technical support to the coalition in measuring outcomes, estimating benefits, and analyzing cost-effectiveness. "We have been able to see tangible evidence of outcomes achieved in our initial efforts and also to appreciate the reasons for successes and failures," the coalition chair commented. The coalition's plan for evaluating expected outcomes regarding the tech-prep initiative is presented in Appendix 2B *(page 62).*

Creating a well-trained workforce for Guilford County will require ongoing assessment of the effectiveness of the coalition's efforts. The coalition, as it works over a five-year span to resolve the macro issue of workforce preparedness, must maintain its focus on the subissues, learner

objectives, learner activities, and the outcomes of each subissue and especially the major goal, namely, the preparedness and maintenance of a well-trained workforce.

Outcomes related to the first two subissues are being assessed, aggregated, and interpreted in relation to the overall workforce preparedness issue. This continuous assessment has helped the coalition to keep its eye on the main issue and to connect more narrowly focused outcomes to the preparation of a well-trained workforce for Guilford County. The management team has helped the coalition in this effort.

The coalition is continuing to record and document the resources expended in implementing the first part of the plan of action. This documentation is critical in determining cost-effectiveness.

Reporting on Progress Achieved

Processual Task 14. *The community college arranges for and helps coalition leaders to report to their respective constituencies, agencies, organizations, and other stakeholders on the progress made toward resolving the issue.*

One of the assumptions of the community-based programming process recognizes that information on the progress being made by the coalition must be shared with the community, or else the coalition's credibility with the community may decrease. The coalition assumed responsibility for being accountable to the target public, stakeholders, and funding sources and for reporting on progress. To this end, the coalition, with the assistance of the management team and its education and awareness committee, is packaging and disseminating information on its results with respect to the two subissues. As noted earlier, the media are a valuable resource and have been involved in this process from the beginning.

The management team and the education and awareness committee are working to keep the college's community informed about the process and results being achieved. As a result of these groups' creative, reliable, and continuous work, support for the college's community-based programming efforts continues to increase among GTCC's staff.

Continued Efforts Toward Issue Resolution

Processual Task 15. *The coalition uses the results of the plan of action and lessons learned through its implementation to develop and implement new strategies for continued efforts toward resolving the issue.*

The coalition with the assistance of the management team has recorded and documented its results achieved and lessons learned in its efforts to resolve the workforce preparedness issue. Although the coalition's goal is to resolve the issue within five years, it is readily apparent that a second planning iteration will be needed by the end of the initial five-year planning cycle. The results achieved and lessons learned are being used to further refine those parts of the plan that will focus on the resolution of the other three subissues.

Lessons Learned in Evaluation and Accountability in Community-Based Programming

The ultimate outcome toward which the coalition's efforts are directed is the resolution of the workforce preparedness issue. The coalition, with the assistance of the management team, has to evaluate and measure the progress toward this outcome.

- It became apparent that the hoped-for outcome could not be accomplished within the initial five-year period. The coalition recognized that the achievement of this macro outcome would need to be measured incrementally as the plan of action was being implemented. In other words, the outcome achieved for each subissue is an indicator of overall progress. The success of the coalition in developing a well-prepared workforce must ultimately be measured in terms of the resolution of the subissues.
- The coalition learned that it must carefully record and document its experiences and lessons learned. These are helpful in developing a second plan of action if it is needed. This documentation also provides the source for progress reports, which help maintain the support of the target public, stakeholders, and the larger community in the work of the coalition in resolving the issue.

In commenting on the ultimate test of evaluation and accountability, Cameron cited a November 1996 article in *The Wall Street Journal* (Bleakley) that demonstrated that "the community-based programming process did, in fact, allow the college to elevate its status among the leadership agencies of the county." Cameron expressed his belief that the community-based programming process moved the college to its highest level of prominence ever. The groundswell of support for the process that involved the many publics within Guilford County created an air of excitement among the faculty and staff. Cameron further believes that the college and the community benefited and will continue to benefit from the college's utilization of the community-based programming process.

References

Bleakley, F. R. (1996, November 26). Ready to work: To bolster economies, some states rely more on two-year colleges. *The Wall Street Journal,* reprinted by Dow Jones.

Appendix 2A: Excerpt from Workforce Preparedness Coalition's Plan of Action, Guilford Technical Community College

Macro Issue: Guilford County is one of North Carolina's most industrialized counties and is experiencing rapid growth in business and industry. According to the 1990 census, 23 percent of the Guilford County adult population has less than a high-school diploma or lacks basic academic skills. Thus, the issue threatening the quality of life for a large number of residents in Guilford County is that adult workers are not adequately prepared for the existing and emerging competencies and skills needed to support business and industry. Left unchecked, this issue could negatively affect the quality of life for all residents in the county if the health of the local economy declines as a result of a large number of unskilled or underskilled adults in the workforce.

Goal of Macro Issue: Guilford County will have a well-trained workforce that is capable of effectively meeting the staff needs of existing businesses and industries, as well as those businesses and industries or employers that will be recruited to the area in the future. All young people who will enter Guilford County's workforce in the future will have opportunities to learn the technical, academic, personal, and interpersonal skills needed to be productive participants in the economic and social life of the county so that the threat of an inadequately trained workforce will not recur. Adults will have opportunities for retraining and continuous improvement of their skills so they can remain in the workforce as employer needs evolve.

Subissues Encompassed in Macro Issue:

1. Public schools, the community college, and public four-year institutions are inadequately preparing students for the workplace.
2. Current training programs do not respond to new technologies in a timely manner.
3. Employers are not sufficiently involved in the development of job-training programs in public schools, the community colleges, and public four-year institutions.

4. The tech-prep program initiative in the public schools and the community college is not adequately connected to the business and industry sector.
5. Strong and viable partnership arrangements are lacking among public schools, community college, employers, and community-based organizations.

Target Publics: Public schools, community colleges, and four-year institutions that train workers; businesses and industries with specialized skill needs for employees; and community-based organizations that work with underskilled and unskilled workers.

Subissues/ Needs	Target Publics	Objectives	Learner Activities	Implementation Schedule
The tech-prep program initiative in the public schools and community college is not adequately connected to the business and industry sector.	Public schools, community college.	Target public will articulate a strong school-to-work philosophy that reflects the importance of both acquiring skills and the use of those skills in the workplace.	Formal and informal leaders will participate in workshops to reach consensus on appropriate means of strengthening the involvement of business and industry in tech-prep programs. Formal and informal leaders of the target public and stakeholder groups will engage in planned social events such as a formal dinner to facilitate team-building opportunities and to enhance public awareness of tech-prep program.	Plan and implement workshops in 1996. Plan, implement, and publicize public dinner.
	Public schools, community college, public four-year institutions.	Public schools, community college, public four-year institutions, and employers will identify resources needed for future experiential learning for students.	Formal and informal leaders of target public and stakeholder groups will participate in workshops to identify focus on tech-prep project.	

Resources	Responsibility	Expected Outcomes
Facilities for workshop, meeting materials, and refreshments.	School-to-Work Council.	Tech-prep program will reflect the perspectives of both academic and business-industry entities. Formal and informal leaders will develop strong working relationships. Public awareness of and support for tech-prep program will increase.
Facilities for workshop, meeting materials, and refreshments.	School-to-Work Council.	Tech-prep programs will be shaped by both academic and business and industry leaders.

Appendix 2B: Excerpt from Workforce Preparedness Coalition's Evaluation Plan, Guilford Technical Community College

Subissues/ Needs	Target Publics	Objectives	Learner Activities
The tech-prep program initiative in the public schools and community college is not adequately connected to the business and industry sector.	Public schools, community college.	Target public will articulate a strong school-to-work philosophy that reflects the importance of both acquiring skills and the use of those skills in the workplace.	Formal and informal leaders will participate in workshops to reach consensus on appropriate means of strengthening the involvement of business and industry in tech-prep programs.
	Public schools, community college, public four-year institutions.	Public schools, community college, public four-year institutions, and employers will identify resources needed for future experiential learning for students.	Formal and informal leaders of target public and stakeholder groups will participate in workshops to identify focus on tech-prep project.

Expected Outcomes	Indicator(s) of Outcomes	Data Sources
Tech-prep program will reflect the perspectives of academic and business-industry entities. Formal and informal leaders will develop strong working relationships. Public awareness of and support for tech-prep program will increase.	Clearly stated purpose; Advisory Committee formed.	Coalition records.
Tech-prep programs will be shaped by academic, business, and industry leaders.	Identify program area for model development—programs are to be related to chemical industry needs.	Coalition records.

The James Sprunt Community College Story

3

Donald L. Reichard, Mary T. Wood, George B. Vaughan, and John M. Pettitt

James Sprunt Community College (JSCC), named for a Scottish Presbyterian educator who came to Duplin County in the 1840s, is one of the 58 community colleges that make up the North Carolina Community College System. JSCC is located in Duplin County, a primarily rural county in the southeastern part of the state. Unlike many community colleges, it rests upon foundations that extend back more than 100 years. To understand the college, both historically and currently, one must understand the past and present commitment of Duplin County's residents to education.

Background

Duplin County, located between Wilmington and Raleigh, was created by the North Carolina General Assembly in 1750. The new county was named in honor of Sir Thomas, Lord Duplin, an English nobleman. Its early settlers were immigrants—Welsh, German, Swiss, Scotch-Irish, French Huguenots, and English. The ninth-largest county in the state, Duplin County is divided into 13 townships, the largest of which is Kenansville, the county seat.[1]

The county covers approximately 819 square miles and has a population of almost 40,000, approximately 25,000 of whom are in the workforce. The county is economically and culturally diverse. Many of the its adult workers are employed in agriculture and agribusiness, including swine and poul-

[1]All historical and demographic data are taken from *Meeting the Challenge,* Duplin County Economic Development Commission, 1994.

try production. Tobacco remains an important crop for the county, along with fruits and forestry products. Textiles and other manufacturing interests also play an important role. The annual median family income is $24,800.

The Wilmington-Weldon Railroad, completed in 1840, served the county for a number of years. Today, it is served by Duplin County Airport and the interstate highway system, with Interstate Highway 40 tying the county to markets throughout the nation and enhances industrial development. The county's location along the I-40 corridor bodes well for the its economic development.

Education in Duplin County

JSCC is the only institution of higher education in the county. As is often the case in rural counties, many students leave the area to attend colleges and universities throughout the state. Sixteen public elementary and secondary schools and several private schools are located in Duplin County.

History

The county has a long history of supporting education. James Menzies Sprunt, a Scottish Presbyterian minister, settled in Duplin County about 1840. He headed two private academies, one for boys (dating back to 1784) and one for girls (which operated from 1845 until 1861). About 1897, the James Sprunt Institute opened. The institute operated under his name until 1918, when it became Grove Institute, which operated until the mid-1920s. These early academies demonstrate that Duplin County's residents, as early as 1784, were sensitive to the need for an educated populace.[2]

In 1957, under the leadership of Governor Luther H. Hodges, the North Carolina legislature passed the Community College Act. This legislation placed early community colleges under the jurisdiction of the North Carolina Board of Higher Education. In the same year, the legislature committed the state to a statewide system of industrial education centers. These centers also were under the jurisdiction of the board.

[2]The information on the early history of James Sprunt Community College is taken from the college's *Institutional Effectiveness Plan, 1994–95.*

JSCC can trace its roots to 1960 with the opening of the Duplin County unit of the Goldsboro Industrial Education Center, a component of North Carolina's system of industrial education. Beginning modestly, the Duplin County Center offered automobile mechanics as its first curriculum. In 1962, a licensed practical nursing curriculum was added. Progress was rapid. In March 1964 the County Board of Commissioners and the County Board of Education voted to expand the unit and to name it James Sprunt Institute, a branch of Wayne Technical Institute.

In 1967, James Sprunt Institute was placed under the authority of the Duplin County Board of Education as an independent institution. An eight-member board of trustees was appointed, as was the institute's first president.

James Sprunt Institute became James Sprunt Community College in 1986. Because it was a community-based institution occupying a building constructed with local tax dollars, county leaders assumed that JSCC would respond to the needs of the people of its service area.

Therefore, community stakeholders had few questions about the population to be served. They did, however, begin to ask some important questions about the college's purpose: What needs should the college fulfill? Who should define those needs? How should the college respond? These questions continue to dominate the thinking of JSCC's president, its faculty and staff, its board, and the people of Duplin County.

Governance and Financing[3]

Governance in the North Carolina Community College System flows through two primary avenues: the State Board of Community Colleges and the boards of trustees of each of the 58 colleges. James Sprunt Community College and the other 57 colleges have no direct line of authority connecting them with the state board. Nevertheless, they are influenced by its decisions. At the same time, college presidents are responsible to their own boards of trustees, which, in turn, are legally responsible for the operation

[3]Much of the following information on governance and funding was obtained from Robert W. Scott in a personal interview on March 28, 1995. Scott, a former governor of North Carolina, served as the state president of the community college system for almost 12 years. He retired from the state presidency on December 31, 1994.

of the colleges. Each college in the system is chartered by the General Assembly to own the buildings and land that the college occupies.

JSCC's board has 13 members. The president reports to the board and is responsible for the operation of the local college. Although the board of trustees selects and employs the president, its selection must be approved by the North Carolina State Board of Community Colleges.

The state system operates through shared governance, with the college presidents and the system president, the state board, and the college boards sharing in formulating policy for the system. The state board, however, is legally responsible for establishing these policies.

As with most U.S. community colleges, community colleges in North Carolina receive funds from four primary sources: local taxes, state taxes, federal taxes, and student tuition and fee payments. Student tuition is turned over to the state and redistributed to the colleges according to a budget formula. JSCC receives its funds as follows: 69 percent from the state (including tuition), 13 percent from the county, 9 percent from the federal government, and 9 percent from institutional and other sources.

James Sprunt Community College Today

Mission. James Sprunt Community College is a public two-year community college with an open-access admissions policy that offers the associate degree as its highest degree. It is accredited by the Southern Association of Colleges and Schools. The heart of its mission is providing comprehensive educational services to adults in Duplin County and surrounding counties.

The college offers programs in vocational, technical, general, and college transfer education. It offers courses and programs in literacy training, occupational skills training, and retraining for new and expanding industries. JSCC also offers community service courses designed to improve the quality of life in its service area. The college's overall goal is to ensure that its programs and courses reflect the needs of those it serves.

Based on data collected during the fall of 1994, 1,000 students are enrolled in programs each quarter. Their average age is 24. Approximately 75 percent attend college during the day and the rest attend evening classes.

Fifty-eight percent are full-time students. Females outnumber males 63 percent to 37 percent. Sixty-five percent of the students are white, 34 percent are black, and 1 percent are of other ethnic origin.

The Culture of a College and a Community Circa 1990

In 1989, Donald Reichard became James Sprunt Community College's third president. He had been the college's academic dean for five years. Mary Wood, who had been at the college for 16 years, took over as academic dean.

At the time, Wood was in the last stages of completing her doctorate in adult and community college education at North Carolina State University. One course was on community-based programming. What she learned would later prove invaluable to her and to the college; it would place her in a position to influence the new president and thus the direction of the college.

Reichard soon came to see the college and its service area from a different perspective as president than he had as academic dean. From the beginning of his tenure as academic dean, he had worked to ensure that the academic program responded to the needs of the service area. What he did not see as academic dean was the potential of the college to provide leadership to the community that extended beyond formal courses and programs *and* beyond traditional approaches to solving problems in the community.

Reevaluating the College's Role in the Community

Reichard found that the college was in good condition overall and was well received in most areas. Nevertheless, he discovered that it was not viewed as positively in some sections of the service area or by some segments of its population as he desired.

> *For example, in the economic environment arena, we were not being perceived as the provider of workforce training when the county's economic development director went about trying to attract business and industry. He did not consider us to be a full-fledged partner. It was only with much reluctance that he would include James Sprunt*

Community College in any discussion and invite any of us to go out and talk with potential businesses that were relocating.

In addition, I did not feel that the college had established a sufficient presence in the Wallace community, a town with a population of 3,000 located 15 miles from the college. I was getting complaints from leaders in the Wallace community that the college was not serving the area.

The county's economy had shifted emphasis from truck farming and some crop production to food processing, particularly swine and poultry, both of which are grown and processed in the county. Wood stated that the shift "caused us to have greater interaction with our business and industry community that led us to see that we were not keeping up with economic changes. I think we saw the need to position ourselves to be a more equal player in the county planning process at the beginning as opposed to getting in on the other end."

As a result of changes in the economy, the county was experiencing demographic changes. Especially important was the growing Hispanic population and its implications for social and economic change. According to Wood, the college was using its courses in English as a second language (ESL) as one way of integrating itself into the Hispanic community. The college was the state's leader in obtaining funds for an ESL program.

Reichard and other college leaders knew they had to plan more carefully if the college was to be a leader in the county. Looking back, Reichard stated, "What I was looking for was a method or process to guide the college as it moved out into the community."

James Sprunt entered the 1990s aware of the need to reexamine its mission and to determine how to shape that mission to meet the ever-changing needs of a county in transition. The president had the vision that the college, by reaching out to its community, could create a win-win situation. The expected results were an improvement in the college's stature and image and in residents' quality of life.

James Sprunt Community College's search for solutions to its dilemma was spearheaded by Reichard and Wood. They sought to involve the college in providing leadership to the community more effectively and efficiently. Their desire to do so came at a fortuitous time. On September 6, 1991,

Reichard received correspondence from former governor Robert W. Scott, the system president, requesting proposals from those colleges wishing to become demonstration colleges in the newly established ACCLAIM program at North Carolina State University.

Reichard saw the potential of joining ACCLAIM and applied to have JSCC participate. Community-based programming seemed to offer the perfect process for moving the college into the center ring of community leadership activities. Mary Wood, who was familiar with the process through her work as a graduate student under Boone, readily agreed. JSCC was one of a number of colleges in North Carolina that responded to the request for proposals to become part of ACCLAIM.

After reviewing the responses, Scott notified Reichard that the college was one of two in North Carolina that would demonstrate the effectiveness of ACCLAIM's community-based programming model. James Sprunt Community College was the rural college selected and Guilford Technical Community College was the urban college selected.

With the full commitment of the president and the governing board, the college allocated money for faculty, staff, trustees, and selected community members to attend the first ACCLAIM institute. Reichard decided that given the importance of the initiative to the college's future, he should participate in all of the training sessions.

Preparing the College for Community-Based Programming: Processual Tasks 1, 2, and 3

Community-based programming, when successfully implemented, becomes a part of the college's culture. The adoption, adaptation, and integration of a process or undertaking into an organization's culture is often referred to as institutionalization.

For the purpose of this discussion, institutionalization is defined as "the process an institution goes through to incorporate changes into the structured and often highly formalized systems that constitute the community college as an organization" (Vaughan, 1994, p. 1). Implied in the definition is that all members of the college community are involved, including the president, deans, other administrators, faculty, staff, students, and the governing board.

In JSCC's case, community members also would play a role. They accepted the college's efforts to reposition itself as a leader and catalyst in identifying and resolving community issues. Ultimately, their acceptance would influence the effectiveness of the community-based programming process.

ACCLAIM's community-based programming process purposely and deliberately requires the college to begin the institutionalization process as soon as a decision is made to embrace community-based programming. Indeed, the first step is taken when the president and the governing board decide to adopt the process.

Reichard realized that he, as president, had to play a leading role in interpreting and promoting community-based programming to internal and external audiences as a philosophy and as a practical process. He decided that the college's commitment to ACCLAIM and its community-based programming model would be total, at least to the point that resources were available.

Examining the College's Mission

Processual Task 1. *The community college develops and adopts a definition of community-based programming that encompasses those basic principles and concepts required to fulfill its mission as a community-based institution.*

Institutionalization requires the college to examine its mission, philosophy, goals, and organizational structure to see if they are compatible with community-based programming. If they are not, the college begins to make the changes required to achieve compatibility. One result of the examination is a definition of community-based programming that is compatible with the college's mission as a community-based institution.

The decision to reexamine the mission was the result of what Reichard, Wood, and others saw as the need to clarify and strengthen the college's relationship to the community. College personnel and members of the governing board first began to examine the mission. The mission statement included a commitment to the philosophy and goals that supported community-based programming. During the fall of 1991, the mission and goals statement had been revised to include community-based program-

ming as a major means of achieving the college's long-range goals. One of those goals was to "facilitate the progress of Duplin County by serving as a catalyst to promote development training and to participate in countywide strategic planning efforts and other such collaborative endeavors."

President Reichard appointed a committee to develop a definition of community-based programming that was compatible with the college's revised mission and goals. In doing so, the committee gained an understanding of the process.

The college adopted the following definition in May 1993:

> *Community-based programming is a process in which the community college becomes the catalyst in effecting collaboration among the people, their leaders, and community-based organizations and agencies within its service area to identify and seek resolution to major educational issues that are of critical concern to the community and its people (Boone, 1992). Community-based programming is a key aspect of the James Sprunt Community College philosophy as a community-based institution and is reflected in the institution's goal 5 in which the college is identified as a catalyst for positive change within Duplin County. In addition, the college's goals 1 through 4, which deal with instructional programs, are also to be accomplished as a cooperative process in a manner conducive to community-based programming.*

In the same month, Reichard reported to all college employees the college's progress and its definition of community-based programming.

Studying the Community

> ***Processual Task 2.*** *The community college engages in a careful study of its community to increase its knowledge of its social-cultural, economic, technological, and political environment.*

Reichard noted that before James Sprunt Community College's involvement with ACCLAIM, "our knowledge of the external environment in which we operated was limited. Through participation in the institute, we

recognized the critical need to increase our level of knowledge and understanding of the social, cultural, economic, political, and technological environment within the college's service area and the region."

Moving quickly to capitalize on the knowledge gained in the ACCLAIM institute, Reichard set up a one-day meeting of the JSCC participants. In addition to community members, faculty and staff members, trustees, and the college president, the group included Steve Lilley, professor of sociology at North Carolina State University, who served as consultants to the group.

Lilley is an authority on how organizations can retrieve and use census data and other governmental and private reports in their planning processes. Using primary and secondary sources, Lilley first focused on the possible effects of global, national, regional, and local trends. The information gathered was combined with sources that the college was already using, including the college's *Factbook* and the *Duplin County Factbook* published by the county's economic development office. Lilley then developed an environmental profile of the service area and region was developed.

The involvement of college and community leaders in this study provided a basis for a more formal environmental scan to identify issues of major concern facing the college's service area. The discoveries made through the environmental scanning process included the following:

- a high rate of adult illiteracy in the college's service area
- a strong sense of egalitarianism among residents
- a low-wage county economy based on agriculture, livestock, and textiles
- rapid expansions in swine and poultry industries resulting in a gradual increase in overall wealth and a high demand for trained personnel
- potential conflicts among livestock production, manufacturing, and environmental concerns pointing to the need for countywide coordination of growth

The environmental scan also revealed that although human service agencies and educational institutions were becoming active and progressive in their attempts to improve quality of life, county and town boards for the most part were reactive, conservative, and protective of the status quo. Livestock production and textile industries were modernizing, but their workforces were underprepared, thus slowing innovation and expansion.

Two major conclusions were reached based on the initial environmental scanning data. First, several areas of study were pinpointed as having critical importance to the future of Duplin County and the college. Second, the time was right for the college to have an expanded role in facilitating community change in collaboration with the people and other community agencies and organizations.

Positioning the College

Processual Task 3. *The community college examines and, if needed, reinterprets or modifies its mission, philosophy, goals, organizational structure, and mode of operation to emphasize community-based programming as one of its major programmatic efforts.*

In preparing JSCC for its community-based programming initiative, Reichard saw the need to establish a small cadre of senior administrators to serve as the community-based programming management team (hereinafter referred to as the management team) and guide its efforts. Reichard appointed the three senior staff members who reported to him, with Wood, dean of academic and student services, as the ACCLAIM project liaison.

A major step was taken by college administrators when they decided to reorganize certain aspects of the college's structure to make a full commitment to community-based programming. Three ACCLAIM teams were established. One team was to begin work during each of the first three years of the project.

The team concept evolved after it was decided that the first group of institute attendees would remain intact and function as the college's environmental scanning committee. This group included college staff members, trustees, and community leaders and became known as Team 1. Additional college and community groups would participate in the 1993–94 and 1994–95 training institutes; each team was selected during the year in which it attended its institute and was made up of college personnel, governing board members, and community leaders.

The president decided to participate in the training sessions along with Team 2 (1993–94) and Team 3 (1994–95). He did this to ensure that Teams

2 and 3 realized that their role would be as important as Team 1's role in implementing community-based programming.

Each member of the board of trustees except the student representatives committed to completing one of the institutes. Therefore, all board members became knowledgeable of and fully participated in the initiative.

The first team had 17 members: 11 from the college, including the college president; three from the community, including the chair of the Duplin County Board of Commissioners and the county planning director; and three from the college's governing board, including its chair.

It is clear from the membership of Team 1 that the college and community were serious about community-based programming. Team 1 attended five institute sessions, each lasting three and a half days, over a five-month period.

Although the ACCLAIM institutes were important in institutionalizing community-based programming, what happened on campus was of equal importance. Keeping each team intact helped with institutionalization.

The following remarks by Reichard provide a firsthand view of how Processual Tasks 1, 2, and 3 were institutionalized at the college:

As I look back at our efforts to prepare the college for community-based programming, five steps stand out. The first step was to share the concept with the senior staff members and the chairman of the board of trustees. With their support, I made a presentation to all of the trustees and also to all of our college's personnel indicating to them that I thought the community-based programming concept was precisely what James Sprunt Community College needed in order to improve its position within our community and to enable us to assist the county in improving itself.

I tried to sell the idea of WIIIFM: "What is in it for me?" I emphasized the benefits to faculty and staff, to the college, and to the community. The trustees, faculty, and staff indicated their support, recognizing the cost and the time that would be involved.

The second step was to integrate community-based programming into our planning processes. We revised our mission and goals to include community-based programming as our major new strategic initiative. To guide implementation, we developed a detailed plan.

Our progress would be appraised as part of our annual evaluation of institutional objectives. Also, as a pilot college, we sought continual feedback from the ACCLAIM staff.

The third step was to adjust our organizational structure. The president assumed the position of chair of the management team. An operational subcommittee was appointed with the dean of academic and student services as its chair.

The fourth step was to emphasize internal and external communication during the first few months of the project. Trustees and community leaders were asked to discuss the process with various influential individuals and groups. We also publicized the ACCLAIM project and its intent in our quarterly newsletter and through occasional articles in our local newspaper.

The fifth step was to allocate fiscal resources. Training costs were divided between state and county budgets. These costs represented a substantial investment for a college our size.

In summary, our success in beginning to institutionalize and implement the community-based programming process was greatly facilitated by the following factors:

- *The conditions necessary to accommodate change were present at JSCC.*
- *Community leaders and trustees were involved early.*
- *The president was directly involved with the adoption of community-based programming.*
- *We achieved broad-based participation from the college's internal groups.*
- *Heavy emphasis was placed on internal and external communication.*

We have reinterpreted our mission and included community-based programming as a primary avenue for achieving it. We have developed a philosophy of community-based programming as called for in the ACCLAIM

process. In 1989, shortly after I assumed the presidency, we included a statement on being community-based in the mission statement. We fine-tuned our mission statement in 1991 and again in 1993 as we learned more about ACCLAIM's community-based programming process.

Lessons Learned

- The college was ideally situated to emerge as a key leader and to serve as a catalyst for community change. Indeed, it appeared that it was possibly the only institution within our community that could promote collaboration among the many diverse interests in the county.
- JSCC was not being perceived as the leader in the service area, as it should have been. ACCLAIM's community-based programming model offered much hope for helping the college to enhance its leadership position.
- The community-based programming process held much promise for providing a more systematic and comprehensive process for developing a five-year long-range plan for 1992 through 1997.
- The ability of a community college to position itself to engage in community-based programming will be influenced greatly by its current planning, organizational, and management practices. JSCC's repositioning process included incorporating the goals of community-based programming into the institution's mission and planning processes, making appropriate adjustments to our organizational structure, and reallocating fiscal resources to support our efforts.

Environmental Scanning: Processual Tasks 4, 5, and 6

Environmental Scanning

Processual Task 4. *The community college's president establishes and employs an appropriate mechanism for scanning the college's external environment for the purposes of identifying and ranking, in order of importance, issues that are of critical concern to the community and its people.*

The leaders at James Sprunt Community College quickly understood the interaction between increasing their knowledge of the external environment and the need to establish an effective mechanism for identifying community issues by scanning the environment regularly and systematically. As Reichard noted, "We felt we needed to know a lot more about our environment than we learned through the activities associated with Processual Task 2."

Reichard took an important step: He designated Team 1 as the college's environmental scanning committee. He felt that since Team 1's membership included men and women from various geographic and ethnic segments of the population served by the college who were knowledgeable of the service area and had participated in the ACCLAIM institutes, it would be an ideal choice. As called for in the community-based programming process, Reichard designated that the committee be advisory to the president.

The committee met with an ACCLAIM-recommended consultant who trained the committee and helped it to conduct its first environmental scan. Members also drew upon the training that they had received as participants in the ACCLAIM institute. Additional support came from the management team who served as members of the original scanning committee.

Once the committee was established, college and community leaders faced the question of whose committee it is, the college's or the community's. According to Reichard,

> *I guess it depends on whether your environmental scanning committee is a community-owned group or more of an extension of the college. In our case, it is an extension of the college with community membership. The committee will meet when the college feels it needs to revalidate the critical issues facing the county. When you are using a broad-based group including community membership, the committee will not meet often. When it does meet, it will conduct an intensive study, review the information, and identify critical issues.*

> *JSCC's environmental scan followed this process in its initial effort to identify and rank critical issues. It used four criteria for prioritizing the issues identified: severity of the threat to the quality of life in*

Duplin County, the relationship to the college's mission, the feasibility and impact of resolution, and the cost to the college.

Identifying Issues

Processual Task 5. *The environmental scanning committee conducts a study of the community under the leadership of the community college president.*

The committee began its work by designating subcommittees that examined the data sources collected for use in Processual Task 2. The subcommittees identified broad areas of concern for further investigation. Assisted by the management team, the committee collected data from additional sources the subcommittees' use. Subcommittee members were asked to identify the major issues evident in the data to present to the entire committee. All issues were listed on newsprint, and a variation on the nominal group process, using stick-on dots for voting, resulted in the following priority order:

1. literacy and workforce training
2. economic development
3. strategic planning
4. recreation
5. health care
6. social responsibility
7. (tie) crime
7. (tie) environment
8. leadership
9. poverty
10. (tie) access to services
10. (tie) housing

Recognizing that the entire committee would not meet often, the college established an environmental scanning committee subcommittee to monitor the environment to determine how it affects the college's role in the community, and inform the president of its results. Upon the subcommittee's request, Reichard would bring the environmental scanning committee together.

Consequently, JSCC is monitoring its environment regularly and sharing what it learns with members of the college and the community, as appropriate.

Ranking and Confirming the Issues

Processual Task 6. *The community college's president seeks further confirmation and legitimation of the ranked issues from the college's governing board and from other community leaders.*

The top-ranked issue that emerged from the environmental scan was adult illiteracy. Once the issue had been identified by the committee, the committee sought confirmation of its importance from other influential community leaders and the college board. A letter identifying the issue and explaining the process used to select it was sent to 275 individuals and organizations that had a stake in seeing the issue resolved. These leaders were asked to provide their perspective on the issue, and more than 200 responses confirmed adult literacy as an issue that needed to be addressed.

The college drew attention to the issue through several avenues. The lead story in the college's newsletter, which is sent to all residences and businesses in the county, was devoted to a discussion of illiteracy as a threat to the county's quality of life.

Confirmation that resolving the issue of adult illiteracy was important came from all segments of the county's population. Moreover, James Sprunt Community College was seen as a legitimate and worthy organization to undertake the groundwork required to move county leaders toward resolution.

Lessons Learned

- A large amount of information was available that had not been used to the degree possible by either the college or the community. Data alone were found to be of little value; to be useful, they must be analyzed and placed within the context of the goals of the college and the community.
- Most important, the environmental scanning process can be an invaluable tool in assisting the college and the community in identifying communitywide issues.

- Colleges should use available resources. JSCC found it valuable to work with a professor from the state's land-grant university who was an expert in data gathering and analysis. The college also used county, state, and national data in its analysis of the results of the scanning process. Chambers of commerce had gathered valuable information that assisted in the scanning process.
- Colleges should not attempt to identify broad-based issues facing the community without involving community members.
- A lesson that was reinforced more than learned was that the president must make sure the faculty and the governing board are aware of why the college is scanning the environment and what will be done with the results.
- Reichard cautions other presidents to be sensitive to the political implications of environmental scanning. The scan may well turn up issues that are just "too hot to handle" from a political perspective. Reichard's advice is "leave them alone."
- The environmental scanning committee's role is to identify and rank issues, not to set the agenda or provide resources for resolving the issues. The agenda is the responsibility of the college president working with the governing board and other community agency heads and boards, depending upon the issue.
- Although it was not true in JSCC's case, an environmental scanning committee's top-ranked issue may not be one with which the college wants to become involved.

