

A STUDY OF THE ADMINISTRATION OF
MICHIGAN JUNIOR COLLEGES

Thesis for the Degree of Ph. D.
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Donald E. Stanbury
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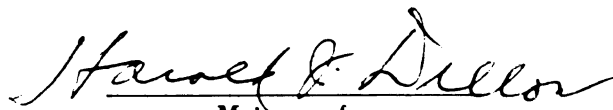
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ABSTRACT

A STUDY OF THE ADMINISTRATION OF MICHIGAN JUNIOR COLLEGES

by Donald E. Stanbury

The purpose of this study was to analyze and compare administrative organizations and operational patterns of Michigan junior colleges. This study was confined to the public community or junior colleges as listed by the Department of Public Instruction of Michigan and the Junior College Directory of the American Association of Junior Colleges. It included only those schools that were in operation during the 1964-1965 school year and who were actually serving students. Eighteen schools were involved in the study.

Letters were written to the President of the Michigan Association of Junior Colleges and the President of the Michigan Council of Community College Administrators requesting their assistance and support of the study. Both responded and gave approval on behalf of their respective organization.

The related literature was reviewed to determine how extensive this problem or related problems had been researched or studied. The following aspects were pursued: (1) Historical development of educational administration, (2) Administration: concepts and theories, (3) Administrative organizations: types, structures, and functions, and (4) Changing concepts of organization and trends in administration.

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An information type questionnaire was developed and mailed to the top official of each institution. Data concerning the existing organizational structures and existing operational patterns were analyzed along with the relationship between organizational structures and operational patterns. The question was also asked as to what the operative factors were in establishing organizational structures and operational patterns. A letter asking for organizational charts, a list of administrative duties, and a list of committees and their functions accompanied the questionnaire.

As a result of this information, the investigator was able to make pertinent recommendations for organizational improvement and to supply data as a basis for further study in aiding the community college movement in Michigan. Foremost, was the development of an organizational chart that could serve as a guide in the reorganization of junior colleges and the establishment of new junior colleges in Michigan. In connection with this recommendation, the investigator suggests that (1) the Michigan Council of Community College Administrators undertake a study to establish guidelines for titles and duties of administrative officials, (2) that job specifications be analyzed to prevent overlapping of duties and to prevent one administrator from functioning in other areas of administration, (3) that there be an extensive application of administrative theory in organizing and reorganizing administrative structures, and (4) that the Michigan Association of Junior Colleges undertake a program

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that could result in involving more faculty in the decision making process of the junior colleges in the state.

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By

Donald E. Stanbury^{dward}

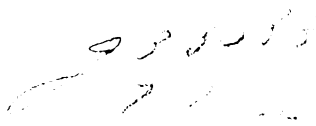
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CHAPTER I
INTRODUCTION

Significance of the Study

The past few years have shown tremendous growth in terms of student enrollments for all of the Michigan junior colleges. In 1956 there were 15 public community junior colleges with a combined enrollment of 16,327 students.¹ The 1965 Junior College Directory states that in 1964 there were 18 public community junior colleges with a combined enrollment of 48,605 students.² Even while this investigator is conducting research dealing with the 18 Michigan junior colleges in operation during the 1964-1965 school year, six more community colleges are being established bringing the total to 24. The majority of these newly established community colleges are planning to open their doors to students in the fall of 1965.

Governor Romney's Blue Ribbon Committee on Higher Education, after an extensive study, proposed Community College Centers and Districts for the State of Michigan.

¹Gerald W. Boicourt, Community College Primer, prepared by the Community College Service, Wayne State University, Detroit, Michigan, 1958, p. 3.

²1965 Junior College Directory, American Association of Junior Colleges, Washington, D. C., 1965.

This so called "Blue Ribbon Report" is now in the hands of the newly elected State Board of Education and its sub-group, the Advisory Council for Community Colleges. Whether or not the Advisory Council will follow in detail the proposals, which in a sense comprise a Master Plan for Higher Education in Michigan, remains to be seen. Material from the Blue Ribbon Report are included in Appendix A by the investigator for two specific reasons: (1) to show the magnitude and potentialities of the community college growth in Michigan based on current research, and (2) to have as documented evidence the seeds of a state plan for higher education for community colleges in Michigan in order that future readers of this dissertation may make comparisons to see if these plans have been formulated and carried out.