Studying, Analyzing, and Mapping the Service Area Publics and Forming the Coalition: Processual Tasks 7, 8, 9, and 10

Identifying the Target Public and Stakeholders

Processual Task 7. *The community college studies, analyzes, and maps the public in its service area that is affected by the issue selected for resolution.*

Processual Task 7 must be carefully implemented because it forms the crucial core of the community-based programming process. The leaders at James Sprunt Community College launched a study through the college's literacy department, in coordination with its literacy advisory committee and the Duplin County public schools, to identify and locate the target publics and other stakeholders who would be most affected by improving the county's literacy rate. The purposes were to determine which individuals were in need of literacy service, their location within the service area, their personal characteristics, their feelings about the issue, and their organization in terms of neighborhoods, employers, churches, or other social, human service, political, or economic groupings.

Mapping the service area was accomplished using a variety of methods. Duplin County was first studied and analyzed using 1990 U.S. Census data by a committee formed to accomplish Processual Tasks 6 through 10. Members of the management team served on this committee.

There are eight census tracts within the county. Census data were used to determine where adults resided who had less than nine years of education as well as those adults who had completed nine to 12 years but did not finish high school. These two groups were used to begin identifying the target public. The percentage of the adult population in each category of non–high school graduates was then posted on a Duplin County map and subdivided by census tracts.

With the assistance of the management team, the committee responsible for mapping met every few weeks to develop and implement strategies for gaining a better understanding of the target public and stakeholders. Members of these two groups were invited to meetings to give their perspectives on the issue and on the target public. Adult basic education students, community leaders, and agency representatives provided insights into the lives of illiterate adults and the programs designed to reach them.

Identifying Leaders

Processual Task 8. *The community college selects and uses effective processes and techniques for identifying both the formal and the informal leaders within the target public and stakeholder groups.*

Next, Team 1 assisted in identifying formal and informal leaders among the target public and stakeholders. County Commissioner Zettie Williams, a member of the college's board of trustees and of Team 1, explained the process used to identify stakeholders and their leaders: "It was done through surveys, individual contacts, and personal talks by individuals in the community and through organizations and groups who were interested in the improvement of the educational status in Duplin County."

College recruiters already working in various locations around the county played a role in mapping the target public and stakeholders and in identifying their leaders. The recruiters contacted and began to engage members of the target public in purposeful conversations about the issue and their quality of life. This information was fed to Team 1, helping it to develop a greater understanding of the issue and a list of formal and informal leaders of the target public and stakeholder groups that would need to be involved in resolving the issue. The knowledge gained from these "field recruiters" about the target public and their leaders assisted in the process of leader identification. Through prior knowledge by team members, data from reports, presentations by target public members and agency representatives, and the work of these recruiters, Team 1 developed a list of 200 leaders to be connected with the literacy issue.

Gaining Consensus

Processual Task 9. *The community college initiates dialogue with leaders of the target public and stakeholders to encourage and assist these leaders in attaining consensus on the importance of the issue and in forming a coalition to address the issue.*

The college, serving as a catalyst, initiated dialogue with the target public and other community leaders. Howard Paris, associate dean of continuing education, described the process:

We held a series of sessions to address identifying the leadership, identifying the target public, mapping and analyzing the area and the related populations—doing the groundwork, so to speak—before we

brought the coalition together to look at the issue. As a committee, we also contacted leaders and stakeholders in the service area and requested that they verify that adult literacy was a significant issue that should be addressed within the county. The overwhelming majority verified that the issue was one of great significance to Duplin County.

Paris also described how this process led to consensus:

More than 70 individuals out of approximately 200 respondents indicated that they would be willing to serve on the coalition that would address the issue. So we had an enormous response that adult literacy was a significant issue, and we had a nucleus of people who indicated they were willing to work on addressing that issue.

Forming a Coalition

Processual Task 10. *The community college engages the coalition in further studying and analyzing the issue, refining the definition of the issue, and deciding upon the strategies to be pursued in resolving it.*

Upon obtaining consensus among community leaders, stakeholders, and spokespersons for the target public that literacy was significant to Duplin County's residents, Team 1 moved to form a coalition to confront the issue of adult illiteracy in Duplin County. Because of the issue's far-reaching effects, the coalition's membership included nearly the full spectrum of the county's population. The leaders that had agreed to participate included women and men; whites and African Americans; poor, middle-class, and rich people; business owners, government employees, elected officials, and educators; GED and ABE students; and ministers.

Although college staff and the community leader who agreed to serve as the interim chair of the coalition had attended a two-day facilitator training session, it was determined that a professional facilitator would be used to assist in forming the coalition and in its subsequent planning efforts. This decision was made in part to ensure the success of this initial coalition but

also to offset the lack of experience held by the community college and community leadership in facilitating such a diverse group.

James Feldt, a nationally recognized facilitation expert and practitioner from the Institute of Community and Area Development at the University of Georgia, was engaged to facilitate a series of coalition meetings. Feldt's experience allowed the coalition to form quickly and to develop a plan of action to improve adult basic skills. The meetings were chaired by John Anderson Johnson, a respected member of the community.

In addition, John Pettitt, the college's ACCLAIM liaison and an assistant professor at North Carolina State University, provided guidance and helped set the stage for the coalition meetings. The first of five working sessions was held on September 29, 1994, on JSCC's campus. A summary of each of the five coalition working sessions follows.

Session One: September 1994. The purpose of the first session was to form the coalition and establish rules for future meetings. Coalition members further defined, clarified, and described the target public, available programs, and barriers to participation in literacy programs.

A process similar to brainstorming, called brainwriting, was used to maximize participation. Each coalition member wrote his or her thoughts on a piece of colored paper and posted it on the wall. Since some members of the coalition had limited literacy skills, alternative means of expression were included. Small-group discussions were used, with a member serving as recorder for each group, and "round robin" techniques encouraged maximum participation. Ground rules were set to create a climate that encouraged this participation. One of these rules was that spelling did not count. Participants had opportunities to review all the thoughts and ideas generated. At the end of the session, participants filled out 3-by-5-inch cards with the specific focus they felt the coalition should adopt.

Session Two: October 1994. Using affinity diagrams, the facilitator and management team assisted the coalition in categorizing the ideas into four subissues:

- Lack of transportation serves as a barrier to participation in programs that could improve adult basic skills.

- At-risk youth problems, such as the elevated high-school dropout rate and underachievement, contribute to the potential for adult illiteracy.
- There is limited participation in adult basic education, adult high school, and general education development programs.
- Outreach and recruiting efforts to reach adults in need of basic skills are not as effective as possible.

Participants prioritized the ideas by voting on them with colored stick-on dots. Work groups were formed on the basis of participants' interest. The work groups received worksheets to complete by listing possible actions to be taken before the next session.

Session Three: December 1994. The four work groups met in a breakout session at the beginning of the meeting, then reported their progress to the entire coalition. A college staff member who had completed the two-day training session facilitated each breakout session. Each group identified steps to be included in the coalition's plan of action.

Session Four: January 1995. Breakout sessions continued as organized in the previous meeting. Each work group assigned responsibility to an individual or agency for the steps to be taken, identified the resources required for each step, and designated individuals or agencies responsible for obtaining those resources.

The work groups reported their progress to the full coalition and provided handwritten worksheets to be used in drafting the coalition's unified plan of action. The coalition meeting and breakout sessions were facilitated by staff members from the college.

Each coalition meeting started at 5:30 p.m., with a light meal offered to participants. Between 50 and 60 coalition members attended each session. The four work groups addressed the four areas of focus that had been agreed upon in the second session. These areas formed the basis for the four goals included in the coalition's plan of action. Leaders of the target public participated in the coalition meetings and provided meaningful input. Group process techniques used by the facilitator ensured that each participant had the opportunity to contribute. In addition, college staff members who had been trained as facilitators were represented in each work group.

Feldt was not available for the fourth session and was replaced by a staff member from the college. At that point in the life of the coalition, members were comfortable with the meeting format and group process. Lewis Jennings, a basic skills student at the college and a member of the coalition, commented, "I felt very good because the whole environment made me feel at home, and that's what it's all about. It was very free and open, and everybody felt at home and wanted to speak."

Session Five: February 1995. Feldt was available for the final session to summarize the planning effort and to guide coalition members through reaffirming their commitment to improving adult basic literacy skills.

In addition to assisting the coalition, Feldt also assisted Team 1 in developing a cadre of trained facilitators. A two-day training session in group process facilitation was conducted on the JSCC campus for a team of faculty and staff members. Reichard has used them to facilitate management team meetings within the college. This team of facilitators is also available for use with community groups and future community-based programming efforts.

Lessons Learned

- The services of a trained facilitator can be very beneficial. In particular, in the initial sessions, the organization of the coalition can be "fragile." If members do not feel that their time is well spent, they may not remain as active participants.
- Scheduling sessions at 5:30 p.m. allowed coalition members to attend immediately after work. Providing food and refreshments accommodates those individuals who would not have their evening meal until after the meeting. Establishing an agenda and following a strict two-hour schedule allowed participants to meet other obligations later in the evening. Although one or more daylong sessions may have been more efficient, not everyone can commit to that block of time.
- Minutes were prepared on a personal computer during each meeting and distributed to members within a few days with a reminder of the next meeting. This allowed members who missed a session to keep up.
- Involving members of the target public required personal contact to gain their participation. It may be necessary to provide transportation.

- Administrative support and meeting preparation must be addressed. Supplies, the physical setting of the meeting room and breakout areas, and refreshment breaks must be planned for, and someone must record, prepare, and distribute the minutes. A walk-through of the sequence of events helps identify potential problem areas and helps the group adhere to the agenda and schedule.

Developing Plans of Action: Processual Tasks 11 and 12

Providing Leadership for the Coalition

Processual Task 11. *The community college provides leadership for the coalition in translating its decisions into a unified plan of action.*

During the five coalition meetings held from September 1994 through February 1995, the coalition produced a plan of action with the four subissues as the focus for work groups.

One subissue was defined as transportation, which can inhibit participation in literacy programs. An example of how one objective for this subissue is translated into the ACCLAIM plan of action format is displayed in Appendix 3A *(page 109)*. A sample of the Literacy Coalition plan of action for this subissue appears in Appendix 3B *(page 113)*. The plan of action describes the steps the coalition will take to resolve the defined literacy subissues.

The College's Role as Leader and Catalyst

Processual Task 12. *The community college aids the coalition in implementing the plan of action by providing consultation, technical assistance, and opportunities for coalition leaders and other community leaders to report on progress made, discuss obstacles encountered, and explore the use of alternative strategies not included in the initial plan of action.*

With its plan of action completed, the Literacy Coalition addressed the critical process of implementing the plan. The college provided leadership in guiding and facilitating the efforts of the coalition. The management team helped coalition members fully understand the activities involved in implementing the plan and helped the coalition structure itself accordingly. Facilitation was provided to aid the coalition in making decisions about forming committees, setting meeting agendas, determining steering committee functions, and collecting and using feedback. The college also provided assistance to coalition members in developing group process skills.

As an initial step in implementing the plan of action, the coalition established a steering committee to oversee its activities. This committee was charged with monitoring the implementation process and providing feedback to coalition leaders. The steering committee and Team 1 members planned to conduct formative evaluations of the coalition's progress based on agreed-upon milestones and indicators of success. The evaluation results were to be reported to coalition leaders with recommendations for any changes.

The chair of the work group formed to improve adult basic skills agreed to chair the coalition steering committee, which ensured continuity of the coalition's efforts. He was instrumental in the decision made by the county commissioners to establish a countywide transportation system. He submitted a strong written recommendation on behalf of the coalition and was present at the commission meeting when the transportation system was under consideration. The result was a commitment of county resources to staff a transportation director's office and to initiate detailed planning for the system. This action was directly related to addressing the coalition's goal of eliminating the lack of transportation as a barrier to participation in programs to improve adult basic skills.

James Sprunt Community College and the Duplin County public schools are involved in a number of collaborative efforts to reach dropouts, underachievers, and other at-risk persons. College personnel have been involved in goal setting with Duplin 2000, a community-based effort, and are currently involved in developing a strategic plan for the public schools. The college president and the superintendent of public schools meet on a scheduled basis to review collaborative educational efforts.

A concentrated recruiting effort has targeted specific geographic areas served by an off-campus basic skills site to increase participation in exist-

ing programs for adults. Restructuring the college's basic skills department was found to be necessary to employ recruiting resources more effectively and to expand outreach and recruiting efforts.

Future outreach efforts will include establishing a network of basic skills advocates in each community as well as quarterly distribution of the coalition newsletter to every household in the county.

On June 1, 1995, the coalition presented its plan of action to the public at a major kick-off dinner. Members of the coalition and other community leaders were present to lend support. Also present were representatives of the county commissioners, the board of education, the college's board of trustees, and Team 1. Media coverage ensured that the public was informed of this significant community-based programming activity.

After the coalition had introduced the plan of action to the public, it continued to involve all members in implementing the plan. To this day, the steering committee holds periodic meetings that are open to all coalition members, distributes minutes from the steering committee to the coalition, and mails a coalition newsletter to every household in the county.

These group meetings also provide an opportunity for members to define any concerns about barriers to accomplishing established goals. Coalition members discuss any revisions needed in their component of the overall plan of action. Each subgroup prepares a report on its specific component of the plan and shares it with the total coalition. The steering committee and, in turn, the full coalition review these reports and adjust the plan of action.

The reporting and evaluation process allows the coalition to remain abreast of events and judge progress toward issue resolution. The process alsó renews the coalition's ownership of its plan of action and provides an opportunity for coalition members to begin to discuss future actions.

Lessons Learned

- Administrative support for preparing, reproducing, and distributing the completed plan of action must be available and should be part of the support provided by the community college in its role as catalyst.
- The willingness of a respected community leader, a recently retired clerk of the superior court, to chair the coalition and subsequently the coalition steering committee was helpful in forming and maintaining the coalition.

- It is critical that the college's personnel be proactive in giving direction and structure to coalition activities; however, that support must be given in such a manner that the college does not appear to dominate deliberations. Learning the art of subtle orchestration is very important.

Assessing and Reporting Outcomes: Processual Tasks 13, 14, and 15

Developing Assessment Methods

Processual Task 13. *The community college provides leadership for the coalition in assessing the outcomes achieved toward resolving the issue and in determining the cost-effectiveness of the plan of action.*

Members of the college community provided leadership to the coalition in developing the outcome measures and in establishing methods for assessing and recording actions leading toward issue resolution. Interim evaluation sessions are scheduled for each of the coalition work groups regarding their implementation of the plan of action. These sessions allow group members to review their activities and to judge progress against preestablished measures.

Members of the community college staff have assisted the Literacy Coalition in documenting results and determining cause-and-effect relationships between activities and outcomes. College personnel also have assisted the coalition in developing an evaluation report.

As of this writing, the first interim outcome assessment has been conducted and progress has been noted in moving toward resolving the four subissues of the plan of action and ultimately eliminating adult illiteracy in the county. This assessment led the coalition to further analyze these subissues to determine that they needed to be addressed on a community-by-community basis, as opposed to on a countywide basis. For example, the following outcomes were identified that suggested this need for focusing on towns, neighborhoods, and workplaces:

- A mobile classroom should be obtained and could be shared on a rental basis with other agencies that needed "decentralized" sites for programs.
- The Department of Transportation reduced the number of vans available and ride sharing was being encouraged.
- Two community sites for family literacy programs had been established.
- Four work-site programs had successfully introduced computers into their design.
- Financial support had been obtained and used for renovations and maintenance of off-campus sites.
- Although overall JSCC enrollment was down, workplace literacy programs continued to succeed.

This feedback and the continual monitoring of the coalition's efforts led to the development of new strategies for existing plans but also to a renewed overall approach toward how the coalition would continue to develop the plan of action. This renewal process is described under Processual Task 15.

Reporting Progress

Processual Task 14. *The community college arranges for and helps coalition leaders to report to their respective constituencies, agencies, organizations, and other stakeholders on the progress made toward resolving the issue.*

The Literacy Coalition's evaluation report provides an information base that coalition members may use to report to their respective organizations or groups on their progress. Stakeholder groups are provided with the evaluation report information, and feedback is provided to the target public on the coalition's activities and results.

The coalition has used its newsletter to provide broad distribution of information about the coalition, its plan of action, and the results achieved. The report of the outcomes assessment was disseminated through coalition members to their constituencies. Press releases based on the progress reports also publicize the coalition's progress.

In addition to using these reporting avenues, the coalition has provided systematic reports to its specific public, which includes the college's board of trustees, the college faculty and staff, the North Carolina Department of Community Colleges staff, and county government officials.

Developing New Plans

> ***Processual Task 15.*** *The coalition uses the results of the plan of action and lessons learned through its implementation to develop and implement new strategies for continued efforts toward resolving the issue.*

The Literacy Coalition used the plan of action report to develop new plans as needed to address changing aspects surrounding the literacy issue and to develop new activities. Adult illiteracy in Duplin County is a complex issue, and all of its aspects were not fully identified and addressed in the initial plan of action. As progress is made in addressing the four identified subissues, the coalition is developing additional activities to address remaining barriers to improving literacy.

For example, the outcomes evaluation referred to above did not reveal much progress toward increasing the number of individuals involved in improving their literacy skills. Through an examination of the coalition's methods, the decision was made to fit programs to the needs of specific communities within the county. This renewed approach resulted in the following changes:

- Alternative strategies not included in the original plan of action were developed.
- The college's basic skills department was reorganized to provide greater opportunity for community outreach and for mobilizing community groups to address the literacy issue locally.
- Plans were made to identify two to four leaders in each community to serve as community literacy advocates.
- The new chair of the coalition was selected partly because of his ability to support these renewed efforts.
- The evaluation plans and plan of action are being revised to include the community approach.

The coalition realized from its inception that this issue would require a long-term commitment to an expanded plan of action, as well as continued vigilance if the goals of the coalition were to be realized. The coalition members, as well as the assisting college officials, have gained valuable experience from collaborating with community stakeholders and the target publics. They are developing plans and strategies for continued resolution of the complex issue.

These lessons will be valuable to the coalition as new strategies are developed and implemented in subsequent efforts to confront the issue. These experiences in coalition building, issue identification, planning, and evaluation provide a valuable base for the people of Duplin County as they strive to improve their community's potential.

Additional Community-Based Programming Initiatives

Although the college's Team 1 led the implementation of the community-based programming process, plans were also under way for training and using Teams 2 and 3. The next sections of the case study chronicle their activities.

Using the Process: Team 2

During the 1993–94 academic year, a second group of trustees, faculty and staff members, and community leaders completed the ACCLAIM institute training. Team 2 consisted of 17 members: 12 were from the college, including the college president; one was the county's economic development director; and four were from the college's governing board, including the vice chair.

While learning about the community-based programming process, the county's economic development director, Woody Brinson, recognized its applicability to developing a long-range strategic plan for the county. As a result, Duplin County's Economic Development Commission received a $15,000 grant from the North Carolina Rural Economic Center to launch a strategic planning process.

The commission formed a coalition of 87 residents to develop the plan. The coalition included five members from James Sprunt Community College's Team 1: the president, dean, the small business center director, one

trustee, and one community leader. A staff member of the Eastern North Carolina Chamber of Commerce served as facilitator, along with the director of the college's small business center. The center's director also served as recorder and staff assistant. While Team 2 was being trained, four coalition meetings were held during January, February, and March 1994.

At these meetings, the strategic planning coalition identified the following issues:

- inadequate housing and infrastructure needs
- education—child care to youth job preparation
- low wages and unskilled workforce
- transportation inadequacies
- recreation needs and high crime rate
- community pride and leadership development
- mandates and services
- lack of cleanliness
- need for a diversified industrial base
- low public services and high tax rate

Meanwhile, discussions were held among Team 2 members on what issue to use to field test the community-based programming process. It became apparent to President Reichard that the county's strategic planning coalition had identified and was planning to address many of the same issues that the college's environmental scanning committee had identified. It seemed that Team 2 could be most effective by assisting in the implementation of the county's strategic plan.

This idea was discussed and adopted by Team 2 at its final institute session in April 1994. Brinson welcomed the college's support. Team 2's formal link to the county plan is cited in the implementation section of *Meeting the Challenge.*

While involved in the ACCLAIM institute during 1993 and 1994, the members of Team 2 had the opportunity to help the college devise a strategy for developing a long-range plan for 1994–1999. The president asked the college's senior administrators along with Team 2 to serve as the college's planning team. Between December 1993 and March 1994, this group completed the strategic planning phase of the college's planning model.

The strategic planning process included the actions called for in Processual Task 2, including an in-depth review of the sociocultural, economic, political, and technological environments in which the college was operating. From that analysis, the planning team revised the college's planning assumptions and reexamined the mission statement and 10 goals (Processual Task 3). As a result of ACCLAIM's emphasis on diversity, the planning team revised Goal 9 to include the recruitment and retention of a high-quality and diverse faculty and staff.

The planning team was involved in the scanning process (Processual Task 5) to identify and prioritize the key strategic issues facing the college in the next five years. Five strategic areas of emphasis were adopted:

- workforce preparedness
- distance learning and related technologies
- literacy
- optimum mix of programs and services in light of available and expected resources
- accountability and marketing of institutional effectiveness results

Team 2 was able to use Processual Tasks 2, 3, and 5 of the community-based programming process to assist the college's planning team. The college's administrators, faculty, and staff subsequently developed the objectives, strategies, and assessment criteria for accomplishing the college's mission and the 10 goals included in the 1994–1999 long-range plan.

At its final institute session, Team 2 adopted its 1994–1997 objectives for field-testing the community-based programming process:

- To field-test and evaluate the community-based programming process by participating in implementing the county's strategic plan for economic growth.
- To have the college's environmental scanning procedure and its supporting primary and secondary data in final form.

Organization of Team 2 and Its Role as Catalyst

Team 2 was organized along the same lines as Team 1. An operational subcommittee was appointed by the president of the college. The college's director of administrative and fiscal resources, who was a member of Team 2, was appointed to serve as chair and liaison to the president.

Members were assigned to one of the five task forces included in the county's strategic plan for economic development. These task forces focused on the issues of economic development, tourism and recreation, education, quality of life, and community development. The education and community development committees were chaired by Team 2 members. The director of administrative and fiscal resources was appointed by Brinson to serve on the steering committee that had been created to oversee the implementation of the strategic plan.

Funds from Team 2's budget were made available for task force support activities such as copying, correspondence, and refreshments.

In June 1994, when the economic growth plan was presented to the public and distributed at a countywide meeting, five members from Team 1 and all the members from Team 2 were fully involved and committed to implementing it.

Since Team 2 had not spawned the county planning coalition, had not participated in the plan's development, and did not have the opportunity to design its own action plan to field test Processual Tasks 6 through 15, it's role was to be more a catalyst than a leader for the countywide strategic plan. Team 2 would assist in seeing that the plan was implemented. The college perceived the success of the plan to be very important, since of the 12 issues that had been identified by its environmental scanning team, 11 ended up as specific goals in the county's strategic plan.

From the perspective of implementing the community-based programming process, the college felt that this was going to be its only opportunity for many years to assist in making progress toward resolving the critical community issues that its own environmental scanning committee had already identified.

Progress Toward Team 2's Objectives

Objective 1: Participation. For the first time, a countywide Committee of 100 has been formed. The education task force is overseeing the completion of a strategic plan to improve Duplin County public schools. The quality of life task force assisted the local hospital in recruiting several new physicians. The tourism and recreation task force witnessed the construction of a 70-acre public recreational lake that will open within the next year.

The community development task force is concentrating on a plan to expand housing in the county. Most recently, the county commissioners authorized the expenditure of more than $5 million of federal, state, and local funds to construct two industrial parks along I-40.

Although members of the college community would like to have seen more progress, it is recognized that resolving—or making progress toward resolving—many of the issues in the county's strategic plan will take many years. If it were not for Team 2's ongoing participation, several of the task forces, in particular the education task force, would probably be at a standstill. At the urging of college leaders, Brinson called for a progress report from each task force. The steering committee plans to meet soon to adjust plans.

Objective 2: Scanning. The second objective for Team 2 is to put into final form the procedure and supporting data that the college will use for continuous environmental scanning.

Earlier work done by Team 1's environmental monitoring subcommittee was transferred to Team 2's operational subcommittee. The college contracted for assistance from the Regional Economic Development Center at East Carolina University. The environmental scan was initiated during the winter of 1996. It concentrated on the external economic, political, sociocultural, technological, demographic, organizational, and competitive threats and opportunities. These were then matched against an analysis of the college's internal strengths and weaknesses. The scan identified several strategic areas of emphasis to be addressed in the 1996–2001 long-range plan. The college now has the procedures and data sources needed to conduct continuous environmental scanning.

Community-based programming's emphasis on increasing the college's knowledge of its external environment, scanning for critical issues, and deciding on the college's role in resolving those issues helped James Sprunt Community College significantly improve its strategic planning.

Assessing and Reporting Outcomes

Progress since June 1994 in implementing the strategic plan for economic growth has varied among the five task forces. There have been some notable successes. It appears, however, that the strategic plan and its task

forces are at a major turning point. Whether the college will succeed through its catalyst and support role in helping the county coalition successfully implement Processual Tasks 13, 14, and 15 remains a question.

Over the past year, the number of task force meetings has fallen. Many original members are no longer active and need to be replaced, especially on the education task force. On two separate occasions, the college president, superintendent of schools, and the education task force chair have met with Brinson to discuss membership.

Currently, there are no community representatives active on the task force. Brinson has agreed that it is his and the Economic Development Commission's responsibility to recruit new members. As of May 1996, however, no new members have been appointed.

The director of economic development has not provided opportunities for the coalition leaders and other community leaders to report on progress made or to conduct formative evaluations as called for in Processual Tasks 12 and 14. Nor have meetings of the steering committee (task force chairs and the college's liaison) been held to manage and discuss future plans and activities.

In the summer of 1995, the college urged the director of economic development to call for progress reports from the task forces. Each task force was asked to submit a report by November 1995. However, as of May 1996, the economic development office had not published a progress report.

Woody Brinson was questioned recently about the future of the strategic plan. Brinson stated that the following steps will be taken in the near future:

- reunion of the original coalition and its five current task forces back together to evaluate progress in implementing the strategic plan
- recruitment of new community stakeholders and leaders to join those task forces that need new members
- identification of additional goals for the task forces

Since May 1996 the first of these three steps has been accomplished. The coalition met on May 28 and found that each of the five task forces had made significant progress in accomplishing its goals. The task forces were then directed to take the summer off and resume their work in September. However, as of November, only one task force has met, and that task force has written to the economic development director expressing concern over

future plans. It has requested that a countywide forum be held to address the need for greater leadership and support from county government, indicating that otherwise implementation may cease completely.

Brinson feels that Team 2's involvement in the implementation of the strategic plan has been helpful. Selected members from Team 2 have served as facilitators for each task force and as communication links to the economic development office. In the future, Brinson believes that Team 2 members "can play a good role in the evaluation of the strategic plan and then, with some of their leadership and skills, help us to identify additional goals and to establish a path that we should travel down for the following year."

From the above remarks, it appears that James Sprunt Community College is succeeding in fulfilling its role as catalyst in supporting the county's strategic plan for economic growth.

In summary, the college feels that much of the county's future is at stake and that it is imperative that the strategic plan continue to be implemented. From a community-based programming perspective, the coalition is struggling with implementing Processual Tasks 13, 14, and 15. The college continues to encourage Brinson to use the community-based programming model to its fullest as a way to ensure continued implementation of the Duplin County strategic plan. With many critical issues being addressed in the strategic plan, progress toward resolution is vitally important to improving quality of life. The college will continue its efforts as a catalyst in renewing the county's commitment to the plan.

Using the Process: Team 3

During the 1995–96 academic year, the third and largest group of trustees, faculty, and staff completed the ACCLAIM institute training. Team 3 consisted of 25 members: 14 from the college, including the president; six from the community, including the Duplin County manager, a member of the Duplin County Board of Education, the assistant director of the Cooperative Extension Service, the head of a community action organization, the chair of the county's economic development commission, and the training director of a major textile company; and five from the college's governing board. The college felt that including more faculty members would enhance institution-

alization. Including more community leaders would broaden the public's understanding of the college's efforts to expand its mission.

During the third ACCLAIM institute, Reichard made Team 3 aware of the need for leadership development in Duplin County. The lack of such programs had been identified as a critical issue by the college's environmental scanning committee.

Subsequently, this issue was also identified as critical by the county strategic planning coalition. The coalition's education task force established the development of a leadership training institute as its Goal 3 (*Meeting the Challenge,* p. 19):

> *Work to develop a leadership training institute in Duplin County (timetable—two years).*
>
> *a. Encourage the local chambers of commerce and James Sprunt Community College to join together to co-sponsor the leadership development institute.*
>
> *b. Include in the institute's enrollment identified leaders, not just those in school, but also those among parents, business leaders, and the senior residents' group.*
>
> *c. Work to bring some focus on leadership training for minorities (blacks and Hispanics) and women.*

Reichard served on the education task force and Team 3. He proposed to the education task force that Team 3 assume the charge of accomplishing Goal 3. The task force gave its support to the proposal and issued a formal request to Team 3 to serve as the leadership planning team. On May 30, 1995, at a joint meeting of the education task force and ACCLAIM, Team 3 unanimously agreed to use the leadership issue in its field test of the community-based programming process.

Team 3 immediately began action on this issue by holding a brainwriting session to determine the different categories of leaders that may need training and to compile a listing of all known leadership positions in the county.

Team 3 was organized in a similar fashion to Teams 1 and 2. The president appointed a steering committee. The college's evening director was appointed as chairperson of Team 3 and liaison to the president.

The first task of the steering committee was to develop an action plan for implementing Processual Tasks 5 through 15. A two-year time line (1995–1997) was subsequently adopted at Team 3's meeting in July 1995.

Since that meeting, Team 3 has met every other month, with steering committee meetings held during the intervening months. To date, the team has completed the following major activities:

- an environmental scan of existing leadership programs across North Carolina as well as several existing national leadership models
- a survey of 900 community representatives in Duplin County to identify the possible components of a leadership program (interest, format, length, and other relevant factors) and to confirm and legitimate further that the lack of leadership training opportunities was a critical issue (Processual Task 6)
- adoption of the following issue statement: "Developing leadership training and participation opportunities would enhance economic growth and improve the quality of life in Duplin County."
- participation along with several other community leaders in a two-day leadership training seminar conducted in March 1996 by staff members from the Resident Leadership Institute at Gulf Coast Community College in Panama City, Florida
- organization of a countywide Duplin County Leadership Coalition consisting of more than 50 members selected from the target public, formal and informal leaders, and stakeholders. The coalition includes representatives from all of the county's ethnic groups, government, business, and civic and social organizations.
- development of a plan of action for establishing a leadership institute. The plan of action focuses on four program initiatives: programming, financial resources, marketing, and organization. A coalition steering committee has been appointed to guide implementation.
- establishment of the Duplin County Center for Leadership Development (DCCLD). Currently, the center has adopted a mission statement and set of guiding principles, is becoming incorporated, and is raising funds for support. A pilot program on resident leadership was offered in January 1997.

During the remainder of the 1996–97 academic year, DCCLD will continue to implement Processual Tasks 13, 14, and 15. Its mission is the development and training of resident leaders throughout the county. A new generation of leaders will help ensure the success of the county in maintaining and enhancing quality of life for decades. The community-based programming process has been invaluable to the success of Team 3.

Institutionalization Continues

As stated earlier, the overall goal in JSCC's Project ACCLAIM is for the community-based programming process to be fully institutionalized by October 1997. The college is well on its way to achieving that goal.

The college overtly continues to manage the institutionalization process. Under the leadership of Dean Wood, who serves as project liaison to the president, the president and the three team liaisons meet regularly to discuss the progress of each of the teams and the overall project.

The president continues to meet periodically with the entire faculty and staff to discuss the ACCLAIM project. He continues to keep the trustees informed at their regular meetings. As a result, formative changes have been made to the teams' efforts as needed. For example, Team 1 is conducting a formative evaluation of the Literacy Coalition's progress of the coalition in improving adult basic skills. Reichard stated,

> *I am not convinced that we have some of the key stakeholders involved. If real progress is going to be made in reducing the adult illiteracy rate in the county, we are going to have to bring to the table additional leaders, particularly business leaders, and to leverage additional resources to expand our current abilities. I am not certain that the current makeup of the coalition has that kind of power. For Team 2, I expect it's going to take an active role on the part of the county's new assistant director for economic development if the five task forces are going to continue to make progress. The college's ability to get the county director of economic development to delegate that authority and activity to his new assistant will be a key factor.*

A second indicator of successful institutionalization of the community-based programming process would be its use by the college to address emerging issues. In many ways, the college's leaders are using the principles and processual tasks from the model without deliberately planning to do so. A good example is the college's recent efforts to address the need for an areawide computer network within Duplin County.

Currently, no agency in the county has local access to the Internet. Over the past few months, the college has served as a catalyst to bring together first its own staff, and then the staff from the board of education, the county manager, and his staff to discuss this issue. These efforts have led to a meeting held at JSCC involving representatives from all county agencies and town governments to discuss the future of technology within the county. The college agreed to facilitate the meeting, prepare the agenda, and do the other tasks required in the community-based programming process.

The institution's experiences in Project ACCLAIM have enabled it to engage in this type of catalytic activity without having to plan for it deliberately. The college has become very comfortable with this role.