The potential enrollment by districts for 1970 (as reported by the Blue Ribbon Committee) total 94,350 students, which is a 94 percent increase over 1964. The 1975 figures project a total of 110,360 students, which is a 17 percent increase over 1970.

The increased student enrollments and the organization and re-organization of new and current operating community colleges will have concomitant effects on all aspects of the total complex of college operations, including administrative organizations of these colleges. The officials of these new emerging colleges will be

looking for leadership and advice from the older members of the college community for answers to administrative organizations. They are not alone in their concern, however, administrators of the community colleges now in existence have expressed concern regarding the problems related to their present organizational structures. Blocker refers to this when he says:

Internally, the two-year private and public colleges have not demonstrated outstanding leadership in the implementation of new concepts of administrative organizations and functioning. College administrators have been slow to recognize that, as the roles of their colleges expand both in terms of programs and in number of students served, administrative organization and relationships must be adapted to new needs within their institutions. This may be, in part, the result of the conservative nature of boards of control, whose values and attitudes are not necessarily consistent with rapidly changing organizational and educational needs. On the other hand, it may reflect the basic conservatism of faculty and administration-the desire to build colleges which conform to traditional college and university patterns.¹

Blocker and Campbell allude to the problem when they mention that:

It may be true that junior colleges are carrying out their functions under their current administrative structure. The question to be considered is whether these same institutions could move forward

¹Clyde E. Blocker, Robert H. Plummer, Richard C. Richardson, The Two-Year College: A Social Synthesis, Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1965, p. 197.

faster and on a higher qualitative level if another type of administrative structure were set up for them. Many of our public and private organizations function reasonably well, sometime because of the adequacy of the organization and the personnel which carries on the work, and sometime in spite of a defective structure which, impelling the smooth functioning of the group, does not cause a complete breakdown of the organization.¹

Medsker further points out that:

The control pattern must be such as to recognize an institution as an entity with a character which it must achieve through pursuit of goals. In other words, each institution is a personality which like a human being has - or should have - hopes and ambitions to be fulfilled, and if not fulfilled, will wither and leave the institution sterile. This would seem particularly applicable to an agency such as the community college with its many avowed purposes and objectives. Whatever the control, the entity and dignity of the institution must be preserved.²

Marvin Knudsen discusses the problem of administrative study of community colleges in the sixties when he stated:

The pattern of organizations for administration of junior colleges is as varied and as confusing as can be found in any social organization. Serious study must

¹Clyde E. Blocker and Henry A. Campbell, Attitudes of Administrators Toward the Administrative Organization of Public Junior Colleges in Seven States, Austin, Texas: University of Texas, 1962, p. 5.

²Leland L. Medsker, Patterns for the Control of Community Colleges, Establishing Legal Basis for Community Colleges, Washington, D. C.: American Association of Junior Colleges, 1961, p. 15.

be given to this problem on a grand scale.¹

Institutions, regardless of their purposes, are based and grown out of the needs of the people they serve. They are continually growing, contracting, or changing in reaction to shifts in the forces of society and the evolving attitudes and needs of individuals and groups. Such is the nature of the junior college. This comparatively young institution is a part of a significant change reflecting, in part, the massive and rapid changes which are taking place in the state of Michigan, in the United States, and the world-at-large. Never before in the history of mankind has any segment of education been called upon more to educate large numbers of students in the state of Michigan. The students should be educated in a most economic and efficient manner. Therefore, it is hoped that this study will help in effecting a more efficient and well organized system of administration for the Michigan Junior College movement.

Purpose of the Study

The purpose of this study, therefore, was to analyze and compare administrative organizations and operational patterns of Michigan junior colleges in order to make

¹Marvin Knudson, "The Junior College in the Decade Ahead," Junior College Journal, XXX (February, 1960), p. 14.

pertinent recommendations for organizational improvement and to supply data as a basis for further study in aiding the community college movement in Michigan.

The following questions were asked:

1. What were the implications of the related literature to the study?
2. What are some of the existing organizational structures in Michigan junior colleges?
3. What are the existing operational patterns in Michigan junior colleges?
4. What was the relationship between organizational structures to operational patterns?
5. What factors are operative in establishing organizational structures and operational patterns?