A final indicator of successful institutionalization is the general acceptance of how community-based programming can be used by the college internally and externally. Based on conversations with faculty and staff, Reichard surmises,

> *It appears that they feel very comfortable with our community-based programming efforts and recognize the value that it adds to the institution's efforts to serve our residents. Indeed, when it came time to choose the participants for Team 3, many personnel requested to be members. Several staff expressed the feeling that, if not chosen, they would consider it a real rebuff by the administration.*

Most recently, the college's planning team completed the strategic phase of its planning cycle for developing the 1996–2001 long-range plan. The planning team cited the community-based programming initiative as one of its major strengths and recommended that such efforts continue and even expand.

Institutionalization of community-based programming has been facilitated by the large number of college personnel and trustees who have completed the ACCLAIM institutes and by the president's membership on each of the

three ACCLAIM teams. James Sprunt Community College has 12 trustees, 23 administrators, 41 full-time faculty members, and 44 support staff members. At the conclusion of the third ACCLAIM institute, all trustees and 35 of the college's personnel had been trained in community-based programming. This widespread knowledge and awareness of the community-based programming initiatives have greatly enhanced the institutionalization process. The president's membership on each ACCLAIM team and his participation in each of the three ACCLAIM institutes made it clear that each team's involvement was equally important.

No agency or individual has yet raised a red flag to question why the college has become more active in various community development efforts. Reichard concludes,

> *I believe the key reason for this was our involvement of all the trustees and many different community leaders in the ACCLAIM training institutes. It appears to me that our involvement in Project ACCLAIM has enhanced the image of the college and its acceptance in the community.*

Benefits, Risks, and Challenges: The President's View

The following remarks by President Reichard provide an overview of how the community-based programming process has affected the college.

> *Because of our commitment to and use of the community-based programming process, we have a much better understanding of how community groups work. We also understand the difference between and the importance of formal and informal leaders. We at the college have learned that we need to be able to get community leaders, both formal and informal, to perceive that what we are asking them for is in their best interest. We found that community groups often are skeptical of why the college is asking them to do this or that.*

> *Part of the question relates to the culture of the area. Through community-based programming, we at the college have become more sensitized to the need for a more logical process in dealing with community groups.*

Everybody at this college can benefit from understanding the process itself, the pieces and parts that go into it, recognizing that when you're talking to the mayor of Beulaville, a small community in the college's service area, you may not be talking to the person who is going to make the decision that will affect some segment of the community. It may be the guy who just left his office, or an informal leader. It's that kind of thing, really the politics of the situation, that we now understand more fully.

Before we began to implement the community-based programming model, college and community leaders alike viewed the college as a generally positive, but sometimes neutral, force. Now it is known that the college is an institution that is more than self-serving. It can give to the community in ways that do not mean immediate returns in terms of student enrollment or dollars, even though these may eventually come.

Some risks are involved in implementing the community-based programming process, and we are evaluating those risks. Team 1's experiment in literacy as an issue was viewed as dealing with something that is part of our mission; the public expects us to see adult literacy as an issue.

Team 2 is assisting with the long-range planning for the county, a process that involves five different task forces. Some of that work is further removed from the central part of our mission than literacy.

On the other hand, some of it, like economic development, is close to our mission. One task force is analyzing the quality of life in the college's service area. When you start getting into zoning, land use, farm use, hog farms, turkey farms, and industrial development, there are a lot of conflicts. So we have to ask, "How proactive should the college be in those kinds of conflict-laden issues?"

Looking further ahead, my goal is that at the end of this project we will be able to offer facilitation services to community members through the college's small business center. If a community group needs a facilitator to help it form a coalition, the college will provide one who will be totally neutral.

I'm really convinced that communities aren't going to improve through federal or state mandates. If you want to improve schools, recreation, roads, and so on, it's got to come through well-organized local community action groups that include the people who have the power to do something.

Community-based programming has sensitized us much more to the need to serve the underserved and the disenfranchised. That has always been a part of our mission as a community-based institution.

There are a lot of people in this country and in North Carolina pressuring community colleges with accountability. The result can be "creaming the crop" of the less advantaged, taking only those students who you know will be successful. If our college follows the community-based programming process as developed by ACCLAIM, it will be able to serve better the underserved and disenfranchised groups. To me, that is one reason the process is so right for the community college at this point in its history.

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Appendix 3A: Excerpt from Transportation Subissue Plan of Action, James Sprunt Community College

Goal 1. To reduce lack of transportation as a barrier to participating in programs that improve adults' basic literary skills.

Criteria for Goal Attainment. Meet all requests for transportation and make literacy classes readily available to all in need.

Objective A: Promote the development of a countywide transportation system, including public service vehicles coordinated through the Duplin County United Transit System (TAB), car pooling, and volunteer vehicle services from private individuals, churches, and civic groups.

Change Strategies	Target Public
1. Conduct a study of current transportation systems to include the following: ways to coordinate transportation in the county in the most effective manner, a cost-benefit analysis of current versus coordinated system, and recommendations on how to increase ridership. 2. Request county commissioners to establish a transportation department to include a full-time coordinator, secretary, and dispatcher; a computer and software; and miscellaneous support. 3. Prepare a letter from coalition chair, Mr. Johnson, to request date and time for presentation to commissioners. 4. Develop an interim plan that begins to address the transportation needs of the undereducated through the present transportation system. 5. Implement the new coordinated transportation system. 6. Request county schools to join transportation system.	Undereducated adults who lack transportation and other adults with critical needs (such as health problems).

Responsibilities & Resources	Time Frame
State Department of Transportation (Todd Allen) working with TAB (Note: TAB requested that undereducation be included in the transportation analysis.)	By March 30, 1996.
Coalition and TAB led by Walter Brown; funding will come from the county, DOT state funds (for personnel), county agencies, and revenues generated by the system.	April 1995 (when county budget requests are due).
Coalition chair (Mr. Johnson) with support from James Sprunt Community College.	April 1995.
James Sprunt Community College Basic Skills Department will meet with TAB to request transportation services. The college will provide specific information on client needs (who, where, when, etc.).	April 1995.
New county transportation department.	August 1995.
Coalition Steering Committee.	September 1995.

Appendix 3B: Literacy Plan of Action, James Sprunt Community College

Macro Issue: Improvement of a significant number of adults' basic skills (reading, writing, math, oral communications, and problem-solving) would enhance employment opportunities and the quality of life of residents in Duplin County.

Goal of the Macro Issue: Ultimately to have 100 percent adult literacy in Duplin County. By the year 2000 the percentage of adults in the county age 18 and above who do not have a high-school education or equivalent will be reduced from 43 percent to less than 30 percent as determined by United States Census data.

Subissues Encompassed in the Macro Issue:

1. Lack of transportation serves as a barrier to participation in adult literacy programs.
2. At-risk youth problems, such as the elevated high-school drop-out rate and underachievement, contribute to the potential for adult illiteracy.
3. There is limited participation in ABE, adult high school, and general education development programs.
4. Outreach and recruiting efforts for literacy programs are not as effective as possible.

Target Public: Undereducated adults in Duplin County.

Subissues/ Needs	Target Publics	Objectives	Learner Activities	Implementation Schedule
1. Lack of transportation as a barrier to participation in adult literacy programs.	Undereducated adults who lack transportation and other adults with critical needs that create transportation-related barriers.	Target public members will have available and know how to access a new countywide transportation system that includes public service vehicles, car pooling, and volunteer services.	1a. Conduct a study of current transportation systems including coordination of services, cost-benefit analysis, and recommendations.	Complete by March 1996.
			1b. Request that county commissioners establish a new transportation department with resources for a countywide coordinated system.	April 1995
			1c. Target public and stakeholder needs and concerns are represented in a letter from coalition chair to county commissioners.	April 1995.
			1d. Target public and stakeholders will have input into an interim plan for meeting their present transportation needs.	April 1995 through August 1996.
			1e. Implement new coordinated transportation system.	August 1995.
			1f. Request county schools to join transportation system	September 1995.

Resources	Responsibility	Expected Outcomes
Design for study, input from target public and stakeholders.	State and (current) local departments of transportation.	Departments of transportation and coalition become knowledgeable of current and possible transportation system. Target public members know that their needs are incorporated into plan.
Evidence of general need for new system and possible vision for development.	Coalition and current department of transportation director	County commissioners understand the general need for a system and commit to its development.
Coalition support, suggestions, and approval of letter.	Coalition leaders, JSCC, and coalition chair.	County commissioners know that coalition of community leaders focused on literacy supports new system. Target public knows their input has affected policy.
Input from target public and stakeholders.	DOT, coalition steering committee, and JSCC management team.	Target public members have access to temporary means for meeting transportation needs.
Personnel, vehicles, office space, & equipment requested; publicity.	New department personnel.	Target public uses new transportation system.
Support of coalition, county commissioners, JSCC.	Coalition steering committee.	Target public has access to more transportation resources.

The Florence-Darlington Technical College Story

4

Rick L. Garrett, Walter A. Parker, and Charles W. Gould

Florence-Darlington Technical College opened its doors in March 1964 as Florence-Darlington Education Center. All of its programs were occupationally oriented with emphasis on training for specific jobs identified by the South Carolina Advisory Committee for Technical Training, established in 1961. In 1972 the State Board for Technical and Comprehensive Education was established. Eventually, the system grew to include 16 two-year institutions that offer technical programs as well as college transfer programs. Today Florence-Darlington Technical College comprises a main campus with more than 300,000 square feet of instructional space on 100 acres and three off-campus sites. Florence-Darlington serves more than 3,200 students in credit-bearing courses and programs. Approximately 14,000 continuing education students are served at the three off-campus sites as well as at numerous industrial complexes.

Florence-Darlington Technical College's governing board, known as the Florence-Darlington County Commission for Technical Education, is composed of 10 members, five each from Florence and Darlington counties. Terms of office are staggered so that no more than four new members are appointed at one time. The terms are for three years unless reappointments are made. Appointments are made by the governor upon a recommendation of a majority of each legislative delegation including the senators from Florence and Darlington counties. The commission is the only body authorized by law for the college's general administration.

Florence-Darlington Technical College serves the educational needs of students primarily from Florence, Darlington, and Marion counties. These

counties are located in the coastal plain in the northeast quadrant of South Carolina known as the Pee Dee Region. This area, made up of nine counties, was originally drained by the Great Pee Dee River and host to a tribe of Indians by the same name.

Today the three counties served by Florence-Darlington are home to slightly more than 307,000 people (1990 Census figures), and with the recent location of companies such as Hoffmann LaRoche, Nan Ya Plastics, and Honda and the recent expansion of many other companies in the Pee Dee, the area should experience a significant population increase.

Roughly two-thirds of the population live in a predominately rural environment. The region has a strong rural heritage, which presents both barriers and opportunities to future development.

The racial composition of the Pee Dee is 58 percent white and 42 percent nonwhite. This ratio has fluctuated slightly over short periods of time, but it has remained fairly consistent over the last 30 years.

The economy of the Pee Dee has enjoyed a decade of steady growth. The proximity to ports in Charleston and Wilmington, easy access to Interstates 95 and 20, and service by the Florence Regional Airport and international airports in Columbia, Charleston, Charlotte, and Raleigh-Durham have provided a good foundation for economic growth.

The Pee Dee suffers from a slightly higher unemployment rate than the rest of the state, the result of a higher functional illiteracy rate and a larger unskilled labor force. However, an improving educational system, a cheaper labor force, the availability of quality industrial sites, and an ideal transportation system are making the Pee Dee one of the state's fastest-growing industrial regions and service centers.

Traditionally, the Pee Dee has been dominated by the textile industry and agriculture, but the fastest-growing economic sector is the service industry, followed by other manufacturing industries.

The city of Florence serves as the Pee Dee's economic, commercial, cultural, medical, and educational center. The metropolitan population is approximately 65,000, and the county's population is 110,000. Located in Florence County, Florence is approximately 65 miles from Myrtle Beach, 80 miles from Columbia, and 90 miles from Charleston. Of the three colleges within a 30-mile radius, the other two colleges—Coker College and Francis Marion University—are four-year institutions with performing arts centers.

Along with the Florence Little Theater and the Florence City-County Civic Center, they provide the region with a variety of live cultural events.

Because of the quality of life enjoyed by the residents of Florence, many Fortune 500 companies have chosen to locate there. In addition to Hoffman LaRoche, Nan Ya, and Honda, Florence is home to General Electric, Wellman, DuPont, Stone Container, Amana, and Nucor Steel. These types of employers have attracted and brought many residents to Florence from areas outside of the state.

Joining the ACCLAIM Pilot Demonstration Program

Unfortunately, the rest of the Pee Dee has not progressed as rapidly as has Florence. Economic development professionals and many local leaders in the area agree that the region is not ready in terms of leadership, education, skills training, and fiscal resources to encourage and sustain economic growth. This lack of preparedness was the driving force behind the college's commitment to participating as an ACCLAIM pilot institution and becoming a more community-based institution.

The faculty and administration of Florence-Darlington Technical College feel fortunate that the college was selected to be a pilot demonstration college for community-based programming. The college's participation has broadened its name recognition throughout its service area and, of greater importance, has solidified in the minds of residents the idea that the college is not just a campus-based educational institution but also a leader and catalyst in facilitating social and economic changes.

At the inception of ACCLAIM, Michael McCall, the college's president, became interested in the possibility of Florence-Darlington becoming a pilot demonstration college after an ACCLAIM presentation to the state system's Presidents' Council. McCall felt that the underlying principle of ACCLAIM's community-based programming process—that the community college can become the focal point for providing leadership and resources to its community's residents in order to bring about desired change—was in keeping with his management philosophies and leadership goals. Most appealing to McCall was the fact that the community-based programming model is an efficient medium to facilitate the college's work in the commu-

nity by providing a systematic process that, once institutionalized, can easily be followed. He felt that the opportunity to become involved would enable Florence-Darlington to become a leader, rather than a follower, in modeling community-based programming for the rest of the state.

To obtain approval and support from the college's governing board, administrators, faculty, and staff, McCall used the college's executive council to spread the word and to relay the resulting feedback. The executive council consisted of 15 college leaders who met once a week with the president. It was formed to enhance communication between the president's office and the rest of the college. As will be discussed later, the executive council played an instrumental role in the college's adopting and implementing the community-based programming process.

Upon receiving positive feedback about the idea, McCall and the council focused their attention on responding to the state office's request for a proposal for becoming a pilot institution. In their presentation, ACCLAIM leaders had indicated that in selecting two of the state's colleges to participate, one would be rural and the other urban, and both would need to have demonstrated a propensity for innovation and a commitment to devoting the necessary time and resources. McCall knew that as an urban college, Florence-Darlington Technical College might be competing against larger counterparts in Charleston, Columbia, and Greenville.

McCall and the executive council decided that the proposal should focus on the similarities between the ACCLAIM model and the college's existing community-based efforts such as its diesel technology and rural health care programs. These programs used many of the concepts of community-based programming, including environmental scanning and working with target publics and stakeholders to address deficiencies within the community. However, the college did not have a rational way to examine and evaluate what was being done. To further strengthen its proposal, the college highlighted the fact that two members of the executive council received their doctorates from North Carolina State University's community college leadership program and were familiar with ACCLAIM's community-based programming model.

The president was notified in writing by the executive director of the state's technical college system that the college's proposal was successful. McCall instructed the executive council to relay the message to faculty and

staff throughout the college. To his delight, they were not only excited that the college had been selected but eager to begin the transformation to becoming a community-based institution.

The college wasted little time in getting started. The ACCLAIM staff visited the college and made a presentation to the executive council similar to the earlier presentation to the state system's Presidents' Council. It was suggested that additional training would be needed by the college's staff, governance officials, and key community leaders to effectively transform the college's culture to embrace a community-based approach. After talking with representatives from the Technical College of the Lowcountry, South Carolina's other pilot college, it was agreed that five two-and-a-half-day training institutes would be conducted by the ACCLAIM staff during the first year.

Representatives from Florence-Darlington, Technical College of the Lowcountry, and the ACCLAIM staff met in Charleston to plan dates, locations, and training schedules for the first institute. McCall envisioned having a core staff fully trained in the community-based programming process so they could in turn manage the process at the college and take responsibility for training others. For this reason, McCall and his executive council were selected to attend the first of the five ACCLAIM institutes held at Isle of Palms, South Carolina.

McCall viewed the training as one of the most important steps in the college's effort to become a community-based institution. During the second and third years of ACCLAIM, two additional institutes were held. Participants included faculty members, governance officials, and community leaders.

Institutionalization: Processual Tasks 1, 2, and 3

Processual Task 1. *The community college develops and adopts a definition of community-based programming that encompasses those basic principles and concepts required to fulfill its mission as a community-based institution.*

In order for Florence-Darlington to implement community-based programming successfully, the college's president, governing board, faculty, and

staff had to develop a shared vision of how community-based programming would be institutionalized. Its potential impact on every division and department at the college had to be analyzed. Since all of the council members had participated in the first institute, were knowledgeable about the model, and were broadly representative of the college, the president called upon them to conduct the analysis and to develop a working definition of community-based programming, one that would guide the college through its transitional stage. The executive council defined community-based programming in the following manner:

> *Community-based programming is a systematic process that uses an environmental scanning committee to identify key issues affecting the Florence-Darlington Technical College service area. The college plays a catalytic and leadership role in promoting collaboration among stakeholder groups and target publics to facilitate the resolution of these issues.*

With a working definition in place, attention was turned to transforming the college's culture from one that was socially conscious and reactive to one that would be truly community based in terms of providing proactive leadership and becoming a hub for facilitating desired change. With many events occurring simultaneously, the president recognized the need to seek assistance in guiding the college's transformation toward community-based programming and have as many of the college's faculty, staff, and governing board members as possible trained in community-based programming quickly.

Knowing the complexity of and time commitment required for community-based programming, the president asked the executive council to expand its role by continuing as the community-based programming management team (hereinafter referred to as the management team). The management team's mission was to guide and assist the college in every aspect of the process and to promote community-based programming continually within the college.

The management team was charged with communicating the community-based programming definition to the governing board, staff, and community leaders; assisting the college in its efforts to expand its knowledge base about its service area; assisting in the revision or reinterpretation of the mis-

sion statement; serving as ex officio members of the environmental scanning committee (which was to be formed later); and assisting in the continuous training in and promotion of community-based programming. It was decided that the management team would meet with the president weekly to review and assess the progress made and to plan future objectives.

Processual Task 2: *The community college engages in a careful study of its community to increase its knowledge of the social-cultural, economic, technological, and political environment.*

To increase its knowledge about the service area, the management team engaged business and other community leaders in conversations about changing technology and emerging trends employed in area businesses; the skills, traits, and characteristics that would be valued in future employees; and potential political and social changes that might affect the college's role in the community. These leaders assisted the college in conducting surveys to assess what new programs might be needed to meet residents' changing needs.

The president also played a very important role. He scheduled weekly talks to promote and educate the business community on the college's efforts and intentions and on the possibilities of bringing about desired change through collaborative efforts. These talks helped promote the services of the college and provided a direct conduit from the community to the president's office concerning changes in the service area's political, technological, social, and economic environments.

Before the college's initial involvement with ACCLAIM, Florence-Darlington had contracted a local public relations firm to conduct a marketing survey to ascertain the public's feelings about the college and its role in the community. The results were positive. They indicated that the community viewed the college not just as an educational institution but as a leader and vital participant in any efforts to enhance the quality of life in its three-county service area. The survey results, along with the information obtained by the management team and president, aligned well with the community-based programming model. Information from the survey was shared with college employees through a series of departmental presenta-

tions conducted by the president and the management team. This information aided the college's efforts by reinforcing the concepts presented in ACCLAIM's three institutes and solidifying the college's commitment to community-based programming.

> ***Processual Task 3:*** *The community college examines, and, if needed, reinterprets or modifies its mission, philosophy, goals, organizational structure, and mode of operation to emphasize community-based programming as one of its major programmatic efforts.*

The president, agreeing with the model and supported by his executive council, felt that for community-based programming to be successfully institutionalized, it must be incorporated into the mission statement so as to reflect the college's commitment to becoming and remaining a truly community-based institution. Since changing the mission statement required sanctioning by the college's governing board, obtaining its approval was both important and necessary. The president and the ACCLAIM staff jointly decided that a formal presentation should be offered to the governing board. After the presentation, the members of the governing board were asked to attend the second ACCLAIM institute. The training, along with the presentation, made believers of the governing board members who, in turn, sanctioned the revision of the mission statement.

The executive council, along with the president, wrote the new mission statement:

> *Florence-Darlington Technical College is a community-based, post-secondary, public, two-year institution serving Florence, Darlington, and Marion counties whose primary emphasis is comprehensive technical education. Through technical, general, and continuing education programs, the college responds to the educational, economic, and cultural needs of a diverse population. To fulfill this mission, the college seeks to develop growth opportunities that contribute to the quality of life and economic development by offering*
>
> - *comprehensive technical education*
> - *college transfer programs*

- *specialized training for business and industry*
- *continuing education*
- *transitional studies*
- *student development services*
- *community-based services*

To provide these services at the highest quality, the college solicits funding from public and private sources and commits itself to stewardship and accountability of all resources.

The process of revising the mission statement was critically important for two reasons. First, it conveyed the message to the rest of the college and its service area that the president and governing board were indeed serious in their commitment to community-based programming—that this was not just another "program of the month." Second, change is difficult for people to accept, and the inclusion of community-based programming into the mission statement provided reassurance to college constituents that any stress and anxiety caused by resulting changes would be shared together, as a college, rather than individually.

The president and executive council also felt that an analysis of the college's organizational structure was warranted so that maximum efficiency would be obtained in the institutionalization process. After a thorough study, it was decided that the college's organizational structure was sound.

Although the cultural transition to community-based programming was proceeding smoothly, the president, not wanting to risk a possible lapse in momentum, felt that having as many college employees as possible trained as quickly as possible would increase the excitement and enthusiasm surrounding the shift toward the college's new philosophy. Based on their positions and demonstrated leadership, more than 40 of the college's employees were selected to attend the next two yearly ACCLAIM institutes. This training was expected to help achieve the "buy-in" from the faculty, governing officials, and community leaders that was necessary for a successful transformation. A total of 67 Florence-Darlington Technical College administrators, faculty, governance officials, and community leaders participated in the three institutes conducted by ACCLAIM.

Although many employees were trained through the institutes, the president felt that one training session would not adequately prepare the college to be successful in implementing the complex changes required to become community based. He felt that continuous training would be needed. Consequently, workshops were conducted on campus during in-service training days (days devoted to enhancing employees' professional development when students are not on campus) by the management team. The training helped foster continual awareness and keep community-based programming in the foreground of the college's activities.

To maintain the college's momentum and to communicate progress, the president included community-based programming as an item on the governing board's monthly meeting agenda. This item continues to be an important part of board meeting agendas.

Lessons Learned

The following lessons were learned by Florence-Darlington Technical College as it implemented Processual Tasks 1 through 3:

- Because community-based programming is not just another "program of the month" and requires several years to institutionalize fully, planning must be strategic, begin early, and have the full support and involvement of the president. Thought should be given to specific ways the college can institutionalize community-based programming before it begins with actual implementation. It is imperative, because of the basic human resistance to change, that the college faculty and staff be given adequate time to understand the process. A timely, strategic approach ensures that the process is not pushed or forced on employees but rather is embraced by them.
- It was important for the college to internalize the philosophy of community-based programming and to develop a definition unique to Florence-Darlington Technical College's culture and its desired role within its community. There must be a collegewide understanding of the process and objectives inherent in being a community-based institution. Developing the definition first provided focus for the ensuing processual tasks and eliminated confusion as to what community-based programming meant to the college and what its expanded community role would include.

- Training is essential to successful implementation. Without a thorough comprehension of the model and process by the persons expected to lead community-based programming activities, institutionalization would not have been possible. Because the support of the governing board is necessary, including board representatives in the training is highly recommended. Once trained, the college employees and community leaders need meaningful involvement in community-based programming to reinforce what they have learned and to encourage continued use of the process.
- The formation of the management team was a key step. The team was instrumental in terms of defining community-based programming, helping the college increase its knowledge about its service area, and providing training to the college's staff, governance officials, and key community leaders. Along with the president, the management team provided the focus necessary to ensure that each processual task was strategically planned and implemented. This management eliminated any chance of the process becoming bogged down in issues not directly related to institutionalization and to changes in the college's culture.

Environmental Scanning: Processual Tasks 4, 5, and 6

> ***Processual Task 4:*** *The community college's president establishes and employs an appropriate mechanism for scanning the college's external environment for the purposes of identifying and ranking, in order of importance, issues that are of critical concern to the community and its people.*

The use of an environmental scanning committee is inherent in the community-based programming process. Because Florence-Darlington needed a way to become better informed about critical community issues, it viewed the selection of a truly representative committee as critically important. The president's direct involvement, demonstrated by hosting and participating in the meetings and by committing the college's resources, provided focus

and underscored the importance of environmental scanning. The president, with assistance from the management team, provided the leadership for forming the committee.

First, the membership lists of all college advisory committees were reviewed and the one or two most active persons from each committee were identified. It was assumed that advisory committee members represent most facets of the college's service area and that active advisory committee members already recognize their vested interest in the work of the college. Forty-three people, representing area employers, business owners and managers, educators, health care professionals, skilled technicians, and others, were identified by department heads, program directors, cluster coordinators, and deans as potential environmental scanning committee members.

The second activity involved identifying key businesses, agencies, institutions, and individuals for representation on the committee. This list was then compared with the list of recommended advisory committee members. Those recommended from the advisory committees mostly reflected the organizations and individuals on the second list. Where that was not the case, additional names were submitted.

For the third activity, the consolidated list of names was reviewed to ensure that the demographics of the college's service area were represented. Specifically, gender, race or ethnicity, and age were considered. Some alternative committee members were selected after this review so that demographic diversity was achieved. For example, an immigrant from a large manufacturing firm was added to represent the international community.

The final list contained 33 names. A letter explaining the community-based programming process, the time commitment and enthusiasm level required, and the charge to committee members was mailed to each person on the list. Recipients were asked to return a response card indicating their willingness to serve. Twenty-one accepted the invitation.

The president set the first meeting for June 29, 1993. Edgar J. Boone, director of ACCLAIM, and ACCLAIM staff provided an orientation that focused on an overview of community-based programming, the environmental scanning process, and the role of the committee. This event was important because it provided the committee members with an opportunity to get acquainted and to begin developing effective working relationships.

The president and the management team emphasized that the committee represented the region and that it was thus a community committee, not a college committee. The college's role was to provide leadership and to facilitate the committee's work. Members were asked to suggest other persons who should be included in their group. Based upon these recommendations, membership was expanded to include a person from the media.

The establishment of this committee placed the college well on its way to becoming a model community-based programming institution. Procedures for handling organizational matters (such as the election of a chair, writing of bylaws, and setting membership requirements) were developed at the second meeting.

From the inception of the environmental scanning committee, training in concepts such as community-based programming, environmental scanning practices, sources of information, and community life categories was considered to be an ongoing process. These concepts were reinforced during each committee meeting.

At this point in the project, McCall left the college to accept the position of deputy state director of the state's technical college system. The following events occurred under the leadership of an interim president.

Processual Task 5: *The environmental scanning committee conducts a study of the community under the leadership of the community college president.*

The committee worked to increase its knowledge about events and issues in the service area, who is involved and affected by the issues, the scope and severity of each issue, and the related environmental, social, political, economic, and technological factors. The environmental scanning committee began its work with a review of the results of a marketing survey conducted by a professional marketing firm two years earlier. The purpose of the survey had been to determine the community's awareness and perception of the college. The results indicated that Florence-Darlington enjoyed a very positive image, that its primary role was perceived to be technical education, and that the college could greatly aid the community and its people and other community agencies in identifying and resolving critical issues.

With these findings as a basis for the college's involvement in community-based programming, the environmental scanning committee adopted the following roles and functions, which are specified in the community-based programming model:

- Use multiple sources of information to become well versed in the state of affairs in the service area.
- Identify local issues that are or will be of critical concern to residents of the service area.
- Reach consensus in ranking the issues by their relative importance.

These functions were incorporated into the committee's bylaws. Members of the management team, serving in an ex officio capacity, assisted the committee by conducting necessary research, facilitating meetings, and conducting training when necessary.

Environmental scanning committee members also kept their knowledge of the area's concerns current by talking to their colleagues at work, civic organizations, churches, and recreational clubs as well as by watching and listening to local television and radio programs, reviewing recent census and unemployment reports, and reading the area's numerous daily and weekly newspapers. These activities were assigned to committee members during their second meeting so that they could begin the process of identifying community issues. During the next meeting, each committee member was given time to present the issues he or she had identified.

Through discussions, environmental scanning committee members determined that all the issues identified could be grouped into six community-life categories:

- education
- health care
- crime
- workforce preparedness
- community relations
- economic development

The last of these categories related to attracting new industry and facilitating growth among existing industry. Committee members were

asked to volunteer for study groups, each of which would study further one of the six community-life categories. The study groups were supported by the management team. Two or three committee members volunteered for each of the community-life study groups. With assistance from one or two management team members, the study groups completed several weeks of in-depth study through research, worksheet preparation, and interviews with those associated with the respective community-life categories. The environmental scanning committee reconvened and a spokesperson for each study group presented its findings, including the related subissues. Lengthy discussions were held before the committee reached consensus on ranking the identified issues. Economic development was the issue ranked first because it encompassed many of the subissues associated with the other categories.

Processual Task 6: *The community college's president seeks further confirmation and legitimation of the ranked issues from the college's governing board and from other community leaders.*

With the help of the management team, the college's interim president presented the committee's findings to the governing board for discussion and approval. The board concurred with the prioritization and was totally supportive of forming a coalition to pursue the issue of improving the region's capacity to attract new industry.

At this juncture, a new president was hired. The environmental scanning committee, which had been meeting monthly, suspended its meetings until the newly hired president, Charles Gould, had time to review ACCLAIM and the committee's progress. Gould spent several months familiarizing himself with the service area, its residents, and community leaders.

During this period, Gould attended a function that was also attended by Frank Willis, chairman of the Pee Dee Regional Economic Development Partnership. This group is devoted to promoting and studying ways to improve the area's economic development as it relates to regionalism. It is composed of area business leaders from Florence, Darlington, Marion, and Dillon counties. Since it is easier to promote and market a region rather

than an individual county, the partnership was formed to capitalize on the region's strengths, form a strong alliance among its members, develop a spirit of cooperation among county entities, and offer an extensive four-county economic base.

Gould talked with Willis about economic development and soon realized that since the partnership and the college were pursuing parallel goals, they should collaborate and combine their resources. During subsequent meetings, Gould and Willis agreed to work together.

With the transition in leadership at the college completed and a collaborative agreement reached with the partnership, Gould reconvened the environmental scanning committee and asked that members continue to act in an advisory capacity for the issue of economic development. He also asked that the committee continue to scan the environment to identify related subissues.

Lessons Learned

The following lessons were learned in implementing Processual Tasks 4, 5, and 6:

- The college president's involvement in the environmental scanning committee is vital to its success. At Florence-Darlington, the president provided leadership and legitimized the process. Many of the committee members could identify with the president because of previous working relationships attained through other types of community involvement. Had he not been involved, a message would have been sent that the college does not fully support the initiative.
- Forming a thoroughly representative environmental scanning committee is crucial because members of a diverse group are able to learn from each other. It also ensures that a broad spectrum of issues will be identified and that the concerns of a broad constituency within the service area will be represented. Failure to identify community-life categories associated with all socioeconomic groups threatens the effectiveness and validity of the committee's work. This threat is increased when the committee does not represent the service area. Inclusiveness lies at the roots of the spirit of community-based programming and helps establish a solid foundation.

- Keeping the environmental scanning committee members involved is paramount for maintaining cohesion in the overall process. Sustained involvement motivates them to continue scanning the college's external environment to stay abreast of emerging issues. The committee's role is advisory; failure to maintain the committee's involvement throughout the process would undermine its effectiveness in providing valuable advice and guidance.
- Asking environmental scanning committee members to recommend others to serve on the committee helps ensure good representation because some people who represent important perspectives may have been overlooked. Giving the group the opportunity to select its own members also quickly places ownership squarely in the committee's own hands.
- A formal set of bylaws creates formality and permanence, which helps maintain regular attendance. Sometimes people tend to discount the seriousness of a group or committee when formality and permanence are not established. Bylaws also provide a compass when the committee gets off track. The bylaws help maintain an even playing field by helping to eliminate the possibility of some members favoring issues more closely associated with their own agendas. The committee's role must be defined as advisory to the president.
- The management team must help the environmental scanning committee to understand the community-based programming process, the critical role that environmental scanning plays in implementing the process, and how to engage in and conduct environmental scans.

Studying, Analyzing, and Mapping the Target Public and Stakeholders—Forming a Coalition: Processual Tasks 7, 8, 9, and 10

Processual Task 7: *The community college studies, analyzes, and maps the public in its service area that is affected by the issue selected for resolution.*

Having selected economic development as its initial issue, Florence-Darlington Technical College assumed the major responsibility for beginning the processes of studying, analyzing, and mapping the target publics and stakeholder groups. The management team began to formulate strategies that would result in engaging the target public, their leaders, and stakeholders in developing and implementing a plan of action that would lead to resolution of the issue. A timetable was established to ensure completion of all related work in identifying the target public, stakeholders, and their leaders and in fleshing out and reaching consensus on the issue and strategies for its resolution.

Gould, Willis, and Rick Garrett, associate vice president at Florence-Darlington, agreed on the benefit of including the South Carolina Department of Commerce in the college's community-based programming efforts, since the new governor had been elected partly on an economic development platform based on regionalism and had assigned that responsibility to the department. In response to an invitation, the department assigned Sam Cargill, a regional strategic planning specialist who participated in one of ACCLAIM's institutes, to provide support and additional assistance.

Collaboration with the Department of Commerce was important because it provided further resources such as maps, information, and staff; offered expertise in developing "regional mentalities"; and, through the department's visibility and influence, further validated the environmental scanning committee's top ranking of economic development. Cargill's appointment completed the marriage of the three managing partners: the college, the Pee Dee Regional Economic Development Partnership, and the Department of Commerce. These partners decided that the process of studying, analyzing, and mapping would be conducted by the college's management team, Cargill, four county economic development professionals, and other informal community leaders.

The management team knew that successfully studying, analyzing, and mapping the target public and stakeholder groups would require strategic planning and detailed organization. The team decided on a multifaceted approach, using existing statistical data on the area's social, political, technological, and economic environments, complemented by interpersonal contact with area residents. The management team accessed and studied data from the Pee Dee Regional Council of Governments, chambers of commerce, area libraries, and various county and municipal agencies.

To acquire the necessary information on human factors, the management team, aided by Gould and Cargill, fanned out through the region to engage knowledgeable residents in a dialogue about economic development, their perceptions about who would be most affected by the desired change, who would be the most influential in facilitating that change, and whether they would like to participate in an organized forum dedicated to the issue.

Cargill also conducted a survey of the region to gain a wider perspective on the issue, to be as inclusive as possible in obtaining insights from knowledgeable persons, and to gain information on laypersons' viewpoints and concerns.

These activities yielded a great deal of information. As the management team learned more about the target public and stakeholders, certain groups emerged as being important to the way that residents and community leaders interacted on the issue of economic development. These groups included civic organizations, churches, public and private educational institutions, parent-teacher associations (PTA), local government agencies, and of course, business and industry.

Because of the methods used to study, analyze, and map the target public and stakeholders, some access to those groups had already been gained. The managing partners decided to open the doors wider by using the region's mass media. Florence-Darlington's public relations department prepared press releases for the area newspapers describing the community-based programming initiative, identifying those people who were directly involved, and explaining how others could get involved. Gould also promoted the initiative through interviews on a local morning radio talk program. The increase in publicity helped build momentum and generated very positive feedback from the target public and stakeholders.

One major concern emerged, however. The managing partners found that new groups, not previously identified, were being discovered as the study and analysis of the issues and its target public and stakeholders continued. Therefore the managing partners decided to revisit and reevaluate their efforts periodically to monitor their progress with Processual Task 7.

Processual Task 8: *The community college selects and uses effective processes and techniques for identifying both the formal and the informal leaders within the target public and stakeholder groups.*

With an understanding of the target public and stakeholders, the managing partners needed to identify formal and informal leaders. The managing partners turned to the community-based programming model for guidance and selected the decision-making and positional methods. Those in decision-making or management positions in city or county governments, industry, and education were identified. Other individuals in formal leadership positions in organizations and government, such as the clergy, medical and legal experts, state and congressional representatives, directors of chambers of commerce, other elected officials, and successful entrepreneurs were identified.

To identify the informal leaders, the managing partners used the reputational, personal influence, and the social-participation methods. They identified the informal leaders by their participation and influence in civic organizations, church activities, educational groups (such as the PTA), and economic development activities. The informal leaders also included certain retired residents such as teachers, school principals, military veterans, and neighborhood leaders. The identification of informal leaders, although much more difficult than the identification of formal leaders, was aided by the formal leaders' recommendations and by the "small-town" atmosphere that predominates in the service area. The work that Cargill, Gould, and the members of the management team had done in completing Processual Task 7 aided the college and its management team in the identification and involvement of many of these informal leaders.

Processual Task 9: *The community college initiates dialogue with leaders of the target public and stakeholders to encourage and assist these leaders in attaining consensus on the importance of the issue and in forming a coalition to address the issue.*

Because of the previous communication with the target public and stakeholders, the managing partners felt that the importance of the economic development would be readily acknowledged by the leaders and spokespersons of those groups. With a good feel for the work that had been accomplished, the managing partners wanted to establish and formalize a regional coalition. Cargill asked the state's secretary of commerce, Bob Royall, to send a letter to leaders of the target public and to stakeholders inviting them to join a formal

coalition to address the identified issue by attending a kickoff meeting to be held at the college. A large number attended, indicating their support.

Willis and Cargill informed the attendees of the benefits and importance of addressing the identified issue on a regional basis rather than county by county. This sentiment was overwhelmingly accepted and applauded. Attendees were asked to commit their time, resources, and effort and also to promote and recruit others who had not yet been identified but who they thought should be included. It was decided that the coalition would meet every two weeks at the college, unless the group agreed to meet more frequently.

The managing partners knew that such a large group would need help in maintaining organization and staying focused. Gould decided to provide facilitation skills training to members of the management team so that they could serve as meeting facilitators.

Processual Task 10: *The community engages the coalition in further studying and analyzing the issue, refining the definition of the issue, and deciding upon the strategies to be pursued in resolving it.*

At the second meeting, coalition members began an in-depth analysis, using techniques such as small-group brainstorming. Although they did not redefine the issue, they saw that it contained several subissues, such as improving the area's medical facilities, infrastructure, air transportation capabilities, and water quality. They also realized that the only way to address the economic development issue would be to address the related subissues individually. To determine which subissue would be addressed first, each member of the coalition was asked to rank the subissues by priority. These rankings were then put on a flip chart for further discussion and analysis. At the end of the meeting, a consensus had been reached that the water quality and availability—itself a broad issue—was the most important subissue.

The managing partners decided to further assist the coalition in staying focused by developing a vision of the ideal state of affairs if the initial issue were resolved fully. With the help of the management team, the area's economic development professionals, and the Department of Commerce, and by using information obtained from the target publics and

stakeholders, Cargill constructed a graph that projected the number of new businesses locating in the area and the potential number of new jobs that could be created for the area's residents. This vision was presented at the third coalition meeting.

After presentation of the vision graph, the coalition began its in-depth analysis of the subissue. In addition to providing maps and statistical data, the management team scheduled experts from the public and private sectors to address the coalition over the next several meetings to describe problems and concerns related to water quality and availability. Topics ranged from the types and amounts of water pollutants to costs of acquiring new water sources. The coalition then employed several problem-solving techniques, including brainstorming, developing relations diagrams, and identifying those who might be called on to ensure accountability for completion of identified work, to formulate a set of issue-resolution strategies that would be further developed in the plan of action.

Lessons Learned

The following lessons were learned in implementing Processual Tasks 7, 8, 9, and 10.

- It is critically important to study, analyze, and map the target public and stakeholders continuously. Failure to do so will lead to the exclusion of groups who may be able to make valuable contributions toward successfully addressing the identified macro issue and its related subissues.
- The managing partners found it most helpful to pool available resources and take advantage of information already collected by the Economic Development Partnership. This pooling of information eliminated redundancy, saved valuable time and resources, and provided reassurance that the stakeholders had been properly identified.
- It was extremely important to identify the formal and informal leaders properly and inclusively. By providing guidelines and processes for identifying leaders, the ACCLAIM model saved time in determining the most efficient manner in which to accomplish this task. The managing partners felt that it was also important to go into the area's communities and interact with the residents to obtain grass-roots perceptions about who the formal and informal leaders were.

- Difficulty in involving leaders from different socioeconomic groups and subcultures was encountered. In hindsight, the managing partners should have provided some type of training for these leaders. Without it, some leaders and groups had difficulty playing an effective role and becoming fully empowered by the process.

Designing and Implementing the Plan of Action: Processual Tasks 11 and 12

> ***Processual Task 11:*** *The community college provides leadership for the coalition in translating its decisions into a unified plan of action.*

After approximately two months of listening to experts and studying information obtained through research, the coalition began to understand the water-quality subissue more fully and to assess what would be required to resolve it. The coalition knew that it needed a formal plan, that the plan would have to be flexible, and that the format would have to be accepted by all members of the coalition.

For assistance, the coalition turned to the management team. Since the coalition members had no formal training in community-based programming, they were unfamiliar with the plan of action format contained in the ACCLAIM model. With the management team's help, Gould made a presentation that detailed the components and format of the ACCLAIM plan of action to the coalition. The coalition was impressed by the flexibility embodied in the format and unanimously agreed to follow it. It was also agreed that the management team would assist in the development process by continuing its role as facilitator.

In addition to improving water quality and availability, the coalition had identified two other subissues: expanding the technical programs offered by the region's educational institutions, and improving city-county and intercounty cooperation. The coalition decided to vary the ACCLAIM format slightly, and instead of developing a single plan of action to address the macro issue, it decided to develop one for each subissue. The plan of action

for addressing the subissue of improving water quality and availability is presented in Appendix 4A *(page 144)*.

Processual Task 12: *The community college aids the coalition in implementing the plan of action by providing consultation, technical assistance, and opportunities for coalition leaders and other community leaders to report on progress made, discuss obstacles encountered, and explore the use of alternative strategies not included in the initial plan of action.*

With the plan of action completed, the coalition turned its attention to implementation. Since the coalition relied heavily on the management team for leadership and guidance while developing the plan, the managing partners were concerned that the coalition would not assume the major responsibility for implementing it. The management team suggested that the coalition adopt a businesslike organizational structure. The coalition accepted the suggestion and decided to establish an organizational chart with a chair, secretary, and steering committee. Becoming formally organized immediately brought a sense of order to the coalition, which greatly enhanced its ability to function as a team. Individual members either volunteered for or were assigned specific responsibilities in implementing the plan of action. The coalition decided to continue its biweekly meeting schedule so that progress could be reported to the entire membership and problems could be analyzed through its collective wisdom. The biweekly schedule also helped the coalition ensure accountability to the target publics and stakeholders, a crucial factor in maintaining steady movement toward resolution of the subissue.

The coalition asked the management team for assistance in keeping the target public informed about progress made. In addition to continuing its facilitation role, the management team assumed responsibility for preparing and distributing a progress newsletter based on the minutes of coalition meetings. The management team also prepared press releases and made presentations about the coalition's progress to the governing board as well as to the other two managing partners.

Lessons Learned

In implementing Processual Tasks 11 and 12, the following lessons were learned:

- The members of the coalition were responsible for developing their skills in learning as a team during the formation of the plan of action. The college did not help members to understand and become more skilled in the teaching-learning process but should have done so to save valuable time and reduce frustration.
- The detailed plan-of-action format presented in the ACCLAIM model greatly aided the coalition in generating a realistic plan with a high probability for success. The step-by-step format helped the coalition maintain its focus on addressing and resolving the concerns without losing sight of the overall goal.
- The management team learned that there is a fine line between providing leadership to the coalition and actually being the coalition's leader. Because of the coalition's relative inexperience in developing plans of action, members began to develop a "tell me what to do next" attitude. If the management team had not recognized this and taken steps to have the coalition reassume responsibility during the implementation process, the coalition's effectiveness and cohesiveness might have been compromised.

Evaluation and Accountability: Processual Tasks 13, 14, and 15

Processual Task 13: *The community college provides leadership for the coalition in assessing the outcomes achieved toward resolving the issue and in determining the cost-effectiveness of the plan of action.*

To date, the coalition has not fully completed implementation of its water-quality plan of action. However, the management team has stressed to the coalition the importance of developing evaluation measures that will help gauge its success. The coalition decided to establish some preliminary evaluation criteria while it was developing the plan of action. Examples include

obtaining, processing, and evaluating feedback from public meetings, reviewing Environmental Protection Agency (EPA) water analysis reports, and, in some cases, monitoring the development of realistic long-term strategies. It is expected that further evaluation measures will be needed to determine the success or failure of the strategies used to resolve the water quality subissue.

Processual Task 14: *The community college arranges for and helps coalition leaders to report to their respective constituencies, agencies, organizations, and other stakeholders on the progress made toward resolving the issue.*

The management team expects to continue to assist the coalition in carrying out its responsibility of reporting on the status of the plans of action to the target publics, stakeholders, and other important decision makers. The coalition with assistance from the management team will use mailed reports and other means such as the mass media and word of mouth.

Processual Task 15: *The coalition uses the results of the plan of action and lessons learned through its implementation to develop and implement new strategies for continued efforts toward resolving the issue.*

The coalition members are experienced enough to know that full resolution of complex issues through community-based programming will not likely occur in a first attempt. Therefore, the coalition expects to evaluate its completed work on the subissue of water quality and availability, note its successes and failures, analyze why a particular effort was or was not successful, and try to learn from its mistakes. The college management team will help minimize the frustration level of coalition members and keep them focused on the outcome to be achieved through the development of a second plan of action. The coalition is now beginning to give thought to the resolution of the other two subissues.

Looking Toward the Future

In reflecting on Florence-Darlington Technical College's adoption of and implementation of ACCLAIM's community-based programming model, President Gould emphasized the values that have and are continuing to accrue to the college and its service area as a result of their involvement in community-based programming. He notes positive impacts including an elevated role for Florence-Darlington Technical College and especially in being recognized and accepted as a leader in its service area; increased visibility and recognition of the significant role that the college can play in helping people learn to work together in defining and resolving issues; and greater acceptance by the college's administrators and faculty of the importance of community and the active strategic role that the college can and should assume. An associated value is the motivation of the faculty and staff to connect community with their everyday curricular decisions in the college's traditional response to the educational needs of target publics. Gould observed that residents from all walks of life who have not been and are not likely to be involved in traditional campus-based programs are now actively participating in community-based programming opportunities. Through this participation, they are being empowered and are now actively contributing to decisions that affect their quality of life. Collaboration is increasing between the people, public agencies, and community organizations in collectively seeking to improve this quality of life.

Gould firmly believes that the two-year comprehensive college is the only publicly supported educational institution that can lead and empower the people and their leaders as they actively participate in decisions affecting their welfare and reestablish a sense of community. His message to community college leaders from across the country is that they need to expand the roles and missions of their institutions to include functioning as a leader and catalyst in effecting and facilitating collaboration among the people, their leaders, and community-based agencies and organizations in identifying and resolving critical issues affecting the welfare of the people. Gould asserts that adoption and implementation of ACCLAIM's community-based programming process is critical to community colleges becoming community-based institutions.

Appendix 4A: Water Quality Plan of Action, Florence-Darlington Technical College

Subissue Within the Macro Issue: Recent tests have substantiated a growing concern about rising levels of contaminants in the Pee Dee Region's water supply. An influx of new residents in the area, an increase in the amount of hog and poultry production and processing, and the expansion of existing industry situated on the region's rivers and lakes are directly contributing to increased amounts of contaminants in the area's water supply. The increase in population and growth of existing industry have seriously depleted the capability of the existing water source to absorb the amount of current discharge. With the region's water constraints at their limits, it is extremely difficult to attract new industries to locate in the region.

Goal of the Subissue Within the Macro Issue: Elimination or reduction to a safe level in the amount of contaminants and pollutants that are contributing to an unsafe and unsustainable supply of potable water for both human and industrial consumption. Identification of potential new sources of water capable of sustaining the projected amount of future growth in the region.

Needs Driving the Objectives Encompassed in the Subissue: The subissue includes a number of concerns:

Target Public: Residents of the Pee Dee Region, elected city, county, and state officials, public service agencies, regulatory groups, industry leaders, public interest groups, and other significant stakeholders.

1. Area residents, city/county/state officials, public service agency employees, and regulatory agency employees lack knowledge about the types and amount of contaminants being released into the region's water supply.
2. Area residents, county officials, public service agency employees, and regulatory agency employees are not knowledgeable about the sources and risks associated with contaminants being released into the region's water supply.

3. Industry leaders are not fully knowledgeable about sources of chemicals and other contaminants detected in the region's water supply.
4. Regional public health employees and regulatory agency officials have not developed adequate standards and regulations nor the means of enforcing them to ensure that industries develop and implement measures for controlling the release of toxic substances into the region's water supply.
5. Area residents, industry leaders, local government officials, and the building industry have little knowledge about the various methods or related costs of identifying and tapping into new sources of water.

Needs Within the Subissue	Target Public	Objectives	Learner Activities
1. Area residents, city/county/state officials, public service agency employees, and regulatory agency employees lack knowledge about the types and amount of contaminants being released into the region's water supply.	Area residents, city/county/state officials, public service agency employees, regulatory agency employees.	1a. Members of the target public will become knowledgeable about the types and amount of contaminants being released into the region's water supply.	Members of the target public will read about, discuss, and reflect on the types and amount of contaminants being released into the region's water supply and their effects on human life and the environment.
		1b. Members of the target public will be able to list the type of contaminants in the region's water supply.	Members of the target public will obtain and discuss records from regulatory agencies and will read about, investigate, and discuss the various types of water contaminants.
2. Area residents, county officials, public service agency employees, and regulatory agency employees are not knowledgeable about the sources and risks associated with contaminants being released into the region's water supply.	Area residents, county officials, public service agency employees, regulatory agency employees	Members of the target public will become knowledgeable about the sources and related risks associated with the types of contaminants being released into the region's water supply.	Members of the management team will schedule presentations for members of the target public by water purveyors and toxicologists who can list proven sources of contaminants and describe scientifically valid health and environmental risks associated with each type of water contaminant.

Implementation Schedule	Resources	Responsibility	Outcomes
Easy-to-read printed materials will be developed and distributed by the management team to the target public within a three-month period.	1. Printed materials that address types and amount of contaminants and the resulting effects on the water supply. 2. Public-interest news releases that address the issue.	Public health agencies, environmental groups, Pee Dee Regional Council of Governments, Florence-Darlington Technical College's community-based programming management team.	Members of the target public will become knowledgeable about the types and amount of contaminants in the region's water supply.
Published results of tests on the operations of the agricultural industry, manufacturing firms, and malfunctioning septic tanks will be provided to the target public within a 3-month period and public hearings will be held in communities within a five- month period.	Findings of tests conducted on the operations of industrial and agricultural sources, self-monitoring reports, and meeting places for public hearings.	Community leaders and school officials, regulatory agencies, environmental agencies, public health agencies, and other groups.	Members of the target public will know the types of water contamination.
Public meetings will be scheduled within three months after implementation of a testing program to explain results of tests, identify sources of contaminants, and describe the risks associated with the contaminants.	Scientific test results and reputable toxicologists, Environmental Protection Agency.	Florence-Darlington Technical College's management team, community groups, state agencies, and county health departments.	Members of the target public will be able to identify sources of contaminants and be knowledgeable about risks of water contamination.

continued

Needs Within the Subissue	Target Public	Objectives	Learner Activities
3. Industry leaders are not fully knowledgeable about sources of chemicals and other contaminants detected in the region's water supply.	Industry leaders (manufacturing, agricultural, building).	Industry leaders will be able to identify specific industrial processes that are sources of contamination in the region's water supply.	Industry leaders will identify and discuss specific industrial processes that are sources of water contamination.
4. Regional public health employees and regulatory agency officials have not developed adequate standards and regulations nor the means of enforcing them to ensure that industries develop and implement measures for controlling the release of toxic substances into the region's water supply.	Regional regulatory agencies and public health employees.	Members of the target public will develop effective regulations on the release of toxic substances into the region's water supply and the means for ensuring industry compliance.	Meetings will be held with state and federal officials and other waste management experts within a three-month period. Work sessions will be held within a three-month period to enable county officials and others to develop ordinances and means for ensuring compliance.
5. Area residents, industry leaders, local government officials, and the building industry have little knowledge about the various methods or related costs of identifying and tapping into new sources of water.	Area residents, industry leaders, local government officials, regulatory agency personnel.	Members of the target public will become knowledgeable about the potential new sources of water and the related costs associated with accessing them.	Public meetings will be held at which water infrastructure experts and government experts give presentations about accessing new water sources and the related costs.

Implementation Schedule	Resources	Responsibility	Outcomes
Industry leaders will assess and discuss unit processes as soon as contaminants are detected.	Water test results, material safety data sheets and reports.	Industry groups, personnel managers, health and safety personnel.	Industry leaders will develop production methods that use fewer potentially dangerous chemicals and that use such chemicals in lower volumes.
Upon assessment of unit processes, biweekly meetings will be held over the three-month period.	Meeting places, printed materials that provide insight into regulations and regulatory practices being followed in other regions.	Cooperative Extension Service, public health agencies, local governmental officials, industry leaders, EPA personnel, health officials.	Members of the target public will develop regulations for controlling the waste management operations of industries and will develop the appropriate means for enforcing regulations.
Florence-Darlington Technical College's management team will schedule the public meetings within a three-month period.	Meeting places.	Florence-Darlington Technical College's management team; local, state, and federal government personnel.	Members of the target public will become knowledgeable about and list the potential new sources of water and the related costs of accessing them.

The Technical College of the Lowcountry Story

5

Anne S. McNutt, Lucille Cook Roth, Jeffrey A. Sheldon, and Brian Nichol

Technical College of the Lowcountry (TCL) is one of South Carolina's 16 two-year technical colleges. Located near the state's southeastern tip, TCL is a small college that serves the educational needs of four diverse counties. TCL's community-based programming experiences provide insight into the developmental nature of the relationship between the community college, the community, and its social, cultural, and economic well-being. As the account unfolds, the value and importance of beginning a complex process with one small step becomes a critical lesson for the college and the community.

History

The college occupies the site of the historic Mather School in Beaufort. In 1868, Rachel Crane Mather came from Boston, following the Penn School founders' example to "arise, go south, and teach the freedmen." The Mather School, supported by the Boston's Women's Home Baptist Society, was established to educate the daughters of former slaves. By 1932, it offered 12 grade levels and was approved by South Carolina Department of Education as the Mather Industrial School. In 1954, it became a junior college, was accredited in 1956, and continued to grow until the 1960s. Finding itself undercapitalized and underendowed, Mather Junior College went bankrupt in September 1968, and its premises were deeded to the state.

State educators and local leaders, concerned with the industrial, economic, and educational progress of the area, realized there was a need for

an institution to provide educational training to Lowcountry residents. Therefore, Mather School became the Beaufort Branch of the South Carolina Area Trade Schools, which later evolved into the State Technical and Comprehensive Education System.

In 1970, the school's name changed to Beaufort Regional Technical Center. In October 1972, the center became part of the State Technical College System and was renamed the Beaufort Technical Education Center. In 1974, the Beaufort Technical Education Center was awarded the present-day four-county service area: Beaufort, Colleton, Hampton, and Jasper counties.

Notwithstanding, the new technical college was not met with open arms by residents of the Lowcountry. Anne S. McNutt, president of TCL, explains:

> *Many states, for example, have to come up with the land for the community college; the counties have to come up with funding for the college. But this college is on the site of a very old school. The school fell upon financial difficulty and the state took it over. Basically, the state said, "O.K. Beaufort, we have a college for you," which is a very different scenario from a community saying to the state, "We want to have a technical college." Initially, the college did not have the strong community support that a lot of community colleges enjoyed.*

The school continued to develop and in 1978 was accredited by the Southern Association of Colleges and Schools. In 1979, the name was changed to Beaufort Technical College, and by 1983 Beaufort Technical College Foundation had been created to raise funds for scholarships and equipment. To better describe its role, the name Technical College of the Lowcountry was adopted in 1988. Two years later, the college increased its programmatic offering to include associate degree transfer programs.

Governing Structure of the College

In 1986, the state legislature established the college's governing board, the Local Area Commission (LAC). Beaufort Technical College was the last in the state technical college system to be granted such status. Seven commissioners were appointed by the governor and charged with ensuring appro-

priate financial resources. This commission meets once each month and is an important source of support for the college and the president.

Historically, the four counties provided little financial support, limiting the college's ability to develop its infrastructure and resource base. The 20 years before the formation of the LAC had left the college debilitated by disrepair, incapable of self-sufficiency, lagging behind its sister colleges in incorporating emerging technologies into the curriculum, suffering from financial instability, and having an identity crisis in terms of its role within the community.

The LAC's creation changed the college's course and began the long climb toward financial stability. In 1987, Anne McNutt became president of TCL as well as the first female president of a South Carolina technical college. She has successfully worked to obtain financial support from each county. Today TCL receives in excess of $500,000 from the four counties. This support accounts for approximately 6 percent of the annual budget; the major part of the college's funds come from federal (28 percent) and state (45 percent) sources.

Technical College of the Lowcountry Today: Mission

The mission of the college reads as follows:

> *Tracing its origin to the Mather School founded in 1986, the Technical College of the Lowcountry is a rural, comprehensive, public two-year college dedicated to serving the diverse educational needs of Beaufort, Colleton, Hampton, and Jasper counties.*
>
> *An open admissions institution, the College annually serves approximately 5,000 credit and continuing education students representing a mix of traditional, non-traditional, full-time, and part-time students. The Technical College of the Lowcountry provides quality, affordable transfer and career programs leading to Associate Degrees, Diplomas, and Certificates in an environment conducive to achieving excellence in teaching and learning. The College serves as an effective partner in economic and human resource development in the Lowcountry by offering vocational and technical education, including programs in industrial technology, business, public service, and*

health sciences; general education; developmental education; career development; specialized courses for business and industry; continuing education; and community service.

Committed to quality, affordable instruction, the Technical College of the Lowcountry offers comprehensive student development services in support of its educational programs and services to all who seek to better their lives through education. The College prepares graduates with knowledge and skills for careers in industrial technology, business, health science, and public service and for transfer to senior colleges and universities. In addition to responding to local and regional needs, the College recognizes that state, national, and international issues affect the lives of the residents of the Lowcountry and has responded to these issues by developing alliances with state, national, and international organizations.

In 1994, there were 850 full-time equivalent students, 40 full-time faculty, and 58 support staff. The college is organized into three divisions: academic affairs, college and student development, and finance. The senior management team consists of the president and three vice presidents.

Bounded by the Atlantic Ocean to the east and south and by Georgia to the southwest, the Lowcountry is an area of considerable natural beauty with forests, salt marshes, creeks, beaches, and many sea islands—64 in Beaufort County alone. The total population of the region in 1990 was 154,400 (Beaufort 86,485, Colleton 34,377, Hampton 18,199 and Jasper 15,487). Beaufort County is an area of great contrast, containing the affluent Hilton Head resort area and predominantly African American poor, undereducated, rural communities.

The Lowcountry is undergoing rapid transition as the economy changes. The traditional economic base has changed from agriculture and fishing to the military, tourism, and industry. Even though the state puts considerable effort into attracting new businesses to the area, restrictions related to preserving the fragile coastal ecosystem deter economic growth. However, unprecedented population growth and new resorts and other businesses are moving into areas such as Hilton Head. With these rapid changes occurring, the opportunity to further improve the college's relationship with the com-

munity was an important factor in the president's decision to become involved in the ACCLAIM pilot program.

Community-Based Programming

In November 1991, McNutt, then four years into her presidency, first became aware that two of South Carolina's technical colleges, one rural and one urban, would be selected to participate in North Carolina State University's ACCLAIM project. She recognized an opportunity to strengthen ties with the four counties. She believed ACCLAIM would truly promote leadership, advancement, and innovation by empowering people who had not previously been involved in the community's decision making. Gail Quick, vice president for student and college development, recognized that participation in the ACCLAIM program would bring short- and long-term benefits in building stronger community partnerships and consortia.

Not wanting to miss such a positive opportunity, McNutt first discussed the project with Angus Cotton, chairman of the LAC. Cotton agreed that participation in the ACCLAIM program was tantamount to successfully positioning the college to better serve the community. McNutt then discussed the project with the other commission members. Each agreed that ACCLAIM merited further consideration and supported seeking a nomination for the college to become a pilot college.

Even with the commission's backing, it was more difficult to convince the college's executive committee, composed of the college's vice presidents. Following the November 1991 commission meeting, the executive committee thoughtfully weighed the advantages and disadvantages of participation in ACCLAIM. Since community-based programming was in some respects antithetical to "business as usual," considerable discussion ensued to sort out which aspects would be beneficial to the college, which ones would add another dimension to the college, which would be too demanding, and which seemed nearly impossible. All agreed that involvement would demand much time and travel, making some members more than a bit wary. In retrospect, although the college's work with ACCLAIM stretched the institution's resources, participation was, and continues to be, a wise investment.

After lengthy discussion, the executive committee also agreed that ACCLAIM would help the college to develop closer community ties, especially

with the most rural and impoverished areas. The only major cost foreseen was the demand on employees' time. During the first year, 20 college employees participated in 15 eight-hour days of intensive training through ACCLAIM's first South Carolina institute. Although the time commitment seemed excessive, the intensive training gave that first cohort a firm grounding in the ACCLAIM community-based programming model, which later translated into successful institutionalization.

Given this consensus that participation represented a worthwhile investment, McNutt enthusiastically pursued acceptance as South Carolina's pilot rural technical college. Meanwhile, a cross-functional team composed of Charles Gould, instruction; Fred Seitz, curriculum development; Martha Sette, faculty; Clyde Hincher, finance, and Gail Quick, student and college development, convened and developed the application proposal. McNutt recalled that there was stiff competition, with a substantial number of the state's 16 colleges applying.

Selection as an ACCLAIM Pilot College

In late November 1991, Technical College of the Lowcountry was selected as an ACCLAIM pilot college. To get the news into the community and begin the process of aligning other organizations, the public relations office generated news releases.

McNutt then began bringing the campus into the project by involving the faculty and staff in discussions about ACCLAIM. She started with the college's administrative council—those faculty and staff members who report directly to the vice presidents. At a council meeting, McNutt presented and discussed the concept. As she had done so effectively before, McNutt was able to share the vision of how participating in the project would benefit the college and its employees. Had McNutt not been able to convince faculty and staff of the project's importance, it would have ground to a halt then. As it turned out, the council heartily concurred.

To inform all college employees about ACCLAIM, faculty member Martha Sette led a faculty and staff team in preparing and presenting information about ACCLAIM during the next several months at in-service training meetings and at the annual collegewide faculty and staff retreat. ACCLAIM became a regular agenda item at most campus meetings and was talked about informally as well. Faculty and staff perceived that participation

would provide professional development opportunities for almost everyone at the college. McNutt envisioned not only a way of providing better service to the community but also a way of pulling faculty and staff together with a common goal.

Expanding Involvement

McNutt and members of the executive committee then began identifying campus leaders who would participate in the first training institute. They sought people who would readily understand the importance of the project, who were considered campus leaders and could therefore persuade others, and who were interested in participating in community activities. Special consideration was given to the teaching or other workload of potential participants. McNutt recalled,

> *We hand-picked the first group of participants to reflect diversity and to select individuals who we thought would be leaders. Participants, particularly in the first institute, were identified by the executive committee as those who were likely to be innovative, to be creative, and to embrace the community-based programming process and see the applications in the college.*

When the ACCLAIM staff visited the college in late December 1991, the first cohort had high expectations and keen enthusiasm.

Although the college's TRIO programs had led the way in understanding how community-based efforts benefit both the community and the college, the college's activities had not been organized using the ACCLAIM vocabulary nor understood from the perspective of its theoretical framework. The ACCLAIM project changed this approach. As Quick shared, "Without training in community-based programming, I don't believe that the college would have embraced institutionwide either the concept or implementation. That comprehensive involvement certainly would not have occurred on its own."

Although no one at first fully understood every theoretical component and nuance of community-based programming, the first cohort worked diligently to understand and to apply the model. As the college's ACCLAIM director, Lucille Cook Roth said on more than one occasion, "The model

seems very linear but in practice you do not necessarily finish the first processual task before you have started on Processual Task 3." Community-based programming was a new concept on campus. Individuals first had to acquire the language and understand the concepts before applying them as they moved through the process.

One major benefit of implementing the ACCLAIM model was increasing the college's desire to involve the community in all programming efforts. Participation by a broad cross-section of administrators, commission members, and faculty and staff members in the ACCLAIM institutes generated campuswide understanding of a concept and process that now permeate the college's vocabulary and drives its activities.

Campus teams, from the enrollment management committee to the curriculum committee, use the tenets of community-based programming in their work. Even people who did not participate in an institute are very aware of ACCLAIM and community-based programming. It has become an effective way to think about how to provide programs and services, integrating the college into the community. For the first time in its long history, the college is now seen as far more than an educational institution. It is viewed as a valuable community leader and a resource that can be relied upon to help people, their leaders, and community agencies and organizations identify and resolve issues and problems directly affecting the residents' quality of life.

The only real concern the college encountered was the difficulty that college employees encountered in handling their normal responsibilities while attending the ACCLAIM training institutes, particularly in the case of the first institute, which comprised three five-day sessions. Although some provisions were made to reduce work loads, doing so was difficult. In the second and third years, the institutes were shortened but still required participation in three three-day sessions over the course of an academic year.

From the outset, McNutt provided leadership for the program. Her total involvement included participation on the team that planned and evaluated the ACCLAIM institutes, participation in the first institute, and active membership on the regional advisory committee. The college was also fortunate in having the LAC's chair participate in the first institute. In addition to being a positive role model, Cotton implicitly understood and appreciated the project's potential benefits. In subsequent years, the commission's secretary-treasurer, the Reverend Ervin Greene, also participated fully in an institute.