Delimitations

This study was confined to the public community or junior colleges as listed by the Department of Public Instruction of Michigan and the Junior College Directory of the American Association of Junior Colleges. It included only those schools that were in operation during the 1964-1965 school year and who were actually serving students. The following is a list of those schools included in this study:

Alpena Community College
666 Johnson Street
Alpena, Michigan

Bay de Noc Community College
Escanaba, Michigan

Delta College
University Center, Michigan

Flint Community Junior College
1401 East Court Street
Flint, Michigan

Gogebic Community College
Ironwood, Michigan

Grand Rapids Junior College
143 Bostwick Avenue, N. W.
Grand Rapids, Michigan

Henry Ford Community College
5101 Evergreen Road
Dearborn, Michigan

Highland Park College
Glendale at Third
Highland Park, Michigan

Jackson County Community
College
514 Wildwood Avenue
Jackson, Michigan

Kellogg Community College
450 North Avenue
Battle Creek, Michigan

Lake Michigan College
711 Britain Avenue
Benton Harbor, Michigan

Lansing Community College
419 North Capitol Avenue
Lansing, Michigan

Macomb County Community College
22240 Federal Avenue
Warren, Michigan

Muskegon County Community
College
756 Emerald Street
Muskegon, Michigan

North Central Michigan College
Petoskey, Michigan

Northwestern Michigan College
1701 East Front Street
Traverse City, Michigan

Port Huron Junior College
323 Erie Street
Port Huron, Michigan

Schoolcraft College
18600 Haggerty Road
Livonia, Michigan

Although there are basically two forms of administrative organization in the junior colleges, formal and informal, this study involved only the formal organization. Informal organizations could be the basis for another important study.

Blau and Scott¹ define the formal organization as, "any organization which has been set up to accomplish stated objectives requiring collective effort on the part of many individuals."

¹Peter M. Blau and W. Richard Scott, Formal Organizations, San Francisco, California: Chandler Publishing Company, 1962.

Weiner¹ mentions, "The purpose of all organizations is to deal with a set of externally imposed conditions which the individual is incapable of handling by himself and which require integration of his activities with the activities of others. If the organization is to succeed, the individual must replace his independence and autonomy of functions with cooperative actions dealing with external conditions."

Definition of Terms

For the purposes of this paper, the following terms were used as defined below:

1. Junior college, two-year college, and community college: These terms are to be used interchangeably to apply to an institution which offers two years of post-high school education encompassing the college-transfer, the terminal, and the community services programs.
2. Administrative Organizations: Administrative organization is the impersonal system which arranges administrative personnel in such a way that their coordinated efforts effect the accomplishment of determined goals through the assignment of specific duties and responsibilities.
3. Operational Patterns: Operational patterns are those

¹Milton G. Weiner, "Observations on the Growth of Information-Processing Centers," Rand Paper P-529, Los Angeles, California: The Rand Corporation, May, 1954.

inter-personal relationships, such as exhibited in committee structure, within the administrative organization which exerts influence on the organization.

4. Line and Staff Organization: "Line organization is basically simple in that it involves a direct flow of authority upward and downward. A line officer has power and authority over subordinates. He is a generalist who executes administrative actions.

Staff officers do not stand in the direct line of descending or ascending authority. They can be divided into three types in relation to the functions which they perform: service, coordinative, and advisory."¹

5. Vertical and Horizontal Organization: "(a) Vertical organization is the embodiment of the scalar chain which functions to channel authorities and responsibilities within the administrative organization binding together the various levels as parts and sub-parts of the integrated work unit; (b) Horizontal organization refers to levels in the administrative organization which result from grouping positions horizontally in terms of approximately equal status."²

¹Daniel Griffiths, David Clark, D. Richard Wynn, and Lawrence Iannaccone, Modern Practices and Concepts of Staffing Schools, Albany, New York: Cooperative Development of Public School Administration, 1956, pp. 8-9.

²American Association of School Administrators, Professional Administrators for America's Schools, Thirty-eighth Yearbook, 1960, p. 287.