Throughout the first institute McNutt worked with the community-based programming team to identify and deal with key concerns over implementing the process. Graduates of the first institute formed the group that led the effort to form an environmental scanning committee. McNutt was very visible during that first year, providing leadership throughout the discussion, encouraging the participants, and keeping the campus community informed of the project's status.

Institutionalizing the Community-Based Programming Process: Processual Tasks 1, 2, and 3

Defining Community-Based Programming

> ***Processual Task 1.*** *The community college develops and adopts a definition of community-based programming that encompasses those basic principles and concepts required to fulfill its mission as a community-based institution.*

The first training cohort, a highly diverse and specialized group which included the college president and the chair of the TCL Commission, developed the college's definition of community-based programming. Since this group represented the perspectives of the administration, faculty, and staff and was trained in the ACCLAIM model, its collaborative work on the college's definition of community-based programming made a good start in implementing the process. Adapting the language of ACCLAIM, the group determined that community-based programming would be "a process in which the Technical College of the Lowcountry serves as a catalyst and collaborative partner in the identification and resolution of issues that impact the quality of life in Beaufort, Colleton, Hampton, and Jasper counties." By using the word *partner* the college meant that it would work with the people, their leaders, and community agencies and organizations in the issue identification and resolution process. Because community-based programming is dynamic in nature,

participants in subsequent institutes reviewed and refined the definition to reflect better current conditions.

Extending the Knowledge of the College's External Environment

Processual Task 2. *The community college engages in a careful study of its community to increase its knowledge of its social-cultural, economic, technological, and political environment.*

From 1992 to 1994, the college was involved in preparing for a reaffirmation visit by the Commission on Colleges of the Southern Association of Colleges and Schools (SACS). During the self-study process, the college completed a thorough review of its mission, programs, services, and service area. This in-depth study of the college's internal and external environment came at an opportune time. Since the college had begun to gain an understanding of community-based programming and had developed its own definition of the process, the SACS process allowed the college to conduct this examination from a perspective that included its community-based programming role.

The college first gained specific information about the service area by completing a thorough demographic study of Beaufort, Colleton, Hampton, and Jasper counties. Successful environmental scanning techniques were shared with the management team by Howard Paris from James Sprunt Community College as he recounted his own college's experiences in implementing community-based programming. These two actions provided needed information and tools for obtaining a very realistic understanding of the service area.

Establishing Equilibrium Between Mission and Community-Based Programming

Processual Task 3. *The community college examines and, if needed, reinterprets or modifies its mission, philosophy, goals, organizational structure, and mode of operation to emphasize community-based programming as one of its major programmatic efforts.*

The SACS self-study process resulted in an extensive revision of the mission statement. All campus constituencies, including the faculty, staff, administration, students, and the LAC, were involved in writing the revision. The college's philosophy, values, and goals were reviewed concurrently and the executive committee and LAC agreed that the revisions were congruent with community-based programming.

To ensure integration of the college's mission statement with its definition of community-based programming, a community-based programming management team (herein referred to as the management team) for the project was established in June 1994. This approach was not foreign to the president, who explained, "The team approach is part of my leadership style."

The management team's composition of eight people—six from the college and two from the community—was critically important because the team's focus and enthusiasm, to a large extent, would determine the success in implementing community-based programming. The membership was an invigorating blend in which those with experience and those new to community-based programming worked as a team to refine the role the process would play at the college. McNutt observed, "Individuals view things from different perspectives and, because they do, creativity on the whole was generated." Roth, then interim vice president of academic affairs, was charged with oversight of the management team's work.

From an organizational perspective, the management team reported directly to the president, with Roth updating the president and executive committee regularly. ACCLAIM regularly appeared on the LAC agenda and the president's administrative council's agenda, with Roth again ensuring the timely and accurate dissemination of information on progress.

Lessons Learned

In implementing processual tasks 1 through 3, the college faculty, staff, and leadership learned some important lessons:

- Training is important in developing an understanding of the tenets of community-based programming and developing an effective system for implementing it at the college. The time spent initially introducing the college faculty, staff, and administrators to the community-based programming model was a sound investment. Although the model seems far removed from the college's traditional daily practices, it

served as a strong foundation as the college began its work. Cotton noted the following:

The institutes were a tremendous benefit to the college because they focused the staff's attention on events external to the college. Technical College of the Lowcountry, like all colleges, tends to look inward in its preoccupation with the tasks of teaching and creating an internal environment that supports excellence in learning. From the institutes, the college participants realized that their mission was to be of greater value to the community.

- Some participants initially felt the ACCLAIM model was too theoretical and complicated to be of practical use; however, vice president Quick recalled that "after we got into it, I appreciated the theory since community colleges are very pragmatic institutions and sometimes do not incorporate enough theory into their decision making."
- Implementation of community-based programming requires the college's commitment of resources in a way that is unique to its experience. Effective community-based programming requires a large investment of time and financial and human resources. Since the community leaders are volunteers deeply committed to improving the quality of life in their communities, effort must be made to respect the time and expertise they so willingly share. Especially in the early stages of implementation, more time than expected is needed for the management team and executive leadership team to define their specific roles and responsibilities.
- Even though McNutt immediately recognized the potential of the ACCLAIM project, the direct manner in which she sought the counsel of Cotton was a critical step in TCL's successfully becoming a pilot demonstration college. The shared vision of these two key college leaders served as the major impetus in persuading all the important players of the value of participation in the project.
- An effective community-based programming management system is necessary to keep community-based programming efforts on target. The college's management system included its executive committee and its management team. Ideally, management efforts will be flexible

enough to facilitate effective work of all involved in the process. Fortunately for those working on community-based programming, there were no restrictions on what could or could not be accomplished, nor on when, how, or where those achievements could be made.

- Gathering data is a daunting, all-consuming, and intimidating process, but it is not impossible. The sheer amount of information available can be overwhelming. Most targeted agencies and organizations collect an abundance of quantitative and qualitative data about their service area and constituencies. Once they understood the nature of ACCLAIM and the efforts being made, these agencies and organizations were most willing to share information. Some even had personnel who interpreted this information and willingly assisted in identifying other sources. Utilization of these repositories of information extended and magnified what the college already knew and helped establish successful collaborative efforts early in the process.

Environmental Scanning: Processual Tasks 4, 5, and 6

Providing Leadership for the Environmental Scanning Committee

Processual Task 4. *The community college's president establishes and employs an appropriate mechanism for scanning the college's external environment for the purposes of identifying and ranking, in order of importance, issues that are of critical concern to the community and its people.*

In early fall 1993, McNutt, the management team, and the first ACCLAIM institute cohort discussed which individuals and organizations should be invited to form an environmental scanning committee. According to McNutt, "The two groups felt that the committee should reflect a good mix of race, gender, and age, and it should represent all four counties, as well

as people from business and industry." Additional criteria included connection with a broad spectrum of the community and having the vision and foresight needed for the analysis. The management team and the first cohort of ACCLAIM institute participants generated a list of people with these characteristics, and the president's executive committee selected those who would receive an invitation directly from McNutt. The letter of invitation included a brief description of the ACCLAIM project, the role the environmental scanning committee would play, and its potential impact. As it turned out, the committee enabled the college to become better acquainted with the forces behind the service area's social, cultural, economic, and political environment because the individuals who accepted the invitation had firsthand knowledge of issues in their respective communities. Their enlightenment was crucial in distilling these issues into the one major issue that the college would select as its initial community-based programming initiative. The composition and diversity of the committee is depicted in Table 5.1.

Table 5.1 Diversity in the Composition of the Environmental Scanning Committee

		Percentage
Gender	Male	60
	Female	40
Ethnic origin	Caucasian	70
	African American	30
County	Beaufort	55
	Colleton	10
	Hampton	10
	Jasper	25
Business or professional affiliation	Business and industry	20
	Government	20
	Public service	20
	Technical College of the Lowcountry	40

The environmental scanning committee came together for the first time in November 1993, learning about community-based programming from the management team in an on-campus training session. With their connections and experience in community affairs, the members quickly became comfortable with the language of ACCLAIM and its concepts of environmental scanning, study, analysis, mapping, target publics, stakeholders, and coalition. For most, the committee was a new set of lenses through which to view old problems. Cotton, who served on the committee, stated, "The first cohort, the college's community-based management team, and McNutt recruited some heavyweights who worked well together and produced excellent work." Chris Bickley, executive director of the Lowcountry Council of Governments, who was recruited for membership on the environmental scanning committee after having been at his job only a short while, stated, "I was very anxious to participate because I knew I would be meeting the most significant and influential players in the Lowcountry who could really make a positive impact on the quality of life of our residents."

Identifying Critical Community Issues

Processual Task 5. *The environmental scanning committee conducts a study of the community under the leadership of the community college president.*

The environmental scanning committee, with technical assistance from ACCLAIM staff, organized itself around the following community life categories: economy, education, environment, health, quality of life, intergovernmental affairs, and infrastructure. A subcommittee was formed for each category, with membership based on interests and expertise. Each subcommittee used its construct as a lens to study the four counties and identify major issues.

Between January and March 1994 the subcommittees met separately, reporting their findings at the monthly meeting of the full committee. By May 1994 each subcommittee, through diligent efforts, had established a sufficient base of information to guide the process of identifying its own issues. McNutt asked each subcommittee to be prepared to identify its

three most critical issues at the June meeting of the environmental scanning committee.

The subcommittees used information sources such as community surveys, census data, community leaders, and community organizations. Findings confirmed the diversity and disparity in economic status and educational levels of residents. Densely populated, wealthy areas contrasted with the many rural, impoverished, sparsely populated regions. Much to the surprise of the college's executive committee, the wealthiest and the most impoverished regions in the service area lay in Beaufort County. Concerns about transportation, child care, and access to meaningful job opportunities permeated all discussions. Analysis of this information and subsequent dialogue enabled the environmental scanning committee to develop a composite picture of the entire service area as one entity rather than as four separate counties. Committee members felt that even though disparity existed, the studies had at least identified the most critical issues and provided a reassuring frame of reference.

The subcommittees reports showed that the issues shared many similarities even though the lenses used for the study were very different (see Table 5.2).

The environmental scanning committee reached a significant turning point by its June 1994 meeting. As each subcommittee reported its findings, the similarities of the issues were more striking than the differences. The resulting discussion generated a great deal of excitement and a new feeling of empowerment. Economic development and access to meaningful employment appeared as common threads in each of the issues presented. The corresponding critical issues within each category were seen as impeding the community's ability to develop a stable economy without some form of external assistance. The committee agreed that the most important issue was the need to develop the area's vast human resource potential as a mechanism for improving the local economy. This issue was identified as "economic development through human resource development." At the July 1994 LAC meeting, the issue was presented for approval and adoption as the guiding focus of the college's community-based programming efforts. The commission gave resounding approval.

Scanning the service area and identifying an issue from the wealth of available information captivated and energized those involved. Some of the ACCLAIM concepts studied during the institute were now becoming a real-

Table 5.2 Issues Identified by the Community Life Category Subcommittees

Community Life Category	Critical Issues
Education	➤ Lack of community support and parental involvement in schools ➤ Lack of sufficient funding, materials and equipment; inadequate facilities ➤ Attitudes of students and parents toward education, violence, and attendance
Health	➤ Health care reform ➤ Reorganization of hospitals ➤ Elimination of private practice doctors
Infrastructure	➤ Drainage ➤ Roads ➤ Bridges
Environment	➤ Need to educate people about the environment ➤ Waste minimization, recycling, and revitalization
Quality of life	➤ Poverty ➤ Teen pregnancy ➤ School dropouts

ity as faculty, staff, and community leaders applied the process. Vice President Quick commented that participation on the environmental scanning committee increased her awareness of the importance of creating direct links to the communities the college serves, and that "participation has been a great network in all kinds of arenas. When the committee was formed, only then did I really see the college interfacing with the community and a vision of what could happen as a result."

At the next meeting in October 1994, the committee reached consensus that the initial thrust should be focused on the issue of "educating and training a skilled workforce." With direction and purpose firmly established by the environmental scanning committee, the management team developed a vision of the ideal workforce for the Lowcountry based on significant changes and opportunities in the college's environment.

Having a clear picture of "what could be" was an enabling factor in the management team's development of a list of barriers to the existence of that ideal workforce. This work led to identification of the subissues embedded within the major issue (see Table 5.3).

Related community deficiencies were found, such as a lack of funding for education and training programs and, equally important, a lack of equal opportunity due to discrimination. However, even with these crushing community burdens, the statements describing the issue were phrased positively as a way of enumerating the benefits that resolution would bring. All those involved so far anticipated that the issue would be resolved.

Discussions of the issue resulted in a clear understanding that the original issue was more immense in scope and far more multifaceted than originally anticipated. The goal of the October 1994 meeting was to reduce the complexity of the issue and to prioritize the subissues. The management team agreed on two subissues that the college could realistically address: increasing resident awareness of present and future employment opportunities, and increasing coordination and collaboration between training and service agencies.

The environmental scanning committee developed the following macro issue statement: "Continued economic development in the Lowcountry will require better workforce skills. Education and employment skills must be improved to enhance employment opportunities and quality of life for residents in our region."

For the top-ranked subissue, the following micro issue statement was developed: "Increasing coordination among agencies and informing the public of employment and educational opportunities will enhance the quality of life within the service area." Inherent was the need for the public to recognize local potential, opportunities, and resources for jobs and careers.

The issue statement and visual representation of its various components developed by the environmental scanning committee were helpful in under-

Table 5.3 The Vision of an Ideal Workforce in the Lowcountry

Basic assumption: The workforce and workplace are in a constant state of flux.

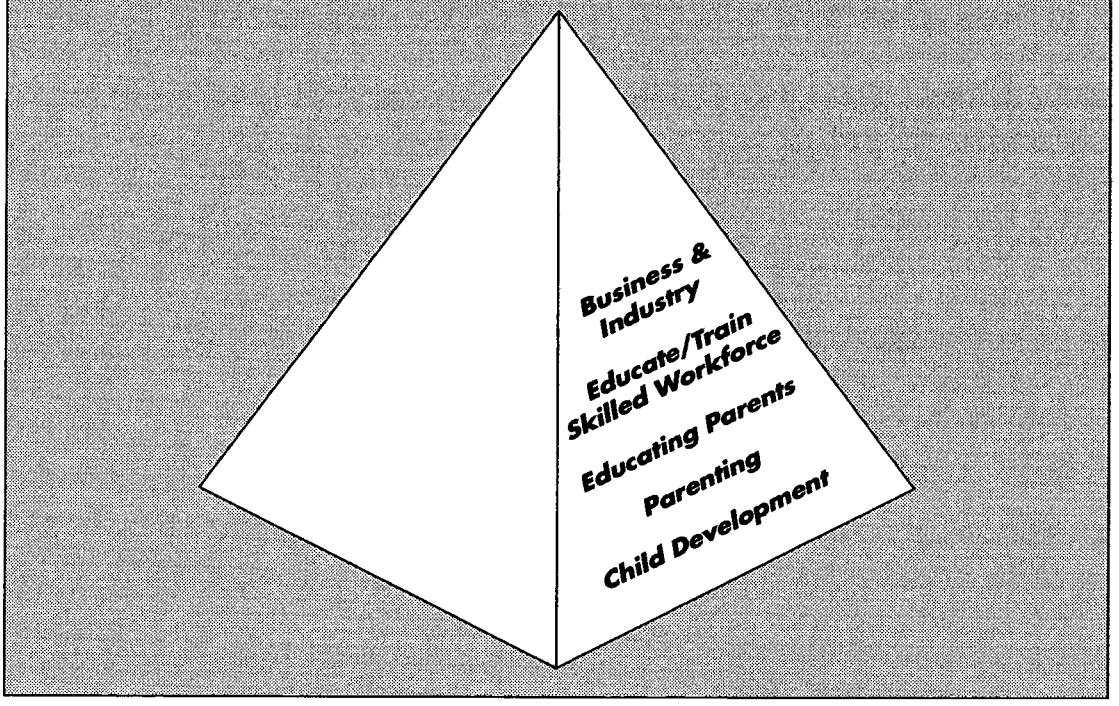
- The education level of each worker is matched to available jobs.
- The work environment empowers workers by fostering open communication, initiative, motivation, confidence, and a sense of teamwork in the workforce.
- There is adequate transportation.
- There are optimal job opportunities.
- There are education and employment opportunities for upward mobility.
- Wages and benefits are competitive and fair.
- Family support services such as flex time and child care are available in the community.
- Professional and personal employee development through continuing education and training is a part of the job expected by both the employee and employer.
- Diversity in the workplace is valued.

Problems and concerns related to the issue

- Lack of funding
- Lack of time
- Lack of awareness of present and future opportunities for the local workforce
- Link between education and work (education is not valued)
- Educational level of the current population
- Lack of commitment to continuous training
- Lack of equal opportunity due to discrimination based on race, gender, age, and cultural background
- Lack of flexibility in delivering education and training
- Lack of transportation and support services
- Substance abuse
- Limitation of coordination and collaboration among agencies

standing the issue (see Figure 5.1). The base of the pyramid, child development, is the foundation that supports all economic development efforts as they represent the communities' future.

Figure 5.1 The Economic Development Pyramid



Confirming and Legitimizing the Issue

Processual Task 6. *The community college's president seeks further confirmation and legitimation of the ranked issues from the college's governing board and from other community leaders.*

Because McNutt had kept members of the LAC, county government, and the Lowcountry Council of Governments involved during the institutionalization and environmental scanning processes, legitimizing the issue with key community figures had been a continuing process. The college also had made its community-based programming efforts and the work of the environmental scanning committee public knowledge through local media. It was a fairly easy task to use formal meetings and informal communications to obtain confirmation and legitimation from other community leaders.

Lessons Learned

In implementing processual tasks 4 through 6, the college learned important lessons:

- The need for training is continual throughout the implementation of the complete process. College personnel were involved in an extensive series of institutes conducted by ACCLAIM. At their first meeting, the environmental scanning committee members were oriented to the tenets of the process by the ACCLAIM staff. This model had to be revisited often, with processes and progress always measured against it. Discussions focusing on the college's history with its community, where the college stood at present in terms of how it was viewed in the community, and where the college wanted to go represented an opportunity for retraining and reapplication of the conceptual model to the college's practice.
- Theory and practice in the ACCLAIM community-based programming process are related. The undergirding theory kept the college on course. The model proved to be an invaluable map for keeping the work on target.
- Community-based programming is not a linear process. As the environmental scanning and issue identification processes progressed, it became increasingly evident that the processual tasks enumerated in the model were not intended to be discrete linear steps. Implementation of community-based programming often resulted in several processual tasks being addressed concurrently, asynchronously, or in different order from that presented in the model.

Identifying (Studying, Analyzing, and Mapping) the Target Public and Stakeholders; Building a Coalition: Processual Tasks 7, 8, 9, and 10

Studying, Analyzing, and Mapping the Service Area

Processual Task 7. *The community college studies, analyzes, and maps the public in its service area that is affected by the issue selected for resolution.*

The question that the management team had to answer next was who is directly affected by these subissues. The Lowcountry Council of Governments and its executive director, Chris Bickley, became an invaluable resource as the

management team struggled to gain a comprehensive understanding of and give definition to the area's many culturally unique communities. The management team determined that if the college was to succeed in its initial efforts, the scope of the issue would have to be narrowly defined and limited to a specific community or geographic area so that the tasks involved could be accomplished with reasonable resources. After lengthy and somewhat arduous discussions, the management team, in accordance with the advice of informed community leaders, agreed to limit the initial efforts to the Sheldon Township census tract and learn from this experience before moving into other areas. This region of northern Beaufort County is the most rural and impoverished tract in the service area.

Over lunch one day in September, McNutt and Roth talked with Joseph Kline, Beaufort County Council member representing the northern area of the county past the Whale Branch River, about the ACCLAIM project, his geographic area, and the constituency he represented. Kline indicated that his area was in the process of planning for economic growth and development and that this community-based programming endeavor would provide an excellent opportunity for northernmost Beaufort County to connect with the larger community for assistance. He was enthusiastic about getting the community involved as soon as possible. Reports of Kline's enthusiasm were brought back to the college, confirming for the team that progress was being made. The enthusiasm was contagious.

The management team identified the target public as Sheldon Township residents who were unemployed or underemployed, and those who needed to upgrade job-related skills. Stakeholders—those affected directly by a poorly skilled and trained workforce—were also identified, including the Clemson University Cooperative Extension Service, health and human service agencies, public schools, civic leaders, churches, and local employers.

Identifying Community Leaders

Processual Task 8. *The community college selects and uses effective processes and techniques for identifying both the formal and the informal leaders within the target public and stakeholder groups.*

The relatively easy task of selecting the geographic focus had been accomplished, but the somewhat more uncomfortable and complex task of moving from the confines of the college into the community was imminent. The management team at its May meeting discussed the demographic data for the Sheldon tract. Some time was devoted to determining who the formal and informal leaders of northern Beaufort County are. A list of known leaders was generated and printed on a flip chart, and strategies for finding the "missing links" and making an initial entree into the community were discussed.

Using the information obtained through their continuing analysis of the issue, the management team recognized Kline, Paul Chisholm, and Maci B. Roberts as key community leaders able to assist in gaining access to this most rural and impoverished area of the county. To initiate dialogue with all leaders of the target public, the management team had to build a relationship with this first group and then build upon those relationships. Kline, McNutt, and Roth arranged for several community leaders to join them in early October for an informal project briefing dinner. The goals of the dinner meeting and the two subsequent informational and organizational meetings that arose from it were twofold: first, to present the issue and get the leaders to affirm that economic development through human resource development was critically important to the communities in northern Beaufort County, and second, to have them develop a list of other community leaders or interested parties who would be valuable coalition members.

Although at each of the meetings a synopsis of the ACCLAIM project and the college's role was given, the focus remained on defining and clarifying the role the community would play in resolving the issue. Numerous questions were presented for discussion by the management team: Is the issue of economic development critically important to this community? What does this mean for your community? How do you envision your community if the issue were to be resolved? Are you willing to commit time or resources to its resolution? Who else should be included in the discussion? This format seemed to work well; community leaders engaged in the discussion with great enthusiasm. Afterward, members of the management team met informally and noted that an essence of hope for a better quality of life truly had sparked the imaginations of those present.

More than 90 leaders, self-identified and identified by others, were offered personal invitations by McNutt and Kline to participate in the orga-

nizational meetings of the Sheldon Community Project Team. The group included elected officials, school officials, business owners, and those known for their commitment to home, family, and community improvement. Kline and the leaders attending the organizational meetings would also need to play a key role in making sure that other leaders were committed to forming the coalition and would respond positively to the invitations to attend the first meetings.

Initiating Dialogue with the Leaders of the Target Publics

Processual Task 9. *The community college initiates dialogue with leaders of the target public and stakeholders to encourage and assist these leaders in attaining consensus on the importance of the issue and in forming a coalition to address the issue.*

At this point, the management team was deeply concerned about the initial coalition-forming meetings with the leaders of the target public and stakeholders. Seeing the names of the participants on paper was one thing, but actually meeting them face to face presented a whole new challenge. Knowing the area and the reason it was chosen would either bring residents on board or drive them away. Carefully involving them in acknowledging it, getting them to believe they had the power to resolve the issue, and assuring them that they had unconditional assistance from the management team were the keys in building and maintaining the coalition.

The management team met with two consultants, John Pettitt from North Carolina State University, and Howard Paris from James Sprunt Community College (JSCC), Duplin County, North Carolina, who shared information about JSCC's work in developing a community-based coalition of leaders of the target public and stakeholders affected by the issue. The management team and consultants discussed JSCC's efforts and listened intently as successful and unsuccessful strategies were shared.

From the meeting with Pettitt and Paris, the management team learned the value of having a professional facilitator who would serve as a neutral party and conduct the initial meetings of the coalition. Jim Feldt from the University of Georgia's Institute of Community Action Development was a

highly recommended expert in this field. With the backing of the management team, Roth and the North Carolina State University liaison, Brian Nichol, contacted Feldt. In July, the three met to discuss TCL's involvement in the ACCLAIM project and how Feldt's expertise might help negotiate this critical step from theory to application.

The management team knew that entering the community was a crucial step. Since leaders of the target public and stakeholder groups would make up the coalition, the management team felt it was imperative that first efforts succeed, and realized that its members needed training in meeting facilitation. The coalition would be a diverse group with many ideas and opinions, and direction would be needed to help them focus their discussions.

Arrangements were made for Feldt to conduct facilitator training for 16 people. For two days in September, 16 representatives of the college, service area leadership, institute participants, and the Sheldon community prepared themselves to handle the challenge of building a coalition. Effective techniques for creating a positive meeting environment, engaging people in group activities, handling difficult people, and creating effective documentation were among the skills learned. Most important, Feldt agreed to serve as the facilitator for a series of meetings in the Sheldon community.

By mid-December, McNutt and Kline had mailed a personalized letter of invitation to the identified leaders of the target public and stakeholders explaining the coalition's purpose and describing the issue. The mailing included a brief reply form asking whether recipients felt the issue was of critical importance and whether they were willing to assist in a communitywide effort to resolve it. The meeting was scheduled for mid-January 1996. The cafeteria of the James J. Davis Elementary School, in the heart of the community, was chosen as the site for the meetings. The school was centrally located and represented a comfortable and psychologically safe place to the residents of Sheldon township.

Engaging the Coalition in Refinement of the Issue

> ***Processual Task 10.*** *The community college engages the coalition in further studying and analyzing the issue, refining the definition of the issue, and deciding upon the strategies to be pursued in resolving it.*

Feldt and the management team believed it would take several meetings to bring the leaders of the target public and stakeholders to a point to where they were ready to work without a facilitator. A series of four meetings was planned for each month from January through April 1996. Participants would define the issue for their community, then design, implement, and evaluate a plan of action to resolve it.

The management team was not quite sure whether this fledgling coalition would actually embrace the issue as it had been defined and refined by the environmental scanning committee and the management team. The unknown element added to the excitement of those first meetings.

The college took an active and visible role through its management team's preparation for the meetings. Taking the lead, the college made arrangements for the meeting place, acquired the services of a professional facilitator, handled all correspondence, gathered supplies, and prepared the meeting site. The management team was well prepared for each meeting, setting an agenda and providing the tools and resources for making ideas concrete. Team members recognized that when a meeting ended, participants must leave feeling it had been a community meeting, not a college meeting.

The tone of the meetings was intended to be informal and nonthreatening to encourage participation by everyone present. After short introductions, Feldt briefed the group on the agenda for the evening and the issue that had brought the group together. At all meetings, flip charts were used as a mode of communicating visually, a method for recording the minutes, and a way for everyone to see that their ideas had validity and merit. Consensus on some basic ground rules was reached by the group, enabling meetings to run smoothly (see Table 5.4). The parameters were such that

Table 5.4 Ground Rules

Ground Rules
■ No one owns the truth
■ Spelling does not count
■ Listen actively
■ Deal with issues, not personalities
■ "Mashed Potatoes"
■ Encourage creativity

each person would be heard, acknowledged, and made to feel that he or she had made a contribution without violating another's opinion.

Attendance at the first coalition meeting was not as strong as the management team had hoped, so one of the first items addressed was selection of a day and time to make future meetings more accessible. Criteria for selecting dates and times were based on the other regularly scheduled meetings within the community that involved potential members of the coalition. The commitment by the attendees to obtain better participation was encouraging, since this demonstrated that the issue was of critical importance to them.

When the group was satisfied with the time, date, and location of future meetings, Feldt led the group through a visioning exercise. Participants worked individually, then as teams, to draw a picture of northern Beaufort County five years in the future. With pictures completed, teams interpreted their sketches with words and phrases, and then the entire group sorted the phrases into categories and wrote descriptors for each category. The sorting process was conducted without talking, subsequently leading to creative and energetic discussion in which participants were allowed to ask why or explain how the groupings had occurred. Eight categories had been identified and the drawings and resulting idea chart were the starting point for the next community meeting (see Table 5.5).

Before the next meeting, which was scheduled for February, the flip chart notes were summarized and sent to all participants along with an invitation to the next meeting. This procedure was adopted for all subsequent meetings as well.

Table 5.5 Subissue Categories Identified at January Coalition Meeting

- Regulations and government
- Growth management and master plan
- Transportation
- Psychology and attitudes
- Communication
- Resources
- Training and education
- Employment opportunities

The February meeting was much more heavily attended. The flip chart notes, sketches, and idea chart were displayed, providing Feldt an effective tool for review, which set the tone for the evening. Using the categories from the previous meeting as a focus for the evening's work, the coalition discussed how to decide which subissues to focus on. Each subissue was written on a separate card and displayed on the wall. Each person received three colored dots, each of which was to be used as a categorical vote by posting it on one of the subissue cards. Only whole-dot votes were allowed. The two subissues receiving the most votes were training and education and employment opportunities. The overall issue was modified and became "economic development through human resource development for this community by increasing awareness of educational and employment opportunities for this community." Sheldon residents traditionally viewed their community as lacking in job and career opportunities. People believed they had to go outside the community to engage in any kind of experiences that would lead to improving their economic condition. For the issue to be resolved as these community residents defined it, community members would have to view their own community as a place that could contribute resources to its members' employment and career development.

The coalition then employed creative thinking techniques, dividing into two groups that met at separate tables designated as issue stations, one for each subissue. Participants went to the station representing their greatest interest and were allowed to switch if they so desired. With one member of the group acting as a scribe, each team more clearly described and defined its subissue and discussed how to resolve it. Their work was recorded on flip charts, and this written record became the starting point for the March meeting.

The purpose of the March meeting was to think critically about the two subissues and the various strategies that had been proposed. The goal was to reduce the list of 40 strategic options on February's idea chart to two or three that the coalition believed most critical.

Participants used their allocation of four colored dots each to create a distribution matrix for determining the top issues. Two options were clearly more important to the group than others. One was to bring, promote, or expand things that work within the community, like the Sheldon Community Enrichment Project, the Boys and Girls Club, and the YMCA. The other was to link northern Beaufort County with firms, retirees, educa-

tors, mentors, and the military to share expertise, ideas, and talents. The coalition leaders stressed the importance of linking Sheldon's present strengths and resources with these outside resources.

The preliminary development of strategies to guide a plan of action began. The coalition members chose the issue they were most interested in and joined in that group's discussion, deciding what should be done, how it should be done, who should do it, and what results should be sought.

Members of the management team noticed an interesting phenomenon occurring during this meeting. Coalition members began to define the location of their community as "north of the Whale Branch River" rather than "northern Beaufort County." The Whale Branch is a small ocean-feeding river separating northern Beaufort County from the area closer to the city of Beaufort. The phrase was abbreviated on the flip charts as NOWBR, and the group began to use the river as a point of identification. That they adopted NOWBR as a descriptive name was a sure sign that they had begun to think of themselves as one community rather than several smaller communities within that area. The coalition was building in strength and resolution.

The goal of the fourth meeting in April was to make specific decisions that could be translated into a plan of action with an accompanying implementation time line. Progress at this meeting was slower than anticipated because discussing an issue is easier than actually deciding upon and carrying out the actions that will lead to its resolution. By the end of the evening, the group that had been analyzing how to go about "promoting things that work" decided its first long-term goal would be to develop a program for children that promoted long-term interest in career development. The participants believed responsible workers of the next generation needed to possess the characteristics of self-accountability, responsibility to a group, positive self-esteem, and persistence. The resources for this youth development needed to come, in part, from the community. Otherwise, a feeling of helplessness that depended only on others outside the community for jobs and careers would continue and worsen. This feeling was evident in the early discussions about how to begin the plan of action.

As seen in Figure 5.1, child development is the base of the economic development pyramid and the key to the future success of the community. The local Sheldon community agreed with this schema. One small, incremental step would be developing an after-school program. The coalition

members were unsure that any of the existing community-based service programs could actually provide help in developing such a program for their children. After all, NOWBR was isolated and had never received any assistance of this kind before. To its residents, NOWBR was just too far removed from the city of Beaufort, the rest of the county at large, and all the resources available beyond the Whale Branch River.

The group that was analyzing and developing strategies for "linking community resources to outside resources" developed a questionnaire to enable the group to ascertain the training needs of whoever would organize this program. At evening's end, the coalition saw Feldt as a resource in ascertaining and meeting these needs, so he was requested to return one last time to assist in planning for the leap to implementation.

After an exhaustive and exhilarating discussion, the "promoting things that work" group proposed that the coalition plan and implement an aquatic safety program for elementary age children. To anyone not involved in the coalition's discussions, the link between career development, economic development, and aquatic safety may not be apparent. However, the changes that would eventually occur are cultural and would have far-reaching effects. The coalition envisioned these changes based on several assumptions and local values. They felt that youth did not understand the value of training and needed to learn this value, connected with immediate rewards. Learning this value might then extend to involvement in education and training for jobs and careers. Also, this effort would require the involvement of local resources in connection with outside resources. As described above, the community had little previous success in this area and needed positive experiences.

The aquatic safety program would send the message that there are local resources and individuals committed to seeing NOWBR children gain access to programs like the YMCA and the Boys and Girls Club. These feelings of confidence and new skills for both adults and youth could eventually extend far beyond this small program. For residents of Sheldon, this need for developing the potential of their youth in the job market is directly tied to an aquatic safety program. Approximately 7,000 miles of navigable waterways exist in Beaufort County, a figure that does not include numerous ponds and lakes. Not a summer passes in Sheldon without the loss of at least one school-age child to drowning.

Completion of the aquatic safety program would require participants to commit to four weeks of training. The foreseeable result was children having pride in the fact that they had committed to and completed a demanding program. The children and the adults of the community would know firsthand that they had the support not only of fellow community members but of the larger community beyond.

An additional benefit of the successful implementation of an aquatic safety program was that this group of community leaders would become a confident coalition. Selection of an aquatic safety program in connection to the broad issue of economic development emphasizes that the coalition's leadership, with assistance from the management team, must keep the larger vision in mind. The coalition must remember that it has to continually progress through resolving subissues to resolve the broader issue.

Lessons Learned

In implementing processual tasks 7 through 10, some important lessons were learned:

- Regular meetings of the management team are essential. These meetings were used to evaluate the status of the project and to determine future direction and actions. They also provided an opportunity to discuss the issue as it fit the model, its implementation, and evaluation of progress. The management team also gained an opportunity to define its relationships to the environmental scanning committee and the coalition. Equally important, the meetings provided time to reenergize and refocus in moving from planning and design to implementation.
- The environmental scanning process produces information that the management team found critical to the work in forming the coalition. The environmental scanning committee knows the pulse of the larger community, whereas the management team is studying the pulse of the specific community. TCL now believes that the two bodies must work synchronously and combine their expertise, wisdom, and patience. In the future more time will be allowed for each group to become familiar with its unique purpose and goals, and its relationship to the other and to the project at large.

- Meeting and interacting with the community leaders is critical. The initial work in community-based programming resulted in knowledge of the community in terms of static data and statistics. By virtue of interacting with community leaders, the college learned a great deal more than could be accrued from studying reports and other secondary data sources.
- It was critical to listen attentively to the discussions. Hearing the concerns and questions raised gave an added dimension to the college's work up to that point. Most important, in leading the process, college representatives had to remember at all times that they were guests and, for the most part, strangers in the community. Listening to, encouraging, motivating, and confirming the importance of each person let the community know that the college was there for them, that there was no self-interest. These opportunities to learn more about one another made it easier for the college to move from the comfort of the campus into the community and helped the community become comfortable with the college's presence. The organizational meetings became the solid foundation of a partnership that would ultimately become the coalition.

Designing and Implementing the Plan of Action: Processual Tasks 11 and 12

Aiding the Coalition in Developing a Plan of Action

Processual Task 11. *The community college provides leadership for the coalition in translating its decisions into a unified plan of action.*

At May's community meeting, the project gained momentum through the attendance and participation of all the resource people needed to make the plan of action a reality. Key representatives of the Boys and Girls Club, Beaufort County Parks and Leisure Services (PALS), the Marine Corps Air Station, and the recently completed YMCA were present. The discussion was incredible as the project took on a whole new urgency. The same people who were so sure in January that no one would ever help them were sit-

ting elbow to elbow with agency heads figuring out how and when their project could be done. By the evening's end the coalition had set its initial project goal: by summer's end, at least 35 children would participate in and complete the aquatic safety program.

The coalition worked hard in coordinating the effort and by the end of the month, applications for the swimming program were in the hands of the children's parents, transportation had been arranged, volunteers had been lined up, and the swimming pool had been reserved for early Monday and Thursday afternoons from mid-July through early August. See Appendix 5A *(page 189)* for the resulting plan of action.

In June two coalition members, one each from the college and the community, were invited to attend the fifth Sunday services of the area's churches to discuss and promote the aquatic safety program. What made this a particularly important event was that the two coalition members were white, while the church congregations were composed predominately of members of minority groups. For NOWBR, the invitation symbolized the development of a new level of trust between these isolated communities and the larger community, and the beginning of a cultural change that would have far-reaching social and psychological effects. ACCLAIM was making its presence felt. The college, as catalyst, had helped make this a reality. It had not been easy, but it certainly was rewarding.

Monitoring Implementation of the Plan of Action

Processual Task 12. *The community college aids the coalition in implementing the plan of action by providing consultation, technical assistance, and opportunities for coalition leaders and other community leaders to report on progress made, discuss obstacles encountered, and explore the use of alternative strategies not included in the initial plan of action.*

On August 16, 1995, a celebration picnic was held on the grounds of the YMCA to congratulate and honor the 75 children who had completed the program, their families, and friends. While the children proudly demonstrated their water safety skills, families and volunteers beamed with pride.

News media were present to take pictures, interview the children and their families, and tell the story of the work accomplished by the ACCLAIM coalition. The coalition had successfully completed the first small but important step toward long-term resolution of the issue. By reaching out to the larger community, its members had discovered the power of collective action. This first success fed and began crystallizing the vision of what their community could be.

Each month the management team met to discuss the progress of the coalition, its role in the process, and the future of the plans for resolving the issue of economic development in Sheldon. Coalition members are now turning their focus on the second subissue, that of developing connections with the larger community that will assist unemployed or underemployed residents. The coalition will continue to address the needs of the next generation of workforce members through more frequent and focused career development efforts.

At least three members of the management team participated in each ACCLAIM community meeting. From January through May, the management team arranged for the meeting space, provided light refreshments, and served as facilitators for the work sessions of the subissue groups. Between the regular monthly meetings of the management team and coalition, much work went on behind the scenes. Phone calls, visits, letters, and minutes let the coalition and the management team members know they could rely on each other. The college provided administrative support in transcribing and distributing flip chart minutes.

Because of the close working relationship and trust that developed between the management team and the coalition, management team members actually became unofficial "adopted" members of the coalition. Often, the management team was asked to make the first contacts with agency heads. Once initial contact was made, the coalition assumed the work. Witnessing the maturation of the coalition was a highly satisfying experience for the management team, considering how long the coalition had taken to form, define the issues, and begin their resolution.

Lessons Learned

In implementing processual tasks 11 and 12, the college and the coalition learned the following:

- It is important to maintain and share thorough, accurate documentation of the coalition's work. The coalition meetings were informal by design. The use of flip charts as a communication tool was intentional and effective. The agenda for each meeting was presented on a flip chart and helped to keep the meetings on track. Flip chart notes were used to record the evening's discussion, actions, and assignments. They were transcribed and mailed with a reminder of the next meeting each month. The notes' real value was that they reflected the coalition's work, and one month's notes become the basis for the next month's actions.
- Facilitation played a major role in the success of the community-based programming project. A good plan of action can be developed only through the facilitation of effective issue analysis. Perhaps the best advice that the management team obtained before implementation came from JSCC's representative. The decision to employ Feldt as a consultant proved to be of paramount importance. His facilitation training for faculty and staff ensured that the management team possessed adequate skills for building the coalition. His excellent job of encouraging the leaders of the target public and stakeholders to join in enjoyable and productive activities enabled them to define the issue for their community and develop the plan of action for its resolution.
- Initially, the low turnout at the first community meeting frustrated the management team. Very quickly, however, the team learned that within the larger group of participants was a core of leaders. In the case of NOWBR, about 10 members coalition are at the center of the action. These 10 individuals have the ability to ferret out the additional hands needed when it becomes time to act. They, too, have discovered that there is power in the coalition.

Evaluation and Accountability: Processual Tasks 13, 14, and 15

Processual Task 13. *The community college provides leadership for the coalition in assessing the outcomes achieved toward resolving the issue and in determining the cost-effectiveness of the plan of action.*

Processual Task 14. *The community college arranges for and helps coalition leaders to report to their respective constituencies, agencies, organizations, and other stakeholders on the progress made toward resolving the issue.*

Processual Task 15. *The coalition uses the results of the plan of action and lessons learned through its implementation to develop and implement new strategies for continued efforts toward resolving the issue.*

Providing Leadership in Assessing and Reporting Outcomes

In September 1996 Roth, the coalition, and the management team reviewed their work to date. The coalition decided that the two identified subissues were not totally separate. The successful completion of the after-school program required linking NOWBR with outside expertise, agencies, and individuals. Satisfied that their work had been successful, the coalition reached consensus on the next steps in resolving the issue: increasing the awareness of education, training, and employment opportunities available in the Lowcountry, particularly those related to the building trades industry. In reporting progress, as well as future directions to the constituencies and stakeholders, the flip chart notes were included in the monthly letter.

Developing Strategies to Continue Resolution of the Issue

To learn more about locally available employment and educational opportunities, the NOWBR coalition invited representatives of the Beaufort-Jasper Homebuilders Association, the college's building construction program, the Beaufort County Public Schools construction program, and other representatives from the college to share information about opportunities in the Lowcountry. The session was planned for December and invitations were mailed to residents involved in or interested in a career in the building trades.

The turnout was less than had been anticipated. But once again, the coalition members refused to give up and asked what could be done to increase attendance. The resolution of the issue had become too important

to them and their community to let it die from attrition. At the very least, their resolve was encouraging to everyone and continued to keep the group positive, on task, and focused.

In January 1997 the coalition planned a second information session. To create interest and encourage attendance, the coalition organized a promotional campaign. A flier was developed and posted in all local businesses, on all church bulletin boards, and in all local convenience stores. Officials at Davis Elementary agreed to send fliers home with every pupil. Coalition members called neighbors and friends and invited them personally. The turnout was larger than before, and the participants were engaged and interested, participating in the discussion and asking questions. As the group was leaving the Davis cafeteria that night, one participant said, "We just have to remember that we are fighting an ingrained attitude and we will continue to measure our success one person at a time."

As the spring of 1997 comes to the Lowcountry and the second summer of the coalition's work is nearing, plans are in place for continuation of the after-school program, including an expansion of the aquatic safety program. Concurrently, the coalition is planning a job, career, and education fair in the fall with information and opportunities for residents of all ages. The coalition members have realized the power they have to make things happen and are determined to have a positive impact. The ACCLAIM project is entering a new phase, with the coalition active and Sheldon township aware of its existence and work. ACCLAIM was mentioned numerous times in the Beaufort County Master Plan as a positive force for community action. The college and the management team are adjusting to new roles in a larger community presence. The coalition has become less reliant on the college for action but still looks to it for guidance and support. Having acquired its own new skills, the college will now move on to other regions of the service area to give leadership to community-based programming efforts around the issue of economic development. The college anticipates having to learn new skills in each region and must eventually look at bringing the entire area together for the purpose of collaborative economic development.

As the coalition moves forward with the ACCLAIM project, three assumptions guide the coalition's relationship with the college. First, the issue of economic development in northern Beaufort County is of critical importance to both the community and the college. Second, the coalition will

continue to receive unconditional support from the college as it enters this portion of the implementation phase. And third, the college accepts the issue of economic development in northern Beaufort County as a critical issue requiring ongoing commitment until resolution is reached.

Lessons Learned

Several important lessons were learned in implementing processual tasks 13, 14, and 15.

- Being issue-based and outcome-focused keeps the project on track. Early in the process of planning, designing, and implementing the community-based project in northern Beaufort County, the question "How will we know we have done what we said we were going to do?" was asked repeatedly as the coalition, with the college's help, planned the action steps for the ACCLAIM project. At times balancing vision against reality was difficult, but the statement of the issue and goals kept the coalition on track.
- The use of a regular reporting form is an essential tool. The flip chart agenda and notes became the reporting mechanism of the previous meeting and the foundation for subsequent meetings. Each month the notes were transcribed and mailed to the constituents. This simple tool proved to be effective in conveying the status and direction of the project. This same information formed the basis for reports made to the executive committee, administrative council, and the LAC.
- Community-based programming is exhausting and exhilarating work. The coalition used each experience as information to assess its progress. The work required a great deal of time and energy from each volunteer involved. After each coalition meeting, participants seemed to agree that, although the work was difficult and somewhat frustrating, it was also most rewarding.

Appendix 5A: Plan of Action for Career Development Skills Project—After-School Program, Technical College of the Lowcountry

Description of the Macro Issue: A significant number of people in northern Beaufort County are either underemployed or unemployed. Citizens may be unaware of opportunities related to educational and training or employment opportunities in the Lowcountry. Awareness of the importance of education and training to economic development encompasses working with citizens of all ages and levels of educational attainment and includes the development of technical skills as well as self-esteem, personal responsibility, and accountability.

Goal(s) for Macro Issue: Individuals who do not have the potential to not be optimally employed will become more aware of opportunities available in the Lowcountry for accessing appropriate education, training, and job opportunities in fields related to their interests and abilities.

Subissues Encompassed in Macro Issue: The macro issue included many subissues. The following subissues are addressed in this plan:

1. Work to promote and expand activities that work, such as YMCA, Boys and Girls Club, and Sheldon Community Enrichment Program (SCEP).
2. Develop links to the community in northern Beaufort County with firms, educators, mentors, and retirees outside the area.

Target Public: Families in northernmost Beaufort County with children at risk of becoming adults who are unemployed, underemployed, or in need of appropriate education or training.

Subissues/ Needs	Target Publics	Objectives	Learner Activities	Implementation Schedule
1. Participation and connection with programs that work, such as YMCA, Boys and Girls Club, and Sheldon Community Education Program (SCEP) need to be expanded.	1. Community members in northern most Beaufort County	1. Target public members will a) learn to plan a complex activity collaboratively; b) learn to coordinate and create linkages with agencies outside the community; and c) learn to practice aquatic safety.	1. Target public members will learn about and discuss the need to practice aquatic safety and organize and participate in an aquatic safety program.	1. Meet with agency representatives to locate pool and instructors. (Weeks 1–4) Meet with agency reps to locate transportation source. (Weeks 2–6) Develop application and permission slip. (Weeks 4–8) Develop flier and arrange distribution. (Weeks 4–8) Arrange for volunteers to assist instructors. (Weeks 8–12) Screen applications and notify participants. (Weeks 10–12) Conduct classes. (Weeks 13–18) Conduct completion celebration. (Week 18)

Resources	Responsibility	Expected Outcomes
1A. Swimming pool and qualified water safety instructors; volunteers to assist the water safety instructors	1A. Key citizen leaders, directors and representatives of the YMCA, Boys/Girls Club, Beaufort County Parks and Leisure Services (PALS), Sheldon Community Enrichment Project (SCEP), aquatic safety instructors, volunteers	1. Members of the target public will a) demonstrate skills in planning a complex activity; b) develop connections and linkages with agencies outside the community; and c) demonstrate an awareness of safe aquatic habits and participate in an aquatic safety certificate program.
1B. Transportation	1B. Citizen leaders, directors or representatives from PALS, SCEP, and Beaufort Marine Corps Air Station (MCAS)	
1C. Applications and permission slips, fliers to publicize aquatic safety course, date, location, etc.	1C. Citizen committee, TCL public relations director, Davis Elementary faculty and staff	

The Paul D. Camp Community College Story

6

Patsy R. Joyner, Jerome J. Friga, and John M. Pettitt

Thanks to ACCLAIM's support and guidance and its community-based programming model, Paul D. Camp Community College has taken a leadership role in reshaping a community's direction. For the first time in the city's history, people from diverse social, economic, and racial backgrounds in Franklin, Virginia, are coming together to address critical issues having an impact on each of them.

It is no accident that the college is positioned in this pivotal role, for opportunity favors the prepared mind. Shortly after coming to Paul D. Camp, the college's fifth president, Jerome J. Friga, recognized the value of community-based programming and its appropriateness for the college. The college filled a unique niche in the Franklin area. In addition to being the only institution of higher education in its service region, Paul D. Camp Community College is one of the few places where all people can meet in an inviting environment. The college also has an outstanding track record for forming partnerships with business and industry and other community entities for greater benefit to all. Becoming a catalyst and leader for community-based programming took Paul D. Camp to yet a higher level of community service.

Proud History

Paul D. Camp was a man noted for his contributions to the development of the western Tidewater region and whose family donated the land for the first campus. After the Civil War, Camp, with his two brothers, started a lumber busi-

ness. In 1887, he became the president of the newly founded paper maker Camp Manufacturing Company (now Union Camp Corporation). He was known as a generous soul: generous with his time, his talents, and his finances.

According to one of his daughters, he loved education—although his was not extensive—and realized its importance for young people. He helped to establish educational institutions in the community. She also noted that if he were alive, he would be extremely proud that a community college bears his name. She added that Paul D. Camp Community College is an appropriate epitaph for the words he lived by: "Everything in life works two ways: you give, and then it's given back to you."

Paul D. Camp Community College is a member of the Virginia Community College System (VCCS), which was created by the Virginia General Assembly in 1966. The VCCS Master Plan designates 23 geographical regions, each served by a community college.

The Local College Board for Paul D. Camp's service area, Region 21, was organized on January 7, 1970. Roger Drake was elected the first chairman. Drake was the owner and founder of Franklin Equipment Company, which since has grown to encompass an international market.

The college has a proud history of serving more than 30,000 residents with access to higher education, jobs, and learning to enrich their lives. Since its beginning in 1971, the college has awarded more than 2,800 degrees and certificates. Students have chosen Paul D. Camp for its convenience, ease of entry, low cost, and quickly emerging reputation as having a high-quality faculty that cares about students. The college has grown from a single campus to a three-site institution with a rural campus in Franklin, an urban campus in Suffolk, and a center in Smithfield.

Today the college enrolls 4 out of every 10 residents of its region who are attending colleges and universities in Virginia. Increasing numbers of full- and part-time students are selecting the college as their first—not just convenient—choice, because the college's students experience success. Studies have shown that the college's students who transfer to four-year colleges or universities do as well as or better than counterparts who began there as freshmen.

Graduates are also finding success in the workplace. They can be found in many positions of responsibility among local employers. These employers consider the community college to be the source of the training needed to upgrade and prepare workers for positions requiring greater skills than

those of the past. As a result, Paul D. Camp is fast becoming the college of first choice for many.

Service Area

The college serves the western Tidewater region of Virginia. Encompassing rural, small-town, and suburban living styles with agricultural and industrial bases, this region includes the city of Franklin and Southampton County on the west, the city of Suffolk on the east, and Isle of Wight County to the north. Each of these four distinct communities has specific educational needs, yet together they share common interests and concerns for quality of life, educational access, and the need for skilled manufacturing, retail, office, and agricultural workers.

Within the city of Franklin, more than 50 percent of the population of 8,000 is African American; with few exceptions, the remainder is white. A large proportion of the workforce is employed by Union Camp Corporation. The community action group described here has been well supported in its formation and operation by the leadership of Union Camp.

Major Trends

During the past several years enrollment has increased 58 percent, whereas state funding has risen less than 3 percent. The college has adjusted through increased work loads, greater efficiency through technology, and trimming less productive educational programs. More and more residents and employers are expected to select the college as their first choice for higher education and training. Also, public funds will remain stressed, providing a shrinking share of the fiscal resources needed to support growing demands for the college's services.

The college is financed primarily with state funds, supplemented by student tuition. During the 1996 fall semester, however, the persistent efforts of the president and board resulted in the first donation of nonrestricted local funds from each jurisdiction. This accomplishment is regarded as one of the successes of adopting and implementing ACCLAIM's community-based programming model, since which the college has moved to the forefront of community leadership.

Although growth is anticipated in the years ahead, Paul D. Camp will no doubt remain small in comparison with other colleges. Its mission is as complex as the missions of larger community colleges, though not on the same scale. While the college has fewer programs to offer by comparison, it strives to persevere until the results equal those of the largest and best community colleges. Its small size offers particular opportunities, and it continues to take full advantage of them. It can continue to foster the "person-to-person" relationships that have flourished at the college since its early years. Community involvement is paramount. Through the works of the college, its namesake's commitment to community continues.

Governance: Virginia Community College System

The State Board for Community Colleges serves as the governing board of all community colleges in Virginia. VCCS was established to support the board, the chancellor, and the community colleges. The chancellor is the chief executive officer for the system and is appointed by the state board.

The state board administers the budget within legislated policy, determines the location of and buildings for campuses, and makes policy decisions concerning new programs. Local boards serve as a communication channel for the state board. Although their primary responsibility is to determine the needs of their service area and recommend programs to meet those needs, they also participate in the hiring of their colleges' presidents and, to a limited extent, in budget decisions.

Community Service

Since 1971, the college's commitment to community has been demonstrated through myriad partnerships with local school systems, social service departments, hospitals, government agencies, extension offices, civic groups, businesses, and industry. Examples include the following:

- helping to lead a community coalition to address the infant mortality rate in the service region
- donating land at the back of the Franklin campus for a center that serves area children with handicapping and disabling conditions and mainstreams them with normal children through day-care options

- providing free classroom space for area literacy and job-training programs
- coordinating business, industry, and local school systems to create curricula appropriate to prepare the workforce for existing industry
- designing and presenting a local government series with local government officials and area chambers of commerce
- sponsoring annual conferences with local businesses and industries about African Americans as managers
- providing representatives to various advisory committees formed to address issues of drugs, gifted education, teen pregnancy, health care, and economic development

Although Paul D. Camp prides itself on its involvement with community, in the past that involvement was typically reactive rather than proactive.

A New President, ACCLAIM, and Community-Based Programming

When Friga arrived in the spring of 1992 as Paul D. Camp's fifth president, he brought a new perspective and an unusual commitment to community. When he heard about the ACCLAIM model through a presentation to VCCS presidents, he recognized its affinity with his basic philosophy. As he assessed and considered what was needed most at the college, he recognized how community-based programming could benefit its established programs. His vision for the college included establishing partnerships with the communities served, and he realized that ACCLAIM could enhance that objective.

At the invitation of the VCCS chancellor, Friga and the director of community and continuing education enrolled in a regional ACCLAIM training workshop. They invited two members of the community to accompany them: an African American minister from Franklin and a white female hospital administrator from Suffolk. They learned that the ACCLAIM model transforms the way a college addresses community service. It entails initiating action rather than simply responding to external stimuli.

All four workshop participants came away with a feeling of excitement about the possibilities that the ACCLAIM model offered. It demonstrated ways that community colleges could make a difference in the quality of life

for the communities they serve by playing a more direct and aggressive, or "catalyst," role.

Institutionalization: Processual Tasks 1, 2, and 3

Institutionalization of the community-based programming process in the college itself came slowly. The community's need for leadership in organizing the residents of Franklin to resolve issues was more urgent and immediate than would be addressed by the small college's limited personnel. Therefore, community leaders in Franklin took on many of the tasks that college personnel might have filled at other ACCLAIM pilot institutions.

Processual Task 1: Defining Community-Based Programming

The community college develops and adopts a definition of community-based programming that encompasses those basic principles and concepts required to fulfill its mission as a community-based institution.

In February 1993 a minister who had attended the ACCLAIM workshop made a presentation to the college's local board suggesting that community-based programming be adopted as a part of the college's mission. The board discussed and agreed to expand the college's leadership role and reposition the college for greater emphasis on community-based programming.

Friga informed the board that further study of the ACCLAIM model and its appropriateness for the service region would be forthcoming and that any recommendations to expand community-based programming would be presented later.

Although the college, through the actions of the president and the director of community and continuing education, was the catalyst in bringing community-based programming to Franklin, it was not the community college, as a whole, that defined community-based programming. Community-based programming is compatible with and supported by the mission of Paul D. Camp Community College in its entirety and specifically through Goal 7, which states that the college will "become an active partner in the development, growth, and renewal of the communities we serve."

Processual Task 3: Repositioning and Reorganizing for Community-Based Programming

The community college examines and, if needed, reinterprets or modifies its mission, philosophy, goals, organizational structure, and mode of operation to emphasize community-based programming as one of its major programmatic efforts.

When the new president began his responsibilities, he set as a priority becoming deeply involved in the community and its activities. Friga became actively engaged in the civic affairs and organizations of Franklin and the greater service area. Even though the college did not participate in expanding its members' knowledge of the external environment, community involvement increased the college leadership's understanding of the forces shaping the college and that environment. At the same time, it was the president's responsibility to provide the new information to the college leadership for its planning processes. When community-based programming was introduced, the president needed to reexamine the environment from a new perspective in order to envision a potential role for the college.

Several months after introducing the concept of community-based programming to the college's board, the president engaged in a series of discussions with fellow Rotary Club members about the many challenges facing the Franklin community. Among the club's members are some of the most influential leaders in Franklin. Through these discussions, the president became knowledgeable of the issue that would eventually emerge as the priority to be addressed through community-based programming.

The discussions that followed in meetings of the Rotary Club and other community organizations centered on Franklin. However, the issues identified were quite similar to those faced nationwide: literacy, crime, law enforcement, drugs, and associated topics. A sense of awareness and urgency surfaced. For the first time, leaders and people of influence began talking openly about the issues that were diminishing the quality of life for Franklin, and about possible solutions.

The president shared information on the ACCLAIM model with the leaders of the Rotary Club. Affirming the college's commitment to community-based programming and problem solving, he offered the model for

consideration as a vehicle for community action. His offer was met with enthusiasm by the Rotarian leadership.

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At the same time that the board endorsed community-based programming, the college reorganized from a single-campus to a two-campus operation with a new Suffolk campus. The position of director of community and continuing education was reclassified as director of institutional advancement, creating a different set of duties including the formation and strengthening of community partnerships. The president and the director of institutional advancement assumed specific duties and responsibilities that highlighted community-based programming as one of the college's major programmatic thrusts.

In developing the college's strategic plan, the college's leadership identified community-based programming as one of the elements of the college's mission to be accomplished. The six-year plan was next translated into annual plans to outline proactive ways to achieve the goals and objectives of community-based programming.

Paul D. Camp Community College moved into community-based programming in several ways that differed from the process described at the ACCLAIM workshop. Structural and organizational changes to support community-based programming were gradual. Nevertheless, changes in the ways that the community (or at least some of the community's leadership) organized for supporting community-based programming came rapidly. For example, instead of a cadre of community college faculty and staff members supporting community-based programming, an ever-growing group of concerned residents provided this support.

Although the president involved a number of community college faculty and staff members and several community leaders in an ACCLAIM institute that provided training on implementing community-based program-

ming, the primary actors in the early stages of community-based programming in Franklin were the community leaders. A loosely organized group of community leaders interested in implementing community-based programming to improve quality of life developed. This body became known as the ACCLAIM group. In trying to define the ACCLAIM group, Friga emphasized the following three words: community, action, and network.

The group felt that it needed to articulate the characteristics and purposes that differentiated it from other community and service groups. Several distinguishing features were noted: a greater mixture of people versus a small core; a feeling of inclusion versus exclusion; voluntary rather than mandatory participation; a commitment to learning from each other and sharing ideas; a nonprescriptive approach to solution seeking at the grassroots level; and a composition of volunteers representing a cross-section of the community addressing multiple issues affecting the community.

The need for long-term commitment by its members was emphasized, so the group decided to meet monthly. Part-time secretarial help was also recommended to record detailed minutes for record-keeping as well as to provide current information to any member who could not attend a particular meeting.

As it became more organized, the ACCLAIM group decided to adopt its own name, something that would have meaning for the community at large. With thoughtful deliberation they chose Franklin CAN (Community Action Network), developed a logo, and adopted an organizational structure.

The group then launched a publicity campaign that included creation of a brochure and poster for communitywide dissemination. The campaign also included a large advertisement in the local newspaper that listed the membership and invited new members. A feature article was published through a statewide newspaper, and a speaker's informational presentation was prepared. Union Camp's chief executive officer gave the presentation to the Franklin Rotary Club. As a result of the presentation, several more Rotarians joined the group.

Also during that period, the local United Way allocated $10,000 to Franklin CAN, to be delivered in two installments. Representatives from Franklin CAN and Paul D. Camp Community College then joined with representatives from Blue Ridge Community College for two two-day ACCLAIM institutes in Richmond.

The publicity campaign portrayed the creation of a large group of "card-carrying" members who were committed to at least one year's participation and service through various membership options, such as attending general meetings, serving as a resource person or coalition member, or serving on the environmental scanning committee or steering committee. After the publicity campaign and call for new members, Franklin CAN began meeting monthly at the headquarters of the local paper industry to discuss the progress. In contrast to the process described in other ACCLAIM case studies, the Franklin CAN group served many of the support functions that the pilot colleges and their management teams would normally carry out. However, the primary leadership for Franklin CAN was provided by Paul D. Camp's president.

Lessons Learned

- If institutionalization of community-based programming were complete, ideally, almost everyone at the college would be imbued with its spirit. However, this is not the case for Paul D. Camp as of this writing. This situation can be viewed either as a failure of the college or as a deviation from the ACCLAIM model.

  The college has traditionally seen itself primarily in an instructional role. However, through the college's work with ACCLAIM, the president's office and the institutional advancement office are charged with community-based programming and developing relationships that connect the college with the community. As a result, from the community's perspective, the college's involvement in community-based programming is a significant role.

  The perspective from inside the college is quite different. Although several members of the college's faculty and staff have been involved in one way or another with the ACCLAIM model since the president made it a college priority, many more have no knowledge of the model or its purpose and no idea of the college's commitment to it.

  The president recognizes the need to lead the college in accomplishing the following tasks internally: communicating and providing regular updates to the college at large, as well as to the college board; placing a board-approved definition for community-based programming in the college catalog; engaging more college personnel in com-

munity-based programming through internal training and participation in associated activities; assigning a team to oversee the community-based programming process; and including the process in the budget cycle.

The forthcoming realization of independent status as a 501(c)(3) organization for Franklin CAN will help institutionalize community-based programming with the community.

- The president's leadership is pivotal to successful adoption of community-based programming by the college and community leaders. Friga's major success was involving key community leaders from the beginning.
- Whether institutionalization occurs collegewide or communitywide, building participatory consensus creates a contagious energy and enthusiasm. However, as new people are added to the community-based programming efforts, there is a continual need to renew the consensus and, in some ways, the college has to return to an earlier stage in the process. As new community leaders and, later, as new college leaders were introduced to the community-based programming process, the college found that it was difficult to "start over" after so much had been implemented.

Environmental Scanning: Processual Tasks 4, 5, and 6

Community colleges must have a process for identifying the community issues that will be addressed. For Paul D. Camp Community College and the Franklin community, this process was led by the president and the director for institutional advancement, but the environmental scanning committee belonged to designated community leaders rather than to the college. Community-based programming calls for those affected by issues to take responsibility for resolving them. The decisions and actions to be taken were in the hands of the ad hoc community leader group, which defined the role of environmental scanning. The college played a role as leader and catalyst in bringing people and agencies together.

Once the environmental scanning was completed, the president had to make a decision, with the authorization of the college board, as to whether

or not the college could commit any of its limited resources to community resolution of the issue selected.

Processual Task 4: Selecting and Organizing the Committee

The community college's president establishes and employs an appropriate mechanism for scanning the college's external environment for the purposes of identifying and ranking, in order of importance, issues that are of critical concern to the community and its people.

After the core group of community leaders expressed an interest in ACCLAIM, the president arranged a dinner meeting with ACCLAIM representatives Edgar J. Boone and George B. Vaughan. The meeting was held on June 16, 1994, at a local restaurant with a cross-section of opinion leaders who had been identified by the president, with help from his fellow Rotarians and influential silent partners. The community participants and ACCLAIM representatives acknowledged the great potential for a partnership including the university, the community college, and the community.

Accordingly, Paul D. Camp was granted status as a pilot college. It received funding from VCCS and training and consultation from ACCLAIM. The president then suggested that the group expand its membership to form an environmental scanning committee. As already noted, this group was viewed by the college and Franklin as belonging to the community rather than functioning entirely in an advisory capacity to the president.

Friga met and conferred with essential leaders who were engaged in initial conversations regarding the quality-of-life concerns for Franklin. He created an environmental scanning committee composed of a cross-section of residents committed to community welfare. Three criteria were used in nominating people: relevant knowledge, potential influence, and willingness to serve. The college board was not involved in this process, but the president played a key role. He and prominent residents made personal contacts to solicit the involvement of the nominees. The president also offered the college as a resource to support the committee and provide a place to meet.

A sizable number accepted the invitation: two ministers, two city council members, the superintendent for Franklin Public Schools, a retired dentist and leader of the Residents for Better Government associ-

ation, the CEO of a large paper corporation, the director of recreation for the city of Franklin, the director of the Franklin-Southampton Area Chamber of Commerce, the administrator for the local hospital, a family physician, an attorney, a retired educator, and others. The membership also represented the diversity of the community in terms of gender, ethnicity, and place of residence. The creation of a broad-based committee was a significant point of departure for the initial group of influential residents. The environmental scanning committee evolved from a small, homogenous group to one with more extensive and diverse community involvement.

Processual Task 5: Engaging the Committee in Scanning

The environmental scanning committee conducts a study of the community under the leadership of the community president.

The environmental scanning committee's first step was simply to participate in a dialogue, both to enable members to become better acquainted and to begin to identify the most critical issues facing Franklin. As a result of many discussions led by the president, four broad areas of general community concern were identified: education, family life, economics, and public safety.

The second step was to form four subcommittees of five members each to address the four areas of concern. During the summer, each subcommittee identified the issues related to its subject of inquiry, gathering quantitative and qualitative data. By summer's end each subcommittee had ranked its issues and brought them forward at a meeting of the entire group. At that meeting, an ACCLAIM staff member conducted an issue-ranking process. Ultimately, a paramount, two-pronged issue emerged: The sale and use of illegal drugs was resulting in concern for public safety and the loss of human potential.