6. **Formal Organization:** Formal organization refers to the total line and staff chain of command. It puts an emphasis upon structure. The structure is intended to provide for the assignment of specified duties and responsibilities to personnel and to establish definite relationships among persons in different positions. The formal organization also consciously provides for regular channels of communication, for coordination and control of the activities of the members, and for means of evaluating the effectiveness of the enterprise.¹

7. **Informal Organization:** Informal organization refers to the system of interpersonal relations in the organization that affect decisions within it but either are omitted from the formal scheme or are not consistent with that scheme.²

Methodology

The following presents the methodology used in this study:

1. A letter was written to the President of the Michigan Association of Junior Colleges (M.A.J.C.) and another letter was written to the President of the Michigan Council of Community College Administrators (M.C.C.C.A.) requesting

¹Roald F. Campbell and Russell T. Gregg, editors, Administrative Behavior in Education, New York: Harper & Brothers, Publishers, 1957, p. 287.

²Herbert A. Simon, Administrative Behavior, New York: MacMillan, 1950, p. 148.

their assistance and support of this study. Both Dr. Charles Donnelly, President of M.A.J.C. and Dr. Robert Turner of M.C.C.C.A. gave their approval and support on behalf of their respective organizations.

2. The related literature was reviewed to determine how extensive this problem or related problems had been researched or studied. Government and public administration literature was reviewed to relate the degrees of inter-relatedness with the field of educational administration and organization. Current concepts of administration and administrative theory were also studied.

3. An information type questionnaire was developed and mailed to the top official of each institution involved in the study. Data as to the size of the college, number and types of administrators, number and types of committees, departmental organization, functions of each, and other material related to the study were recorded.

4. The questionnaire was mailed to the school officials on July 17, 1965 with a letter asking for the following information:

1. Current college catalog.
2. Organizational chart.
3. Duties of all administrators.
4. List of committees and their respective functions.

5. Materials such as class schedules, faculty handbooks, and administrative policy manuals were requested.

6. The findings were collated and tables developed from

the information gained from all the material collected, based on the purposes of the study and proposed questions.

7. Organizational charts were developed.

8. Personalized letters were mailed to all administrators who participated in the study thanking them for their cooperation.

The Organization of the Remaining Chapters

Chapter II of this study presents a review of the related literature on administrative organization in education with emphasis on related interdisciplinary knowledge. The following aspects were pursued: (1) Historical developments, (2) Administrative: concepts and theories, (3) Administrative organization, structure and functions, (4) Changing concepts of organization trends in administration, and (5) a summary.

Chapter III is devoted to the organization structures of Michigan community and junior colleges. The development of Michigan junior college line and staff organizations and their duties have been noted and analyzed.

Chapter IV is concerned with the operational patterns which include the various lay committees and college committees.

Chapter V is devoted to the investigator bringing forth the operative factors in establishing organization structures and patterns.

Chapter VI summarizes the data as brought out in the study. Conclusions are forthcoming as well as recommendations for improving the administration of Michigan junior colleges as based on research.

CHAPTER II

REVIEW OF RELATED LITERATURE

Literature relating to the administrative operational patterns of Michigan junior colleges is practically non-existent, although in the past four or five years a number of articles have appeared which depict specific problems of the state's junior colleges and programs of individual schools. In as much as these programs are a vital part of the integral educational setting, they do have a bearing on administration. Likewise, there is a dearth of literature dealing directly with the administrative and operational patterns of the two-year college. There also are indications that during the last four or five years there has been an increased interest in this area as evidenced by a few recent publications. Noteworthy among these is Blocker, Plummer, and Richardson's contribution, a section of which offers a fresh look at junior college administration.¹

In view of the void of material related explicitly to the content of subsequent chapters, it is necessary to turn to the literature of educational administration in general. In contrast to the lack of published material relating to the topic delimited in this paper, there are abundant

¹Blocker, et al., op. cit.

references expounding on the broad and controversial topic of educational administration. Copious and diffuse viewpoints about the subject of administrative organizations are to be found in the literature. As subtle as it is diffuse, the review of literature as presented in this paper does have an alliance with the data revealed in this study. The following aspects were perused: (1) Historical development of educational administration, (2) Administration: concepts and theories, (3) Administrative organizations: types, structures, and functions, (4) Changing concepts of organization and trends in administration, and (5) Summary.