Processual Task 6: Confirming the Issues

The community college's president seeks further confirmation and legitimation of the ranked issues from the college's governing board and from community leaders.

Most of the confirmation and legitimation of the issue emerged from members of the Franklin CAN group, who represented the various power elements in the community. The president also met periodically with a representative of the local foundation that had been started by the owners of the paper mill and was a major influence on the city. Additional reinforcement materialized through various articles in the newspaper about the issue.

Lessons Learned

- The environmental scanning group learned by doing. The president arranged for the committee members to participate in ACCLAIM workshops conducted in Richmond and in Franklin at Union Camp Corporation. Based upon the information received through the environmental scanning process and the impetus for community action already in place, people in this scanning group decided not to organize as formally as the model suggests but to focus on less structured action. Capitalizing on the synergy created by coming together for a common cause, they endorsed an adaptation of the ACCLAIM model in order to move forward.

  By departing from the usual steps of the community-based programming process, the members of the Franklin community who came together determined their own direction rather than forming specific groups according to the tasks described by the ACCLAIM model. Although this adaptation could be seen as a weak link in the organizational structure, others might view it as a positive step toward building strong relationships within the community. For either direction chosen, the desired result would be the same: ownership taken by community members for addressing their own community's problems. The president learned that data does not take precedence over intuitive responses from influential people.
- Although this community group chose to go its own way, it clearly designated that the continuing leadership and facilitation role would be filled by the president. No one suggested or accepted the idea that another member of the group should assume this responsibility.

  Initially, the president had hoped that a community leader would emerge to take charge of the group, with the college providing sustaining support. That never happened. Instead, the committee looked direct-

ly to and counted on the president. No doubt, to have the college and its president confirmed by the community as the best source of leadership in addressing community issues is advantageous for the college.

- The diversity of individuals who participated in the environmental scanning process, from committee members to interviewees, allowed for a multitude of perspectives to be heard. The success of Franklin CAN in expanding its membership beyond the traditional community leaders and decision makers was instrumental to identifying the paramount issue.
- An obvious advantage of the ACCLAIM community-based programming model is its flexibility, as demonstrated by Franklin CAN's unique approach.

Studying, Analyzing, and Mapping the Service Area Publics and Forming the Coalition: Processual Tasks 7, 8, 9, and 10

The president and the director of institutional advancement provided leadership critical to Franklin CAN in identifying the target public and stakeholders (Processual Task 7). This task was one of the greatest challenges for Franklin CAN and was one of the most important in terms of involving the appropriate people.

After candid conversations, the issue was redefined as "safe neighborhoods" and "youth concerns," a focus with which the group felt comfortable. Tackling the issue of illegal drugs publicly could have negative implications. People felt safer addressing the same concerns under a different umbrella. The stakeholders for the bottom-line issue include drug dealers and other undesirables who profit from drug sales—in addition to people "on both sides of town" who buy drugs.

Processual Task 7: Study, Analysis, and Mapping

The community college studies, analyzes, and maps the public in its service area that is affected by the issue selected for resolution.

During the fall of 1994, several members of Franklin CAN began to meet, study, analyze, and map the publics affected by the dual issue of pub-

lic safety and loss of human potential as related to the sale and use of illegal drugs. Interest waxed and waned, and at one meeting only two people, including Friga, were in attendance.

The members realized then they had never properly analyzed the issue. Moreover, they had neither identified the aggregate of people affected by the issue nor those who would have a stake in the issue or in the target public's well-being. The members also had not identified where the sale and use of illegal drugs was most prevalent nor how people in those areas were organized to deal with the drug trade and other issues.

Through discussions at ACCLAIM institutes and in their meetings, Franklin CAN members decided that two target publics existed: Franklin residents who did not feel safe in their own community and youth at risk of having their lives damaged by drug use. Because of the issue's dual nature, Franklin CAN decided to form two coalitions but keep them connected through Franklin CAN. Several members from Franklin CAN were assigned to each aspect of the issue for the purpose of studying, analyzing, and mapping the target publics, identifying leaders, and forming the coalitions.

Franklin CAN members decided that the most effective way to define the target public would be by social groupings according to neighborhoods. They recognized that they could not immediately bring all of the neighborhoods together to form a citywide coalition. Therefore, they decided to pilot their efforts in a single neighborhood, glean some success there, and then expand to the entire city. The South Street area was targeted since it is recognized as the neighborhood most at risk. Anyone familiar with it will confirm that it is an area in which overt drug sales are rampant, posing a legitimate threat to community safety and well-being.

To foster a better understanding among people, the steering committee of Franklin CAN moved the group's general meetings to the South Street area. The focus of those meetings moved from scanning the environment to studying who was affected by the issue and how they were affected. This study and analysis was assisted by a resource team, and the steering committee served as a community-based programming management team. At these meetings, residents confirmed that drugs were having a negative impact on the neighborhood and their quality of life.

The meetings held in the affected neighborhood helped keep the action alive. They also positioned the college so that it was perceived as playing

an important role in solving community problems and working toward a more positive future. The college was seen as "doing the right thing" in addressing issues central to people's needs.

The identification of stakeholders was also discussed during this period. Stakeholders included people who were directly involved in the South Street neighborhoods, as well as city officials who would need to be involved. Neighborhood stakeholders included churches, businesses, and civic organizations. Some citywide stakeholders already involved with Franklin CAN included officials from law enforcement agencies, city government, public schools, and major employers.

Franklin CAN members also decided to form a focus group of teens from a variety of backgrounds and areas across the city to gain a better understanding of the at-risk youth population, its culture, and the perspective of the young people regarding the issue. The president led Franklin CAN in establishing a focus group session for representative high-school youth. The session was led by a professional facilitator, secured with Franklin CAN funds.

The eventual outcome of this focus group was the formation of the Youth Network. The results of the focus group's discussions revealed that the young people were disappointed with most of the adults in their lives because the adults had not made provisions for spending quality time with them. They also expressed several other concerns, including peer pressure to use drugs and engage in sexual activity, lack of job opportunities, parents and teachers who never praise but rather gossip and complain, and the media focus in presenting negative instead of positive stories about youth.

Several Franklin CAN members volunteered to create a draft for a Youth Network Action Plan. It was suggested that the youth be invited to a meeting whose agenda would include strategies for addressing their need for good news, ways to encourage adults to become more involved in the youth's lives, and immediate mid-range and long-term goals and action strategies.

Processual Task 8: Identifying the Leaders

The community college selects and uses effective processes and techniques for identifying both the formal and the informal leaders within the target public and stakeholder groups.

Two active members from Franklin CAN teamed up to facilitate the formation of the coalition addressing public safety; one was an African American City Council member, and one was a white paper worker who was formerly a union leader and a substance abuser. Franklin CAN made media announcements regarding the group's formation. The facilitators and the president made personal contacts with people in Franklin and specifically the South Street area to identify and involve leaders who were interested in both aspects of the issue (public safety and at-risk youth) as it pertained to South Street. Bringing on board a garage owner, upholstery shop manager, city worker, and recovering alcoholic from South Street helped map out the problem areas. Successful strategies included talking to those involved and gaining a better understanding of how people were organized around the issue; exploring and learning to understand Franklin subgroupings such as neighborhoods, interrelationships, and agencies; and meeting in South Street with those directly affected to begin an action versus "talk only" focus. The South Street and citywide leaders included ministers, business owners, community workers, educators, youth program leaders, and others.

Several months after the Franklin CAN group identified target public and stakeholder leaders for the South Street public safety issue, members of the emerging Franklin Youth Network discussed the direction to take next. At this point, the group consisted mainly of targeted youth. The president agreed to develop a list of people and groups working with youth aged 12 to 18. At the time of this writing, the list is being developed. When it has been completed, a representative from each group will be invited to attend meetings of the Youth Network. The goal will be to encourage these representatives to join forces in beginning new projects in order to avoid duplication of effort.

Processual Task 9: Gaining Consensus on the Issue

The community college initiates dialogue with leaders of the target public and stakeholders to encourage and assist these leaders in attaining consensus on the importance of the issue and in forming a coalition to address the issue.

Even though some of the identified leaders were already members of Franklin CAN and were committed to resolving the issue, others were not and it could not be assumed that they were committed to resolution through a coalition effort.

The African American facilitator was particularly instrumental in developing relationships with the people and leaders of the South Street area. While the president and director of institutional advancement worked to involve leaders of citywide stakeholder groups not yet involved with Franklin CAN—for example, the area Boy Scout executive—the facilitator used his contacts and network in the neighborhood to gain a commitment to collaborative action.

During the first meeting of the South Street community leaders and stakeholders, held in the college's library, the facilitators who worked to form the public safety coalition initiated a pattern for working with future groups and coalitions. More than 30 people attended.

At that meeting the president gave a brief overview of Franklin CAN's purpose and areas of focus, emphasizing the critical time element in taking action. He also conveyed that Franklin CAN would not relent until something was done to improve the community. He suggested that the next step would be to bring everyone together to focus the effort.

The co-facilitators then led the group in a brainstorming exercise that addressed three questions: What things describe an "ideal" community? What is the reality of *your* community? and What actions would lead to community improvement? The purpose was to glean the perceptions of those present and develop the consensus needed, rather than impose the opinions of outsiders.

The meeting was a positive and defining event in which residents from opposite sides of town sat down together to discuss their concerns. It was eye-opening; many of these residents had never had such an opportunity to listen to other perspectives and share their own. The group agreed to meet again the following week. The momentum continued, resulting in a consensus to take action to resolve the issue, beginning with community meetings to be held in the South Street area. A site for the first such meeting was selected: Suburban Gardens, a subsidized housing development. A community meeting committee was appointed to report back to the next general Franklin CAN meeting the following week. Before adjourning, the president described how volun-

teers had signed up as resource people with Franklin CAN and were committed to doing whatever they could to support the coalition.

At the third meeting, with input from the community meeting committee planning the formation of the South Street coalition, the focus of the community-based programming coalition was aimed toward a "community" versus "African American" issue. This decision was important to the coalition members who would pilot these efforts because they were making plans for the neighborhood meeting, and because later this pilot effort was to be expanded citywide. The original plan for the community meeting was not realized. Instead, the Sportsman Club building, located on South Street, was chosen as the site at which to establish the coalition, which would operate as the South Street Neighborhood Network.

Efforts were made to increase attendance through fliers and by letters of invitation to area pastors, since the involvement of churches was noted as being critical to success. The topic was announced as "safe neighborhoods and children," a theme that was expected to be more inviting than "drugs."

> ***Processual Task 10: Issue Analysis***
> *The community college engages the coalition in further studying and analyzing the issue, refining the definition of the issue, and deciding upon the strategies to be pursued in resolving it.*

Approximately 40 people attended the first neighborhood meeting. The president opened with a brief review of the development and direction of Franklin CAN and discussed the coalition's focus on safe communities and a positive environment for youth. He then turned the meeting over to the co-facilitators, who conducted the brainstorming exercise on the ideal versus actual communities modeled at previous meetings.

This session generated the five following suggestions, or goals, with which most people present were in agreement:

- Each person should take responsibility for doing whatever he or she can to resolve the issue.
- All of the 12 neighborhood churches should be involved.
- Residents of this area should become more involved politically through boards and councils.

- A neighborhood watch should be developed.
- New lighting should be installed throughout the South Street area.

Some of these goals represented specific actions that could be translated into a plan of action, whereas others were meant to motivate individuals and organizations to become involved in whichever way they found appropriate. These goals also represented a set of subissues and general strategies that could be used to move toward resolution.

At the second meeting a program about setting up neighborhood watches was presented to the coalition. Two police officers addressed the concerns of the South Street community and gave advice on working together to prevent crime.

Lessons Learned

Several lessons were learned in mapping and interfacing with the target public and stakeholders:

- It is difficult to keep stakeholders focused on the sustained effort needed to bring about meaningful change.
- Although its initial efforts were concentrated on one neighborhood, it was important for Franklin CAN to not attach the macro issue to one specific race or community. Continual effort and attention had to be focused on remembering that the community addressed in the subissue was representative of a larger issue, in order to prevent further fragmentation of the greater Franklin community.
- Members of the target public generally lacked the leadership ability or willingness to step out in front and take charge of the collaborative resolution of the issue. An important aspect of community-based programming is the leadership development of the target public. Only when the members of the target public gain the appropriate leadership skills will they be able to participate fully in the decisions made about their community.

Designing and Implementing a Plan of Action: Processual Tasks 11 and 12

In the early phases of the project, the plans of action were informal and often undocumented, other than recorded in the minutes of meetings. The

president and director for institutional advancement saw that Franklin CAN needed to develop a more formal plan that could be easily implemented, monitored, and adjusted as the situation required.

Processual Task 11: Designing the Plan

The community college provides leadership for the coalition in translating its decisions into a unified plan of action.

At this point, the South Street coalition did not commit a formal plan of action to writing. Instead, the coalition made decisions about specific actions—not general strategies—that would move it toward its goals. Because of this informal approach, it is not possible to say exactly when a plan of action was developed and when implementation occurred. Nonetheless, the coalition identified and implemented a few steps that were needed and then proceeded to make more decisions. The following discussion of Processual Tasks 11 and 12 is based on whether the majority of actions taken by the coalition were information gathering or were more related to implementing actual changes that would facilitate achievement of goals.

The coalition's next decision was to organize a neighborhood watch program. Six streets were targeted, and several people volunteered to go door-to-door, make phone calls, and visit churches to seek support.

The issue of lighting was re-addressed. A member of Franklin CAN's resource group offered assistance and support, resulting in plans to identify specific areas that needed lighting and to request that the city install those lights. The list of streets to be covered was expanded to 11; those present also agreed to get a petition signed by South Street residents in areas in need of additional lighting. A door-to-door campaign was suggested to recruit participation in a neighborhood watch. In addition, a letter to pastors was proposed and the college was asked to prepare fliers for the lighting campaign.

Two weeks later, 24 people attended a neighborhood watch meeting at the Sportsman Club. With help from the police department and with input from the residents of six streets, 15 sites needing lighting were identified. A total of 115 people signed a petition confirming this need. During the door-to-door campaigns before the meeting, a need was identified for no-parking signs and yellow paint on no-parking curbs.

The Franklin CAN Resource Committee's chair noted in a report the need to prioritize the lighting list, because the city had only $8,000 in its budget for this purpose and the installation of one light, including the pole, would cost $800. A South Street resident noted that several of the sites already had poles in place, however.

An open dialogue also revealed other concerns, including trash and beer cans on the streets, partying and vandalism in the cemetery, and gangs coming in from other areas.

Five specific objectives were established for addressing public safety in the South Street neighborhood: Provide adequate lighting, establish active neighborhood watches, increase police coverage, enforce open container laws, and establish no-parking zones. The strategies developed to meet these goals included educating the target public in the information and skills that they might need.

At the time of this writing, Franklin CAN is developing more detailed plans of action that reflect these goals. An example of how a plan of action could be developed using the ACCLAIM format for one of the South Street Neighborhood Network's objectives is provided in Appendix 6A *(page 229)*.

Processual Task 12: Implementing and Monitoring the Plan of Action

The community college aids the coalition in implementing the plan of action by providing consultation, technical assistance, and opportunities for coalition leaders and other community leaders to report on progress made, discuss obstacles encountered, and explore the use of alternative strategies not included in the initial plan of action.

A neighborhood watch training session was planned for the next coalition meeting. Two Franklin policemen conducted this meeting and reminded those present that to be successful the program must have consistent participation and leadership. The group decided initially to form neighborhood watches at two locations.

Although only nine people attended the next meeting, three of the attendees were from "the other end" of the South Street area, a predominately white neighborhood. They brought a petition signed by 15 homeowners

who were also asking about improved lighting and attention to vandalism. They had learned about Franklin CAN and the South Street Neighborhood Network through a newspaper article. A decision was made to schedule the following meeting of the South Street Neighborhood Network after information pertaining to the progress of current activities became available.

After a series of reorganizational activities by the college and Franklin CAN, and upon the recommendation of ACCLAIM representatives, the president began giving leadership to the development of more formal plans of action for each coalition and reorganizing Franklin CAN into a more formal structure. ACCLAIM also made arrangements for college and Franklin CAN representatives to visit James Sprunt Community College (JSCC). At this visit, each college shared information regarding the ways they had approached community-based programming. Paul D. Camp's director of institutional advancement and two Franklin CAN community members accompanied the president to JSCC.

By the next general Franklin CAN meeting, work was already under way to assist the South Street and youth coalitions in producing action plans and developing an overall strategic plan with specific goals. Each coalition gave a progress report at the next month's meeting. After that meeting, efforts lagged and the subsequent monthly meeting of Franklin CAN was canceled.

The next meeting, held two months later, featured more progress reports about the South Street coalition and the youth coalition, which had just begun its work. In response to the problems identified through the South Street Neighborhood Network meeting, Franklin CAN hired two part-time employees: a block watch coordinator with more than five years of experience in implementing neighborhood watches and various other activities to promote a safe community, and a part-time secretary. Both positions, funded by Franklin CAN, reported to the director of institutional advancement at the college.

Throughout the development of Franklin CAN, opportunities have been made available at each meeting to provide updates on progress and to reevaluate each activity. This monitoring process revealed the need for greater involvement by local churches. With support from Franklin CAN and the college, the South Street Neighborhood Network sent letters to area pastors asking for church participation. At a meeting held at the First Baptist Church, five pastors met with the network's co-facilitators, the

neighborhood watch specialist, and two members of the Franklin CAN steering committee. The purpose was to garner support for organizing neighborhood watches. Each pastor agreed to appoint at least two church members as representatives to attend each network meeting. It was suggested that all future meetings be held at the college for reasons of neutrality and security.

The next meeting was held in December in the college library. An overview the network's citing was given. Equally important, the block watch coordinator gave information about how the block watch program works. Also, a police officer discussed anonymity for callers who report a crime. Representatives of several churches were present, affirming the support of their pastors.

A snowstorm precluded a large attendance for the next winter meeting. Nonetheless, those present discussed ways to promote the South Street Neighborhood Network efforts. The following recommendations were made:

- Make people aware of the network through fliers distributed at churches.
- Train homebound elderly persons to assist with neighborhood watches.
- Host a bike-engraving program.
- Consider hiring off-duty police officers to help patrol areas of greatest crime concern.
- Obtain more publicity.

Another meeting was scheduled for the next month; however, the meeting was canceled because of a major snowstorm. Nevertheless, the block watch coordinator later hosted a bike identification event and a free bike safety inspection.

Lessons Learned

By participating in and observing the processes of establishing the coalition and designing and implementing its plan of action, the president came to this conclusion: "It seems more effective to go after small victories in the right area than to wait for the big idea that would resolve the entire issue. The big idea may come, but achieve the small victories in the meantime."

Evaluation and Accountability in Community-Based Programming: Processual Tasks 13, 14, and 15

As a coalition becomes engaged in designing and implementing its plan of action, the focus should be on achieving the outcomes envisioned for resolution of the issue. Although the final outcomes of the Franklin community's issue have not been achieved, the coalition members have shared with each other and the news media the progress achieved.

With the focus on progress, it is necessary to assess continually the organization and functions of the coalition itself and make adjustments to the plans of action. Reorganization of the South Street neighborhood coalition is ongoing, including plans to expand to other neighborhoods. Also, the Franklin CAN group is reorganizing to support a citywide public safety coalition and other coalitions that may be formed around issues identified by the environmental scanning committee.

Processual Task 13: Assessing Outcomes

The community college provides leadership for the coalition in assessing the outcomes achieved toward resolving the issue and in determining the cost-effectiveness of the plan of action.

Franklin CAN, with the college's leadership, sets an expectation for members to report on the progress of the coalition in order to assist them in the attainment of their goals. These reports also include assessments of outcomes that have been achieved toward resolution of the issue. Although these are not final outcomes, they do represent the achievement of objectives, sometimes stated in a plan of action and sometimes reported in the minutes of meetings, as well as specific movement toward attainment of a safe community.

To date, problems of public safety, lighting, and parking in certain areas have been addressed. The city of Franklin approved 24-hour no-parking zones in all but two of the requested areas, where parking will be prohibited during specified hours that are yet to be determined. A newspaper story will report the painting of the no-parking zones when the work begins.

The block watch coordinator has made progress in increasing attendance at neighborhood watch information and organizational meetings, drawing attention to the need for visible street numbers on houses, and publishing crime prevention tips in the newspaper. She has also walked the streets with both a Franklin CAN volunteer and with resident volunteers. Their efforts resulted in the establishment of 16 block watches, the scheduling of self-defense classes, the installation of neighborhood watch signs, the placement of numbers on houses, and the clearing of trees and bushes blocking front entrances to help police and fire officials on emergency calls.

In the matter of street lighting, it was reported that security lamps, which operate from dusk to dawn, could be installed at a cost of approximately $10 per month each. The suggestion was made that if neighbors could share the cost, the financial burden would become manageable.

Work on the other aspect of the issue has not progressed as far as the South Street coalition's work, but some movement has occurred toward achieving the intended outcomes, which currently are being incorporated into a plan of action. The movement includes the following accomplishments: Youth concerns have been identified, positive newspaper articles have been written by Franklin High School youth, and a youth network is being established.

Although formal meetings have not taken place, the work and issues previously identified are still being addressed. For example, working with the city's new director of parks and recreation, real attempts are being made to establish a skateboard park. In tandem, various other activities for youth are being considered, such as summer swimming activities. In fact, a citywide Youth Day is being planned with cooperation from the Department of Recreation, the Police Department, and Franklin CAN. At the same time, the block watch coordinator has involved youth in public safety activities, including bike engraving, self-defense courses, and a "cops-versus-kids" ball game.

To date, the Franklin CAN and coalition efforts are not far enough along to assess any final outcomes. The groups are still in the process of working toward realizing these visions. Nonetheless, people are working together so that the residents of Franklin will feel safe in their neighborhoods and homes and so that youth will not be at as great a risk from drug use and similar dangers.

Processual Task 14: Reporting on Progress

The community college arranges for and helps coalition leaders to report to their respective constituencies, agencies, organizations, and other stakeholders on the progress made toward resolving the issue.

Newspaper articles and letters to the editor have been published to keep everyone informed of Franklin CAN and its accomplishments. Since a coalition exists at present in only one neighborhood, the meetings of that coalition include reports to the target public in that neighborhood. Franklin CAN's membership includes many of the agencies that represent the stakeholders in this issue, both in the South Street neighborhood and citywide. Hence, reports to this group also constitute reports to stakeholder organizations. As the coalition progresses and reaches out to other neighborhoods, this reporting process may need to become more formalized to maintain its accountability to the many target publics and stakeholders who will be involved.

Paul D. Camp's president, on the other hand, has made reports to the local board. As the college's involvement and leadership in community-based programming has grown and public support for that involvement has increased, so has the board's support. The board now sees the college as having a role not only in the educational community but also in the civic community. This change has also resulted in developing community support for the construction of a training and conference center on the campus. The public recognizes the potential for community use of the center because of the college's community-based position.

Processual Task 15: Renewing the Coalition and Franklin CAN

The coalition uses the results of the plan of action and lessons learned through its implementation to develop and implement new strategies for continued efforts toward resolving the issue.

Franklin CAN is organized in such a way that reorganization of a coalition is directly tied to Franklin CAN's support. When Franklin CAN was formed, people were invited to sign up for a one-year term of membership. A steering committee was established for that first year. It was planned that

at the end of the year the actions and results of Franklin CAN and the coalitions would be evaluated to determine what direction to take the following year. Franklin CAN has now been through two of these evaluations. The monitoring of the coalitions' actions and the progress reported and discussed earlier in this case study formed the basis for the changes recommended and implemented for 1996 and those to be implemented during 1997.

The greatest need identified and the greatest challenge in applying the ACCLAIM model to Franklin is the identification and involvement of neighborhood leadership. The block watch coordinator has verified that she could become significantly more effective if African American leadership were identified and used to help her make positive contacts in the African American neighborhoods. In her opinion and that of others, the residents of the South Street neighborhood, most of whom are African American, would be more receptive to approaches by someone from their own neighborhood whom they know and trust, rather than by two white volunteers whom they have never met.

At the March board meeting, it was announced that an African American member of the Franklin CAN board who is an employee of the Franklin Department of Recreation agreed to co-chair with the block watch coordinator, who is white.

Progress in 1996

The president presented to the Franklin CAN membership a list of 14 questions for consideration at the last meeting of 1995. Each question dealt with the future direction of Franklin CAN as it approached completion of its first year.

At the last meeting of 1995, a draft of proposed organizational changes based on responses to these questions was presented by the steering committee for review and comment. That proposal suggested continuing to pursue the group's two main objectives: safe neighborhoods and working with youth. The steering committee also proposed that representatives from various organizations be asked to form a Committee of 100 for the general core group.

This new general core group would include representatives from churches, civic and social groups, and service organizations to encourage coordi-

nated efforts. The organizational structure proposed at that time would retain the two coalitions as well as the steering committee. It was also suggested that the larger representative group meet only four times a year. Those present felt that four meetings would not be adequate, and, second, that a group of 100 people would present problems in terms of planning and action. It was decided to discuss the proposal further at the next meeting, which was scheduled for the new year.

Franklin CAN continued to meet frequently, approximately monthly, during the following year and worked to develop a core group of 50 members. The steering committee also met frequently to develop formal organizational plans for the next phase. It drafted a new organizational structure for consideration, a plan that included inviting a number of key people to serve on an environmental scanning committee. At its March 5, 1996, meeting, the steering committee discussed a list of people to be considered for membership on the scanning committee. Members also discussed the steps necessary for Franklin CAN to become an independent nonprofit organization. As a result, Franklin CAN became incorporated as a nonprofit organization during 1996, with plans to apply for 501(c)(3) status. The steering committee became its board of directors and elected an executive committee.

Plan of Action Changes

At the first Franklin CAN meeting of 1996, the agenda included discussions about closing out Franklin CAN 1995, continuation of the safe neighborhood activities and the Youth Network, and the composition and tenure of the steering committee. A committee was appointed to formulate an overall Franklin CAN strategic plan; this plan was to be drafted by the time of the next meeting.

At the same time, several attendees expressed a desire for more training, primarily in the area of writing plans of action. The ACCLAIM representative stated that ACCLAIM could provide the needed training and support.

A New Issue and a New Coalition

Additional strategies for resolving the issues were based on the need to address emerging issues. The steering committee had identified race relations in Franklin and wanted to facilitate a discussion about ways to

improve them. An issues planning meeting held at the college, with 27 people present, resulted in the formation of a subcommittee authorized to set a date and secure a facilitator for a racial harmony retreat to be held as soon as possible. The group included several ministers and the chairs of Franklin Concerned Residents, an African American organization, Residents for Constructive Government, and the local NAACP chapter.

The Racial Harmony Network, a coalition that was formed through the work of this subcommittee, is extremely active at the time of this writing. Since Franklin CAN convened the first group of people in January 1996 to address the issue of racial harmony, significant progress has occurred. The subcommittee of that group planned and implemented a Racial Harmony Retreat in March 1996 that was attended by an equal number of African American and white leaders. Facilitators from the National Coalition Building Institute led the group through exercises designed to enhance an understanding of biases and prejudices.

Most recently, a covered-dish supper was planned and held on November 2, 1996, at the Sportsman Club. Again, leaders and representatives of both African American and white communities came together in this primarily African American, high-crime neighborhood. After dinner and informal conversation at racially mixed tables, people seated at each of the tables received and discussed critical questions concerning the racial issues and quality of life in Franklin. Reactions to this experience were overwhelmingly positive.

The supper was such a success that an action plan was proposed and adopted at the February Racial Harmony Network meeting. Since then, exchanges among churches have been arranged, pairing an African American church with a white church, and African American–white club meeting exchanges have been held. The predominately white Baptist Church in Franklin has arranged a pulpit and choir exchange with the predominately African American First Baptist Church, an event unheard of in the past. Citywide Lenten services, another first, were conducted at the First Baptist Church with members of the white and African American community worshipping together.

As occurred with the Safe Neighborhoods Network, the Racial Harmony Network faces a challenge in bringing more African American leadership into the picture. However, this network has been the most successful in

accomplishing that end. With the Racial Harmony Retreat and the African American–white exchange meetings taking place, this effort is moving in a positive direction.

Evaluating Progress in 1996 and Plans for 1997

The Franklin CAN board of directors gave leadership to evaluating the progress made in 1996 and developed several proposals for action to be implemented during 1997. One of those included determining how Franklin CAN, now an incorporated organization, should be structured. Currently at the head of that structure, serving as president of Franklin CAN and chair of the board of directors, is the college president. The college serves as the corporate headquarters for the organization. The board's functions include environmental scanning, resource procurement, and administration of the Franklin CAN organization. Since this group has kept in touch with what is happening in Franklin, the board decided that it was not necessary to conduct another formal scan to select new issues at this time. The issues currently being addressed remain a priority and, therefore, the three current coalitions will remain as they are.

The board of directors decided that coalitions and any future coalitions would be called *networks* and would function as planning and implementation groups that develop detailed plans of action through the involvement of the target publics and stakeholders. Developing these detailed plans of action is the current emphasis for the three networks as they move into 1997.

As of January 1997 Franklin CAN is alive, active, and in a state of constant metamorphosis. In the weeks ahead its new and continuing directions will be determined and mapped out in plans of action. Its continuation is ensured by its positive influence in transforming the community. Support from and for Paul D. Camp Community College as a leader and catalyst for community-based programming will also continue.

Lessons Learned

- For the most part, the implementation of community-based programming has been positive. Frustrations center on the fact the college is a small institution with few resources and not enough people to support the management of community-based programming.

- Difficulty also arose in trying to match Franklin CAN's activity with the model outlined by ACCLAIM in which the college gives structure to the decision-making process. This problem was due in large part to the fact that the college's community-based programming effort, embodied in Franklin CAN, was initiated from the outside. Other community colleges, for example, form a core group that is often composed initially of college people who later involve others in the community.

  A group of influential community members was committed to and ready to support any efforts for addressing drug-related problems in their community. Their involvement has been and continues to be a key factor in the success of Franklin CAN. They have provided resources of all types, including facilities, and they have been present for most of the gatherings and have publicly endorsed the benefits of Franklin CAN membership. They have influenced participation and assisted in the awarding of United Way dollars.
- Another factor that helps clarify the differences between Paul D. Camp's ACCLAIM activity and that of other community colleges was the choice of drug abuse as the key issue. An issue such as literacy may be easier for people to rally around and may have more easily identifiable target publics and stakeholders. Selecting literacy is also more directly beneficial to the college. Small colleges who by necessity assign many and varied responsibilities to their employees have great difficulty adding community-based programming activities that require more time and attention yet produce only goodwill in the community, especially when there are more pressing internal priorities to be addressed.
- On the other hand, giving leadership to community-based programming efforts in Franklin has won support for the college from the leadership of the community. The college's board is supportive, and the community now views Paul D. Camp Community College as a leader and key decision maker in the future of the community, not just a provider of services.

Accomplishments

As Franklin CAN begins its third year of operation, its members and the community have several achievements to celebrate. With more than 100

members across the Franklin area community, Franklin CAN is composed of individual residents and groups who are united in the belief that, by coordinating the action of those affected by problems with others committed to solutions, the quality of community life can be improved.

Franklin CAN highlights include the following:

- **Coming together.** The greatest accomplishment has been the development of an awareness of the need for people in the community to come together to address critical issues affecting quality of life.
- **Promoting safe neighborhoods.** A South Street Neighborhood Network has been established, a specialist has been hired to organize neighborhood watches, security has been enhanced in high-risk areas through installation of no-parking signs and additional street lights, and an open-container law has been passed.
- **Input from youth.** Youth concerns have been identified; positive newspaper articles have been written by Franklin High School youth; and a Youth Network has been established.
- **Racial harmony promoted.** A Network for Racial Harmony has been established; a Racial Harmony Retreat and dinner have been held to bring people together to foster better communication and build trust.
- **Financial support.** The Virginia Community College System and the Franklin-Southampton Area United Way have provided financial support. Franklin CAN has been asked to assist a broad cross-section of Franklin residents to apply for a $250,000 "Weed and Seed" grant which, if obtained, would provide money for ridding certain neighborhoods of drugs, revitalizing the community, and providing activities for youth. Franklin was one of only a few communities to be invited by the state to apply for the grant.
- **Positive press.** Franklin CAN activities are featured in the news media.
- **Disseminating the model.** The positive press coverage has resulted in requests for assistance from residents in other areas of the service region. The town of Smithfield, for example, has just begun organizing a similar effort for Isle of Wight County with assistance from the college. Likewise, city officials from Suffolk have contacted the president for help in forming a coalition in their jurisdiction.

- **Community support for the college.** The college's local governing board gives its full support to the college's role in community-based programming and defines actions being taken and proposals made by the college as community based, not just campus based. The new mayor of Franklin has become involved in the Racial Harmony Network, views the college's neutrality and leadership as an important part of the resources available, and solicits recommendations from the college's leadership for forming a Racial Harmony task force in his office.

Challenges Ahead

As the next phase approaches, the college will need to internalize community-based programming through broader involvement with its faculty and staff. To date, only a small number of faculty and staff members have received training; a large number remain uninformed.