Historical Development of Educational Administration

The literature on educational administration is conspicuously barren in historical accounts of the origin and development of leading officers in public school administration. One is forced, thus, to view the origins of educational administration from a survey of the development of administration in general. As Campbell, Corbally, and Ranseyer¹ phrase it:

To understand educational administration, one needs to get some sense of the development of administration generally. This may be found in treatises on public

¹Roald F. Campbell, John E. Corbally, Jr., and John A. Ramseyer, Introduction to Educational Administration, Second Edition, Boston: Allyn and Bacon, Inc., 1962, pp. 60-61.

administration, business management, industrial psychology, military leadership, and in other writings. Analysis in all of these settings has dealt with mobilizing the efforts of a number of people toward the achievement of a common goal.

Activating members of a group toward a common objective is as old as history itself.

However, it is generally concluded that the first organized effort to develop administrative procedures was a movement during the late sixteenth century through the eighteenth century by the Cameralists, German and Austrian professors who donated their time and knowledge to the administration of public affairs.¹ Parallel movements were seen to develop in other European countries and showed up in America as lay committees began the supervision of the colonial schools. For nearly two hundred years the organization and management of our schools was the function of town selectmen. The activities of these lay groups was the basis for the current pattern of educational administration.

The organization of school systems became more complex as they increased in size so that the lay officers of boards of education began to seek professional assistance in the organization, administration, and supervision of local schools. This practice of appointing representatives of boards of

¹Albert Lepawski, Administration, New York: Alfred A. Knopf, Inc., 1949, pp. 77-106.

education began in the mid-nineteenth century, but the school administrator was a rarity until after the Civil War. In the latter part of the century there was a rapid increase in the number of administrators.

These early administrators must have frequently found themselves in the situation of being charged with a responsibility without the means or authority to fulfill it. Even a cursory study of this period would reveal that this delegation of responsibility and authority by boards of education under a policy of temporary expediency resulted in an almost chaotic condition, because the functional operation of school administration was not built on the foundation of any basic theory. It was a situation in which operation preceded theory, or, in other words, school administration operation outran what meager theory did exist in the attempt to meet the needs of the expanding educational system.¹

A common theory of operation developed in the early twentieth century as the business and industrial climate and the scientific management movement demanded efficiency and expediency. The schools, trying to meet the needs of larger and larger school systems, fell under the influence of private business corporations and copied their theory of organization - that of "line and staff." W. W. Charters, Jr., disagrees with this position:

We find in error the position of some observers who decry the school's inclination to take over from business

¹Alfred Skogsberg, Administrative Operational Patterns, New York: Bureau of Publications, Teachers College, Columbia University, 1950, p. 3.

and the military 'the line-and-staff' pattern of administrative organization. The authority structure was not arbitrarily imported into the school. If a similarity exists, it is due to the similarity of organization problems with which the enterprises must cope.¹

This type of organization produced an administrative hierarchy which was dogmatic in nature and had authoritarian control over the schools.

There have been several attempts to broaden this concept of administration so that it could incorporate the findings of the social sciences, and also, to change it so that it would not be in conflict with the concept of democracy. The last twenty years specifically have seen a great deal of ferment in school administration. Moore states that "perhaps the chief contribution of the period 1947-1963 was its success in focusing the spotlight on educational administration."² During this period the Co-operative Program in Educational Administration established that administration is a scientific study.³ Another of Moore's comments pertinent to this period is:

¹W. W. Charters, Jr., "An Approach to the Formal Organization of the School," Behavioral Science and Educational Administration, p. 260. The Sixty-third Yearbook of the National Society for the Study of Education, Part II, Chicago: The University of Chicago Press, 1964.

²Hollis A. Moore, Jr., "The Ferment in School Administration," Behavioral Science and Educational Administration, op. cit., pp. 31-32.

³Ibid., p. 32.

It seems to say that there is indeed a new breed of leader in school administration. Typically, he is on the faculty of a multi-purpose university which prepares school administrators, he is a student of the behavioral [behavioral, sic.] sciences and he is an interpreter of research applied to educational processes and institutions.¹

Administration: Concepts and Theories

With all of the many social, scientific, cultural, industrial, political and economic forces of the years since World War II focusing attention on administration, educators and social scientists have become intensely concerned with the concepts and theories of educational administration. Although a variety of terms have been used to describe it, there has not been a wide variance among authors on the broad concept of educational administration. Fox, Bish, and Ruffner wrote in 1947 that "educational administration is a service activity through which the objectives of the educational process may be effectively realized."² Of note here is that the above definition considers administration as an activity, not as an entity whose purposes are self-contained. A similar definition is taken from Knezevich:

School administration is defined as a process concerned with creating, maintaining, stimulating, and unifying

¹Ibid., p. 23.

²James H. Fox, Charles E. Bish, and Ralph W. Ruffner, School Administration: Principles and Procedures, New York: Prentice-Hall, Inc., 1947, p. 2.

the energies within an educational institution toward realization of the predetermined objectives.¹

Still another statement of the meaning of educational administration comes from Campbell, Corbally, and Ramseyer:

...the central purpose of administration in any organization is that of coordinating the efforts of people toward the achievement of its goals. In education, these goals have to do with teaching and learning. Thus, administration in an educational organization has as its central purpose the enhancement of teaching and learning.²

Each of the above definitions places an emphasis on the activity of groups to bring about desired goals of an organization. Other authors, however, have been more concerned with the definition and nature of the goals. Considering the development of human qualities as a goal, Gregg wrote the following:

Educational administration is the process of integrating the efforts of personnel and of utilizing appropriate materials in such a way as to promote effectively the development of human qualities.³

This definition reflects the influences of the social sciences and the rapid changes that have occurred in them in the last

¹Stephen J. Knezevich, Administration of Public Education, New York: Harper and Row, Publishers, 1962, pp.12-13.

²Campbell, Corbally, and Ramseyer, op.cit., pp. 75-76.

³Russell Gregg, "Administration," Encyclopedia of Educational Research, Third Edition. New York: The MacMillan Co., 1960, p. 19.

two decades. In the research and findings of the social sciences can be seen the stimulus and the recent origin of the quest for theory in educational administration.

In 1950, Jesse B. Sears¹ published The Nature of the Administrative Process in which he approached educational administration from a theoretical point of view. However, this was not an indication of the dominance of widespread interest in the subject. On the contrary, the period was marked by the prevalent attitude that theory was impractical, ephemeral, and just plain nonsense.² The main problem seemed to lie in the confusion of what constitutes a theory. The misunderstanding about the use of the term was found in its synonymous use with "speculation," "supposition," "ideal," or in the context of a dream, a philosophy, a taxonomy, or common sense.³ In an effort to bring about a common acceptance of terminology and a mutual understanding, definitions of theory began to appear in the writings of scholars of administration. Griffiths⁴ suggested that the definition of theory by Fiegl be accepted:

In order to provide for a terminology

¹Jesse B. Sears, The Nature of the Administrative Process, New York: McGraw-Hill Book Co., 1950.

²Campbell and Gregg, op. cit., p. 355.

³Daniel E. Griffiths, "The Nature and Meaning of Theory," Behavioral Science and Educational Administration, op. cit., pp. 95-96.

⁴Ibid., p. 98.

which will not constantly involve us in a tangle of confusions, I propose to define a "theory" as a set of assumptions from which can be derived by purely logico-mathematical procedures a larger set of empirical laws. The theory thereby furnishes an explanation of these empirical laws and unifies the originally relatively heterogeneous areas of subject matter characterized by those empirical laws. Even though it must be admitted that there is no sharp line of demarcation (except a purely arbitrary one) between theoretical assumptions and empirical laws, the distinction, at least in the sense of a graduation, is illuminating from a methodological point of view.

One more terminological suggestion may help: Let us speak of scientific explanation wherever more specific or more descriptive statements are derived from more general or more hypothetical assumptions.¹

The authors of Introduction to Educational Administration have chosen as their definition of theory that of Albert Einstein's which presents theory as a process of thinking whereby we describe reality more and more accurately.²

With the attempts to define theory have come attempts to formulate theories of educational administration. Consequently, quite a number of theories of administration can be found in the writings of recent years. Griffiths has analyzed eight such theories - four in educational administration and

¹Herbert Fiegl, "Principles and Problems of Theory Construction in Psychology," Current Trends in Psychological Theory, Pittsburgh: The University of Pittsburgh Press, 1951, p. 182.

²Campbell, Corbally, Ramseyer, op. cit., p. 86.

four in general administration.¹ Other theoretical points of view are presented in Administrative Theory in Education.² Also, a categorization of several theories has been made by March and Simon.³ With theories a well established fact in the realm of educational administration the next logical step is to consider how they are put into practical applications. This is largely determined by the structure of the administrative organization.