More leadership needs to emerge from the neighborhood public safety and youth networks. Carrying out the plans of the neighborhood network takes considerable door-to-door work, and there is need for more neighborhood leaders who are willing to do that work. The reactivation of the Youth Network and resulting plan of action must include the emergence of leadership that is willing to give time to this organization.

Operating Franklin CAN as an independent, incorporated organization and instituting a more formal organizational structure, in addition to responding to requests for help from other communities, will require more time and leadership from the college. The funds provided by the VCCS to move into community-based programming have been depleted and no additional funds are forthcoming.

Visions for the Future

Up to this point, Franklin CAN has been made up primarily of individuals interested in resolving issues. It is now trying to become more focused on bringing together groups, such as civic clubs, churches, and businesses, to address issues affecting their members' lives. The president of Paul D. Camp Community College was the invited speaker at a recent town meeting hosted by the mayor of Franklin, His comments included the following message:

One of the very encouraging trends I see in Franklin is people from across the city talking with others from different neighborhoods about challenges that face us all, rich or poor, young or old, African American or white. However, effective dialogue among people with varied backgrounds and perspectives is difficult to achieve. It often seems like a lot of talk and little action. Change is beginning. At a minimum, people who previously would not have had the opportunity to know one another are sharing ideas and aspirations for Franklin, talking about how to make things better.

As we look to the future, I suggest that we focus a good deal of this positive energy on continuing and increasing the trend of bringing people together in the community. Let us imagine a future for Franklin where elected officials and department heads of various agencies meet on a regular basis with representatives from various civic groups, fraternities and sororities, churches, or other volunteer groups to identify ways to resolve community issues. The meetings would not be a matter of citizen advisory groups suggesting to agencies what the agencies ought to do. The meetings would be held to determine ways for volunteer groups to work with paid personnel, each contributing something unique, so their efforts would add up to produce a greater effect than either could have achieved alone.

Appendix 6A: Franklin CAN Plan of Action, Paul D. Camp Community College

Macro Issue: The issue is the need to reestablish safe, healthy, and enjoyable neighborhoods in Franklin City for residents and particularly children and teenagers. While this issue is a citywide concern, the initial plan of action will focus on addressing the issue in the South Street neighborhood.

Goal of the Macro Issue: A community in which the neighborhoods are safe, clean, attractive, and free of substance abuse, manifested in a wholesome and high quality of living.

Subissues Encompassed in the Macro Issue:

1. Inadequate street and house lights are inviting criminal activity.
2. Citizens are not skilled in how to work together to protect their neighbors from criminal activity.
3. Police force coverage is inadequate to protect citizens from criminal activity.
4. People drinking alcohol on public streets are creating an atmosphere of fear among residents.
5. A lack of parking regulation; invites use of the neighborhood as a place for people from outside the neighborhood to gather, drink, and intimidate residents.

Target Public: Residents and business people of the South Street neighborhood.

Subissues/ Needs	Target Publics	Objectives	Learner Activities	Implementation Schedule
5. A lack of parking regulations invites use of the neighborhood as a place for people from outside the neighborhood to gather, drink, and intimidate residents.	Residents and business people of the South Street neighborhood.	5a. Coalition members (neighborhood leaders and residents) will understand the city's process for establishing no-parking zones.	Police Department member will present and discuss with the coalition the procedures for establishing no-parking zones	Presentation will be planned as part of a regular coalition meeting during the next month.
		5b. Coalition representatives will assess specific neighborhood needs for no-parking zones.	Talk to neighborhood residents; accompany police officer on tour of neighborhood; observe parking behaviors; develop report of needs	After the coalition meeting with police representative and prior to the next coalition meeting.

Resources	Responsibility	Expected Outcomes
Representative from police department, meeting place, coalition leaders familiar with neighborhood needs.	Coalition leadership and members.	Coalition members understand the process for establishing no- parking zones.
Coalition representative(s), neighborhood residents, police officer.	Coalition representative or committee and police officer.	Coalition will have interpreted needs for parking restrictions in an appropriate manner to serve as basis for a request to the city.

continued

Subissues/ Needs	Target Publics	Objectives	Learner Activities	Implementation Schedule
		5c. Coalition will propose specific no-parking zones to city officials.	Using what was learned at the last coalition meeting and through the needs assessment, develop proposal for no-parking zones and submit for review, approval, and submission to city by coalition.	Prepare draft proposal before coalition meeting to be held no longer than one month after last meeting. Discuss and adjust proposal at coalition meeting. Prepare and submit final proposal to city officials.
	Residents and city officials.	5d. City officials will understand and respond to the specific needs of South Street for no-parking zones.	City officials will review, discuss, and respond to proposal by South Street coalition.	City Council meeting following last coalition meeting.

Resources	Responsibility	Expected Outcomes
Coalition representative(s), proposal format, and discussion leaders.	Coalition representatives, members, and facilitators.	Coalition members will know procedures for proposing policy to city officials and will have submitted a proposal for no-parking zones.
City Council members, proposal, and designated coalition representatives to discuss proposal with council members.	City Council members and coalition representatives.	City Council members understand needs of South Street neighborhood and respond by approving no-parking zones.

Community-Based Programming in Action: Observations and Lessons Learned

7

Edgar J. Boone, Iris M. Weisman, and John M. Pettitt

The case studies presented in this book demonstrate that the community college can become a vital force for empowering people from all walks of life in its service area. By adopting and implementing the process, the community college can become a catalyst and leader effecting collaboration among the people, their leaders, and other community-based agencies and organizations to identify and resolve critical community issues affecting quality of life. The successes reported by these five community colleges in implementing ACCLAIM's community-based programming process provide convincing evidence that a community college can enhance its status, visibility, and effectiveness as a community leader. The case studies provide a rich knowledge base from which substantive observations and lessons can be drawn that may be useful to other community colleges.

Observation 1: Implementation of the Complete Process

The experiences of the ACCLAIM faculty and the five community colleges confirm that the systematic and full implementation of the community-based programming process and its 15 processual tasks will achieve the outcomes intended for both the community college and the community residents. Some of the five community colleges reported that in their quest to

speed up implementation they initially short-circuited some of the processual tasks. These shortcuts led to a total breakdown of the process. Three of the colleges found that moving directly from identification and selection of an issue to formation of a coalition truncated the process of defining, studying, analyzing, and mapping the target public. Thus each college was limited in its ability to involve that public in confirming, studying, and analyzing the issue and in obtaining the target public's commitment to becoming a part of a coalition. The result was the formation of a powerless coalition composed of college staff members and stakeholders who possessed limited knowledge about the target public, its social organization, and its culture. It soon became apparent to the three colleges that they would need to rethink their procedure and return to the implementation of Processual Tasks 7 through 10. The colleges were then able to form a new coalition that included leaders of the target public.

Lessons Learned

Community colleges must adopt and implement the community-based programming process in its entirety. Although there is flexibility in adapting the process to the individual college's organization, culture, and external context, none of the 15 processual tasks can be bypassed or eliminated. Some may be implemented concurrently, but the integrity of each processual task must be preserved. The implementation of each processual task is essential to resolving the issue, empowering the people involved in its resolution, and establishing a new leadership role for the college within the community.

Observation 2: The Role of the President

The strategic leadership role of the community college president is a common thread that runs through the experiences of the five community colleges. The leadership exhibited by the presidents in adopting, institutionalizing, and implementing community-based programming was cited as the major determinant of each college's success in becoming a community-based institution. Each president expended considerable effort to learn as much as possible about the process and to explore its implementation for his or her college through personal consultation with ACCLAIM's faculty members, participation in the ACCLAIM institutes, and studying printed materials.

The presidents' enthusiastic support, commitment, and continued involvement throughout implementation of the process were critical to the colleges' success. Their visibility continually stressed the importance of community-based programming and the collegewide and communitywide implications of implementing the process.

Lessons Learned

Before any fundamental change can become an integral part of a community college's operations, it must be understood and supported strongly by the president. The president is the key to obtaining the interest and involvement of college administrators, faculty, and governing officials and significant community leaders in debating the merits of a new process such as community-based programming. The president has the primary responsibility for the college's direction, priorities, and activities and has the ear and, one hopes, the support of the governing board. And the president is the only one who can marshal and commit the required resources. Hence, the president's involvement in community-based programming signals to college and community leaders the value that community-based programming can bring to the college and the community.

Observation 3: Institutionalization of Community-Based Programming

The colleges found that institutionalization required that the president involve the governing board, other college administrators, key faculty, and key community leaders in a thorough discussion of the community-based programming process and the college's mission, goals, mode of operation, and organizational culture. They achieved institutionalization through three major tasks: creating a definition of community-based programming that was compatible with the colleges' mission, establishing a management team to facilitate the process, and ensuring that the colleges' staff and community leaders were well trained.

Lessons Learned

Through institutionalization, community-based programming becomes part of the fabric of how the college operates. With its president's leadership, the

college incorporates community-based programming by making changes in its mission, goals, mode of operation, organizational structure, and organizational culture. The objective is for the entire college community to become knowledgeable about, commit to, and sanction the college's involvement in the process.

The management team is critically important since the president's multiple responsibilities do not allow the time or energy to handle the continuing intensive work required to facilitate the college's implementation of community-based programming. The primary role of the management team is to guide and facilitate the overall implementation of the process.

Institutionalization is a matter of attaining a "critical mass" of people who are trained and committed to community-based programming, moving forward with the process, and continuing the training of the rest of the staff. The size and complexity of the community college will affect the time and resources needed to achieve institutionalization. If community-based programming is not institutionalized, it can create division, distrust, and competition for resources. In addition, the people within the college who are trying to implement the process become isolated from those who do not understand it.

Observation 4: The Role of the Environmental Scanning Committee

The colleges found that the environmental scanning committee needed guidance in a number of areas regarding its role, including its relationship to the management team, the president, the coalitions formed to addressed and resolve issues, and the community.

Lessons Learned

Although many community colleges employ environmental scanning methods, the role and responsibilities of the environmental scanning committee within the community-based programming process are unique. The committee engages in a continuing scan of the community college's external environment, identifies and ranks the major issues confronting residents, and then continues to scan for new information. This committee may differ greatly from those environmental scanning committees that only focus on the issues affecting the college

The environmental scanning committee with assistance from the management team analyzes the data and develops a prioritized list of issues for initial consideration. When new data are gathered by the committee and presented to the president, the management team provides this information to the issue-specific coalition to assist in revising and refining its plans of action.

The colleges learned that more time than anticipated was needed to clarify the differences in the roles of the various community-based programming groups—the management team, the environmental scanning committee, and the issue-specific coalitions—and to establish open communication. However, they felt that this time was well spent. The more time colleges can spend initially defining the distinct roles these groups serve in the community-based programming process, the more smoothly communication will flow throughout implementation of the process.

In order to highlight its importance, the environmental scanning committee should serve as an advisory body to the president. This organizational placement may differ from that of the college's previous environmental scanning functions. However, the colleges learned that the committee represents the colleges' first connection with the greater community in their new or expanded role as community-based institutions. Establishing the environmental scanning committee in an advisory capacity to the president communicates the importance of community-based programming to the mission and goals of the college and to the well-being of the community.

The committee's work does not cease once the initial issues have been identified and ranked. Although its membership may change with time, the environmental scanning committee should become a permanent and active part of the community college's work as a leader and catalyst in facilitating positive change among the people and in the community. To remain informed on emerging community issues, the college must maintain an active functioning environmental scanning committee.

Observation 5: Supporting the Environmental Scanning Committee

The five colleges reported that the training provided to their environmental scanning committees was extremely helpful in facilitating the committees' work. Each of the colleges indicated that the work of its environmental

scanning committee was greatly facilitated by the identification of community life categories and the formation of study committees to analyze them. They also reported that a member of their management team was assigned to work with each of the study committees. These individuals helped the study committees identify, gather, and analyze data from various information sources including a variety of printed materials and interviews with key persons knowledgeable about each of the community life categories.

Lessons Learned

In their initial work, the environmental scanning committees were confronted with a vast amount of seemingly unconnected data. The identification of community life categories and the establishment of study committees enabled the environmental scanning committees to organize their activities. The study committees found that considerable time was needed to investigate the categories thoroughly and to identify issues. The management teams found that they needed to provide the environmental scanning committees with technical assistance in terms of data collection and analysis and facilitation assistance in terms of group processing skills.

Although secondary data sources were important to the study committee's investigations, each study committee discovered that leaders and decision makers within each of the categories constituted an important source of information.

The environmental scanning committee needs to be kept informed by the president and management team about the progress made in the community-based programming effort. The work of the environmental scanning committee is not finished when the issue is selected; based upon this information, the environmental scanning committee continues to scan the environment for new or modified data that may affect the residents' quality of life.

Observation 6: The Importance of Selecting One Issue

Each of the five colleges, with the approval of its governing boards, selected one of the ranked issues with which to begin its work. The colleges reported that they engaged in much study and reflection before selecting a highly relevant issue that could be resolved within a reasonable amount of time.

Lessons Learned

Issue selection is the most significant decision the college makes during its initial community-based programming effort. Focusing on a single issue provides the college staff and community leaders with the opportunity to concentrate their efforts, enabling them to grow together in their understanding of community-based programming and to acquire the skills needed for implementation. During this critical phase of community-based programming, a great deal must be learned by all participants. Once this issue has been addressed successfully and the college has acquired experience in community-based programming, it may elect to address more than one issue at a time.

Observation 7: The Target Publics and Stakeholders

Each of the colleges reported that identifying and acquiring an understanding of the target public required considerable study, analysis, and mapping. Several efforts and multiple strategies were required to correctly identify these publics.

The five colleges discovered that numerous agencies and organizations were interested in the selected issue. Several of these stakeholders had programs aimed at resolving certain aspects of the issue. Each college reported that as its work in developing and debating plans for resolving issues progressed, other stakeholders not previously identified became very interested and asked to be involved. These requests were honored by each of the five colleges.

The colleges used a variety of communication strategies to initiate dialogue with leaders of the target public and stakeholders to make them aware of the issue and help them develop an understanding of it.

Lessons Learned

The colleges and their management teams learned that it was not enough to identify who the target public was; the colleges also had to learn as much as possible from the members of the target public about how they are organized, their patterns of interaction, their culture, and their formal and informal leaders. Although a variety of sources such as knowledgeable community leaders, census and other demographic data, surveys, and agency rep-

resentatives can be used to understand the target public, its culture, and how it relates to other organizations affected by the issue, personal contact with the target public through their leaders resulted in the most in-depth knowledge. The information gathered through personal contact helped the college translate abstract data into a meaningful picture. In addition, listening to and interacting with leaders of the target public in their environment fostered trust between the target public and the management team.

The more information the colleges gathered, the more clear it became that identifying the actual target public specific to the selected issue is not necessarily an easy task. Through dialogue with leaders of the target public, the issue began its refinement and redefinition. In turn, this redefinition of the issue brought about the need to analyze who, specifically, needed to undergo change in order to resolve the issue. The complexity of the issue and the college's external environment compounded the difficulty. The colleges learned to ask themselves continually which public was most affected by the issue and had to experience a change in order for the issue to be resolved.

The five colleges learned that identifying informal leaders of the target publics was a demanding and difficult task. The colleges reported that they talked with many people at the neighborhood level to identify these leaders. The colleges learned that they needed to establish effective communication and trust at the grassroots level to identify the informal leaders of the target public.

The colleges also learned that it was difficult to anticipate the responses of the leaders of the target public and stakeholder groups to their introduction to the community-based programming process and the college's interest in establishing a collaborative, communitywide partnership to resolving community issues. Those who contacted these leaders had to be prepared to respond to negative, skeptical, or defensive responses. In the end, by listening to the leaders' concerns and responding with open and nondefensive explanations, the colleges were able to elicit a willingness from these leaders to learn more about the process and consider participating in the initiative.

Observation 8: Interacting with the Target Public and Stakeholders and Forming a Coalition

A major challenge that the colleges' management teams confronted was involving the leaders of the target public and stakeholders in intensive dis-

cussions about the issue and persuading them to become a part of a coalition to resolve the issue. The colleges reported that they expended considerable effort in contacting and involving leaders of the target public and stakeholders in discussions about their respective issues.

Some of these initial contacts were viewed with skepticism by spokespersons of stakeholder groups who were concerned that the community college's motive was to usurp their roles and take over their programs. Questions arose about whether the community college had a legitimate role in community matters outside its campus.

In addition, some leaders of the target publics were reluctant to interact with power figures, who were suspected of imposing unwelcome change on the community. As a result, most of the colleges initially selected formal community leaders who already had some level of trust with the members of the target public and who were known to listen to the target public.

Lessons Learned

The management teams found that they had to become effective in using various forms of communication and interpersonal skills to engage the leaders in discussions about the issue. The concerns expressed by these leaders were not always easily alleviated. Only through much discussion, debate, and sharing of information were many persuaded to become involved in a broad-based, communitywide, issue-focused coalition and to combine their personal talents and resources in a collaborative effort to resolve the issue.

The establishment of a coalition helped reinforce the sense of ownership of the target public and stakeholders in the resolution of the issue. By working together, the coalition members see themselves and each other as assets in resolving the issue. Most important, the commitment to joining a coalition produces a feeling of empowerment and belief that issues can be resolved through coordinated, collaborative community effort.

Observation 9: Assisting the Coalition in Its Role

Ultimately, the coalition is responsible for redefining and resolving the community issue. However, it is the management team's responsibility to form the coalition and facilitate its work through support and technical assistance. The five colleges devoted considerable time to clarifying the two

groups' roles. Two colleges in particular found it difficult to grasp the idea that their coalitions would bear primary responsibility for taking action to resolve the issue. In each case, the college initially took on the decision-making and action role, thus failing to empower the coalition. To overcome this problem, the colleges had to rethink the college's role and the relationship with the coalition. They realized that as a result of their initial assertive leadership and unintended dominance, their coalitions began to lose interest in their work and became dependent on the college.

Lessons Learned

The community colleges and their management teams learned that they needed to constantly strive to ensure that the coalition members maintained control of their own activities. When first forming, the coalition establishes its own set of norms and standards for working as a team and commits to work together to achieve a common goal. Although the management team is responsible for providing training, support, and guidance to the coalition, the coalition is responsible for developing, implementing, and evaluating a plan of action for resolving the issue.

During the initial formation of the coalitions, the five community colleges and their management teams realized that these target public and stakeholder leaders did not have previous experience in working with each other. Responding to and overcoming this obstacle presented a challenge to the five colleges. The colleges came to recognize that the coalition members lacked expertise in group process, consensus building, conflict management, and other group facilitation skills. Each of the five colleges obtained the services of experts skilled in working with groups to teach them and their coalitions these skills.

The process of working with the coalitions to develop the necessary skills for redefining an issue and developing a plan to resolve it proved to be an extremely valuable experience for the colleges. Not only did management team members gain skills in group process and group facilitation techniques, they also gained firsthand experience in facilitating the empowerment of others. By guiding coalition members through the tasks, the colleges observed that when given equal power over the decisions being made, the coalition members became excited about and committed to the resolution of the issue. In most cases, for the first time, the leaders of the target

public participated in the group process training on an equal basis with leaders representing the formal community power structure, namely, the other members of the coalition and the college's community-based programming management team.

Observation 10: Analyzing the Issue and Developing the Plan of Action

The five colleges reported that analyzing the issue and developing a plan of action were difficult because the issues selected were broad and complex. The coalitions were helped to understand that the larger issues could not be resolved without identifying the subissues, arranging them sequentially, and developing strategies for responding to each of them. The resolution of each subissue contributed to the resolution of the larger issue.

Lessons Learned

The management teams found that many of the coalition members did not have the skills to move from a general discussion of the larger issue to an analysis of its subissues and the development of a specific plan to resolve the issue. The management teams needed to coach the coalition in how to define and analyze the issue, ferret out the subissues encompassed in the selected issue, and design strategies that could be used to resolve each of the subissues.

Developing a plan of action requires the coalition members to use a variety of skills. The coalition divides the macro issue into subissues and concentrates on identifying the specific resources and concrete strategies necessary for resolving each subissue. Members must learn how to negotiate and accept responsibility for committing human, financial, and other resources to the implementation of the plan of action. Through collaboration, stakeholders and the target public members identify the resources they possess and how their use can contribute to the resolution of the subissue.

Equally important, the management teams found that the coalitions needed assistance in keeping a clear picture of the broad issue. The coalitions needed to develop a vision of the state of affairs that would exist within the target public if the issue were resolved. This vision became the beacon light for the coalition's work. The vision statement became a source of

inspiration and helped the coalitions grasp the significance of all of their activities.

Observation 11: Implementing the Plans of Action

The five community colleges reported that through their management team they provided extensive assistance and advice to their coalitions in designing and implementing their plans of action. Specifically, they continued to help coalition members become adept in using group process skills, applying the teaching-learning process to their action strategies, identifying and obtaining technical expertise and resources, and designing and conducting formative evaluations of all decisions made and actions taken.

Lessons Learned

The management teams learned that they could not assume that since the coalition members have committed to discussing and identifying solutions to community issues that they would automatically take the lead in implementing the plan of action. Indications of this role confusion surfaced during the discussions within the coalitions as to which groups would have major responsibility for providing resources and for taking the lead in implementing specific learning activities. The colleges had to continually remind their coalitions that the coalitions themselves had primary responsibility for implementing the plans of action. Likewise, the management teams had to constantly review their own actions to ensure that they were providing assistance to and not doing the work of the coalition.

The management teams played a pivotal role in encouraging their coalitions to schedule periodic meetings to share information about their progress and obstacles they encountered. This feedback was invaluable in making needed changes in the plans of action. The colleges found that the coalition members' participation in these meetings was directly tied to the progress that the coalition made in achieving its goals. By sharing information about the progress and discussing obstacles to success, the coalition members maintained their sense of ownership in the plan of action and the accomplishment of their goals.

Observation 12: Measuring and Reporting Progress

The management teams found that the following supportive actions were important to their role as facilitators of the community-based programming process:

- helping the coalition understand the importance of following the plan of action and actively engaging in the activities defined in the plan
- helping the coalition interpret the results being achieved by implementation of activities connected to each subissue and its learner activities
- helping the coalition connect the results being obtained to the eventual resolution of the larger issue
- teaching the coalition how to plan for and conduct ongoing formative evaluations
- teaching the coalition how to use feedback obtained through its formative evaluations to adjust and refine the plan of action to increase its effectiveness in resolving the macro issue and its subissues

Each of the five community colleges reported that its management team helped the coalitions understand the importance of monitoring and assessing inputs in relation to the outcomes being achieved. This understanding is important because there is a need to determine the cost, time, and other resources expended in providing the expected outcomes. The five colleges reported that formative evaluations provided substantive information about the effectiveness of the coalitions' actions throughout the implementation process.

All five colleges reported being very mindful of the need for their coalitions to demonstrate accountability to their issue-specific target publics and stakeholder groups. The coalitions, with the help of community college management teams, made extensive use of the media throughout the implementation of the community-based programming process.

Since the issues chosen by the colleges were broad, the issues were not completely resolved at the end of the first three-year cycle. By applying their experiences and lessons learned, each of the coalitions, with the addition of new members and particularly other stakeholders, will embark on a second planning effort aimed at further resolution of its issue.

Lessons Learned

Evaluation is not a simple process. Most issues selected by coalitions are broad and complex; therefore, coalitions narrow the focus of their work by identifying subissues that can be resolved within one planning cycle. A number of skills are needed by the coalition in order to evaluate the success of the plan of action and develop modifications to the current plan or recommendations for a subsequent plan.

The management teams found that they needed to provide the coalitions with technical assistance in defining and measuring the outcomes sought in the implementation of the plan of action and in interpreting the results of the evaluation to ensure that the most effective and efficient means are being used to achieve the expected outcomes.

Throughout the evaluation process, the coalition will need assistance in recognizing the importance of "first steps." It is often difficult for the coalition to recognize the relationship between subissue outcomes and the coalition's vision for the resolution of the main issue.

A major challenge, then, for the management teams was to help the coalitions connect the daily activities and interim outcomes with the larger goal. As the coalitions developed their reports to the community on their accomplishments, the level of excitement and commitment increased. Accounting to the public increases the coalition's momentum and renews its commitment to resolving community issues through community-based programming.

Most issues are broad and complex, and it may take two or possibly three planning cycles to resolve them. Due to the interconnectedness of the issues identified by the environmental scanning committees, upon resolution of the initial issue, colleges will find that they are able move to subsequent issues naturally. By returning to the work of the environmental scanning committee, the management team should guide the committees' efforts to focus on expanding the knowledge of previously identified issues, instead of seeking to identify new issues.

Even when the subsequent issues are connected to previously addressed issues, the college must return to the analysis of the issue for the accurate identification of the new target public and stakeholder groups. The college then enlists the assistance of the environmental scanning committee to gain an expanded base of knowledge with which to implement another community-based programming initiative.

Concluding Remarks

The five pilot colleges found that ACCLAIM's community-based programming model provides the community college with a rational and systematic process to effect communitywide collaboration on the identification and resolution of community issues. If fully understood and implemented, it can greatly strengthen and expand the college's leadership role in its community. Community colleges that have applied it have reaped substantial benefits for themselves and service area residents.

As the community college reevaluates its mission, goals, and objectives in preparation for the new millennium, a critical question it might ask itself is what role the community college should play in its community. Community colleges are by nature community-based organizations. The challenge to the community college is not to assess whether its current role is appropriate, but whether this role is sufficient for the well-being of the college and its community. Further, the challenge is whether the community college is interested in becoming a part of a larger national effort to rebuild the nation's communities and empower their people to become active participants in decisions affecting their well-being and commit to contributing their personal talents and resources in resolving critical issues affecting their quality of life. The experiences of the five ACCLAIM pilot demonstration community colleges indicate that community-based programming is an effective process for leading the community college and the nation's communities into the 21st century.

Appendix 7A: Guidelines for Implementing Community-Based Programming

To successfully adopt and implement community-based programming, the community college, its governing board, and its other stakeholders must ask and find satisfactory answers to a large number of diverse questions. As a further aid to community colleges that have an interest in and commitment to becoming community-based institutions, the following lists of questions pertaining to each group of processual tasks are offered. These questions can serve as a guide and focus for the discussions and ensuing decisions that are essential to institutionalizing and implementing community-based programming.

Institutionalizing the Community-Based Programming Process: Processual Tasks 1, 2, and 3

- What actions must the community college undertake to develop its definition of community-based programming? Who should be involved in developing the definition? What role will the governing board play in developing and approving the college's definition of community-based programming?
- How will the college's definition of community-based programming be communicated to its staff, governing board, community leaders, and other significant people?
- What initiatives should the college undertake to expand its knowledge base about its service area community and to explore the potential implications that community-based programming could have for the service area?
- How will information be obtained about the college's service area? What parties will be involved in collecting and interpreting that information?
- How will the additional information about the college's service area be used by the college in initiating and implementing community-based programming?
- How will the mission of the college be examined? What changes will need to be made in the college's mission statement? Why? Who should be involved in revising or reinterpreting the mission statement

of the college to include an emphasis on community-based programming? How will the revision or reinterpretation of the college's mission be communicated to the college's staff, governing board, and community leaders?

- What changes will need to be made in the general philosophy of the college to accent its involvement in community-based programming? What adjustments will need to be made in the organization of the college to give impetus to and facilitate its involvement in community-based programming?
- How will a community-based programming management team be established to guide and lead the college's efforts in community-based programming? Who should be selected to serve on the management team? What should be the functions of the management team? What should be the relationship of the management team to the president? How often should the management team meet with the president?
- What actions does the college need to take to train its staff, governing board, and community leaders in the community-based programming process? What factors must be considered by the college in designing an ongoing staff development program that will assure that its staff stays up-to-date on community-based programming?

Environmental Scanning: Processual Tasks 4, 5, and 6

- How will the college define the role of the environmental scanning committee? Who should be involved in discussions leading to the establishment of the environmental scanning committee?
- How will the size of the environmental scanning committee be determined? Who should be involved in this decision?
- How will the members of the environmental scanning committee be selected? What process will be followed? Who should be involved? What criteria should be used to select members for the environmental scanning committee?
- What methods will be used to invite persons to serve on the environmental scanning committee? What role should the president serve in inviting those persons to serve? How will the governing board be involved in selecting the committee members?

- How should the environmental scanning committee be trained? What should be the content of the training? What role will the management team play in organizing and training the environmental scanning committee?
- How will members of the environmental scanning committee engage in the scanning of the college's external environment? What data and sources of information should be used? How will the committee structure itself to delve deeply into the forces that are operative in the environment? Which community-life categories should be used to structure the inquiry of the environmental scanning committee? How will they be used?
- What role should the college's management team play in facilitating the work of the environmental scanning committee?
- What process should the environmental scanning committee use to identify, reach consensus on, and rank the issues? How will the ranked issues be communicated to the president?
- What strategies should the president use in informing and involving the governing board in discussing the ranked issues and obtaining its approval for the college to commence work on the issues? Should the college involve other community leaders in discussions about the ranked issues?
- What criteria should the college use to select one issue from among the issues that have the support of the governing board to become the focus of its initial work in community-based programming? What methods should the president use to communicate to the college's staff the issue that had been selected?
- What actions should be taken by the college to assure the continuing functioning of its environmental scanning committee?

Studying, Analyzing, and Mapping the Target Public and Stakeholders; Building a Coalition: Processual Tasks 7, 8, 9, and 10

- Who should assume the major responsibility for beginning the process for studying, analyzing, and mapping the target public and stakeholders affected by the issue? What will be the role of the management team? Should other informed community leaders be enlisted

by the management team to study, analyze, map, and identify the target public and stakeholders? Why?

- What strategies should be used by the management team to operationalize the conceptual tools for identifying and mapping the issue-specific target public and stakeholders?
- What problems might be encountered in identifying and mapping the target public and stakeholders?
- For the issue chosen from the college's initial initiatives, what should the management team try to learn about the target public and stakeholders in its study and analysis of the two groups?
- What strategies should the management team use to access the target public and stakeholders? How should the formal and informal leaders of the target public be identified? How should spokespersons for the stakeholder groups be identified?
- What strategies, methods, and techniques should the management team use to begin dialogue with the leaders of the target public about an issue? What approaches should be used to begin discussion about the issue with the spokespersons of the stakeholder groups?
- In what ways might the issue, as initially defined by the environmental scanning committee and management team, undergo change as a result of the dialogue with leaders of the issue-specific target public and stakeholders?
- How can the leaders of the target public and spokespersons of the stakeholder groups be helped to think through what is needed to resolve the issue? How can a sense of ownership of the issue and a plan to resolve the issue be established with the leaders of the target public and stakeholders?
- How should the individual leaders of the target public and spokespersons be approached about becoming a member of a coalition that would combine its efforts in thinking through, developing, and implementing a plan of action for resolving the issue?
- How should the coalition be formed? What strategies could be used to help the coalition begin functioning as a group? What should be the role of the college's management team in helping the coalition become organized, understand its function, and begin discussion about the issue?

- How will the college's management team assist the coalition in refining the issue? How will the coalition be helped by the management team to understand why subissues need to be defined and logically and sequentially ordered to begin work on what will eventually lead to the resolution of the larger issue?
- How will the coalition be helped to develop a vision of what the ideal state of affairs would consist of within the target public once the issue has been resolved?
- What actions will the coalition engage in to develop strategies for resolving each of the subissues? (That is, what are the components of the plan of action?)
- How can the college's management team obtain a commitment from individual coalition members to become a part of a team effort in providing resources, time, and effort to resolve the subissues? What roles should the management team and the president play in helping the coalition?

Designing and Implementing the Plan of Action: Processual Tasks 11 and 12

- With whom should the coalition collaborate in designing the plan of action? What role should the management team play in helping the coalition design the plan of action?
- How should the coalition with the assistance of the management team design and develop the plan of action? How can the decisions of the coalition be translated into a plan of action?
- What strategies should the coalition pursue in implementing the plan of action?
- How and with what frequency should meetings of the coalition be scheduled to report on the work being done by individual members of the coalition in implementing various aspects of the plan of action? How will feedback be obtained and processed by the coalition? Should revisions be made in the plan of action based upon this feedback?
- What role should the management team play in facilitating the coalition's work in implementing the plan of action? Should the management team monitor the work of the coalition? If so, what strategies will the management team use?

- How should the target public and other significant stakeholders be kept informed about the progress of the coalition in implementing the plan of action? How should the media be involved in reporting on the work of the coalition?
- How will the college's governing board be kept informed about the work of the coalition?

Evaluation and Accountability: Processual Tasks 13, 14, and 15

- What outcome does the coalition expect to occur as a result of achieving the goal, as expressed in the goal statement or vision statement?
- What indicators should the coalition develop to provide evidence that the outcome (issue resolution) has been achieved or that progress (positive movement) is being made in resolving the issue?
- What methods will the coalition use to determine whether its goal (outcome-vision statement) has been achieved?
- How will the progress made in resolving the issue be measured?
- How will the coalition monitor the inputs expended in achieving the goal (resolution of issue)?
- How will the progress or a lack thereof be reported to the target public, stakeholders, and other significant groups?
- How should the college in collaboration with the coalition use the feedback obtained regarding the implementation of the initial plan of action to launch a second plan of action, if needed, that focuses on further resolution of the issue?
- How will the new plan be formulated? What should be the roles of the coalition and the management team in developing and launching a second plan of action?

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