Administrative Organizations: Types,
Structures and Functions

In the discussion of administration, organization is subsumed. It is a vitally important subtopic of the subject of administration, since administration is concerned with the control and direction of living in a social organization. What is meant by organization? First, we should recognize that we are concerned with two types of organizations, the formal and the informal.⁴

The many approaches to these two types of organizations found in the writings on administration present a dichotomy which is very diffuse in nature. In the literature are the

¹Daniel E. Griffiths, Administrative Theory, New York: Appleton-Century-Crofts, Inc., 1959.

²Andrew W. Halpin, editor, Administrative Theory in Education, Chicago: Midwest Administration Center, University of Chicago, 1958.

³James G. March and Herbert Simon, Organization, New York: John Wiley and Sons, 1958.

⁴Halpin, op. cit., p. 126.

terms, "democratic" and autocratic," "centralized" and "decentralized," "mature" and "immature," "flat" and "pyramidal," "vertical" and "horizontal," and "line" and "staff." Actually, all of these terms are a means of describing the structure, which has been developed to achieve certain purposes, of a formal organization.

In very formal organization there is an informal organization which grows from the interpersonal relationships of the people who are a part of the formal organization, and which develops as a structure of personalities rather than of authority or function. It is a dynamic structure composed of special interest groups and as such it can affect decisions made in the formal organization. Bidwell has described the informal organization as a patterning of roles for the purposes of fulfilling needs and attaining purposes specific to a sub-group of staff members.¹ The central theme in the literature on informal organizations is that they are a reflection of the spontaneous efforts of individuals and sub-groups to direct or control the conditions of their existence.

It is apparent that the informal organization cannot be planned in the same sense that the formal organization can, but the administrator can be cognizant of the inter-personal needs of members of the organization and make provisions to satisfy these needs as much as possible in the

¹Charles E. Bidwell, "A New Dilemma in Administration," Harvard Educational Review, XXVI (Fall, 1956), 388-389.

formalized arrangement.¹

How goals are accomplished, purposes achieved, and the actual process of administering are brought to a focal point in the formal structure of an organization. The structure of a formal organization is determined by the way decisions are to be implemented, the functions to be effected. The functions of administration have been variously grouped. Henri Fayol's functional analysis has been restated in 1937 by Gulick² as POSDCORB (planning, organizing, staffing, directing, coordinating, reporting, and budgeting). In 1950, Sears³ discussed the following "elements" of the administrative process: (1) planning, (2) organizing, (3) directing, (4) coordinating, and (5) controlling. In 1951, Ordway Tead⁴ in the Art of Administration presented still another grouping, though similar to Gulick's, of the functions constituting the administrative process. In the last few years, the Cooperative Program in Educational Administration has given much attention to the study and analysis of the administrative functions. Seven components of the

¹Campbell and Gregg, op. cit., p. 289.

²Luther Gulick and L. Urevick, editors, Papers on the Science of Administration, New York: Institute of Public Administration, 1937, p. 13.

³Sears, op. cit.

⁴Ordway Tead, Art of Administration, New York: McGraw-Hill Co., 1951, p. 105.

administrative process as discussed by Campbell and Gregg¹ are (1) decision making, (2) planning, (3) organizing, (4) communicating, (5) influencing, (6) coordinating, and (7) evaluating. There are still other modifications of these listings to be found in current literature, but it is generally agreed that it is the method of implementation of the functions which make up the administrative process and give form to the organizational structure.²

In a "line staff" structure decisions are made on a highly centralized basis and is characterized by a hierarchical form of control which is authoritarian in nature. It is this vertical type of operational pattern which exists almost completely in American school systems. The "line officers are those people to whom the board of education has delegated power."³ They are generally competent in many areas, as opposed to "staff" officers, who are specialists or experts in a particular areas and whose duty it is to aid, assist, and advise the line officials. Another means of

¹Campbell and Gregg, op. cit., pp. 273-317.

²Note: Parsons has this comment: "Perhaps the appropriate type of organization will be determined by the type of function the organization performs in the system of which it is a part. But though true, this formula by itself is wholly inadequate, for it fails to discriminate the various levels of differentiation from subsystem to subsystem which exist in a complex society." Talcott Parsons, "Some Ingredients of a General Theory of Formal Organization," Halpin, op. cit., p. 70.

³Daniel E. Griffiths, Human Relations in School Administration, New York: Appleton-Century-Crofts, Inc., 1956, p. 306.

expressing this idea of hierarchy is to refer to the structure as pyrimidal. It implies a pattern which rises to a high apex with numerous levels of authority. The terms "authoritarian" and "centralization" are applicable to the apex.

An operational pattern which reflects democratic control and has as its basis of decision decentralization is referred to as "horizontal," or "flat."

Flat organizations are characterized by fewer managerial levels, larger spans of control with more people responsible to a single authority and less vertical communication. In flat organizations, considerable decision-making authority is vested in administrative officials at all levels.¹

Clear verbal descriptions and diagrams of the above organizational structure can be found in Organizing Schools for Effective Education.² In spite of the neatness of available diagrams and seemingly clear-cut definitions of administrative structures, harmony of thought regarding the nature of such structures is not the rule. The description of organizations as "mature" and "immature" is another indication of the many new approaches to the concept of organizational structure.

¹E. C. Stimbert and Archie R. Dykes, "Decentralization of Administration," Phi Delta Kappan, XLVI (December, 1964) p. 175.

²Daniel Griffiths, David Clark, D. Richard Wynn, Organizing Schools for Effective Education, Danville, Illinois: The Interstate Printers and Publishers, Inc., 1962, possim.

Changing Concepts of Organization and
Trends in Administration

The concept of the mature and immature organization as presented by Bartky¹ calls attention to the conflict between the advocates of the conservative, traditional structures embodying delegated authority and the present day advocates of the structures emphasizing psychosocial interactions.

Mature organizations become the reflexes and the established and acceptable habits of a democratic society. Society employs them to care for its necessary routines and to provide for its basic needs. Society does not suggest to these organizations that they devote any great effort to an examination and reconsideration of their purposes. It insists that they accept its delegated leadership. Hence, mature democratic organizations are not miniatures of democratic society and might, because of this fact be labeled autocratic by those who do not consider their birthright.²

With the context of this definition in mind Bartky maintains that the two-year college is a mature organization and that the accepted administrative pattern of faculty and staff participation is not appropriate in the two-year college.³ In the same article he further states that "immature organizations become the laboratories for a

¹John Bartky, "The Nature of Junior College Administration," Junior College Journal, XXVIII (September, 1957), p. 3-7.

²Ibid., p. 6.

³Blocker, et al., op cit., p. 147.

democratic society."

Others accept the latter definition as applicable to the two-year college. Two representatives of this current change in viewpoint are Taylor and Dick.¹ It is their contention that in order to achieve quality of educational services and to allow members of the faculty to achieve self-realization of professional roles, the two-year college must have internal organization similar to that of the university which permits faculty participation.

These two variant points of view essentially parallel those represented by Gouldner's² classification of "the rational model of organizational analysis" and "the natural-system model of organizational analysis." "The primary difference between the two positions is the stress, or lack of stress, upon rationality or individual and group interaction as the primary foundation of organizational life."³ The appearance of such terminology in contemporary literature is evidence of the intense interest developing in the field and the changing of concepts to include the administrative organization in the larger framework of society with

¹Morris F. Taylor and Herbert W. Dick, "More About 'The Nature of Junior College Administration'," Junior College Journal XXVIII (December, 1957), pp. 220-222.

²Alvin W. Gouldner, "Organizational Analysis," in Robert K. Merton, Leonard Broom, and Leonard S. Cottrell, Jr., editors, Sociology Today: Problems and Prospects, New York: Basic Books, Inc., 1959, pp. 400-428

³Blocker, et al., op. cit., p. 170.

all its ramifications. Using Gouldner's rationale and natural-system models as their rationale, Blocker, et al.¹ analyze administrative organization and relate it specifically to that of the two-year college which they regard as an integrated socialization. They believe that in this setting there are two types of roles functioning simultaneously - organizational and individual.

Both types of roles are defined as a pattern of behavior or action consistent with a defined position of the general culture or social system. The various roles assigned two-year colleges have been reasonably set forth by society, but the realization of those goals depends, in large measure, upon the leadership exerted - not only by formally appointed administrators, but by all members of the professional staff.²

Perhaps it is the recognition of these roles and the importance of their interaction that has prompted a concerted effort among educational administrators to take a fresh look at the informal organization pattern in its perspective to the formal organization. A new direction of thought regarding informal and formal organization has been evolving during the last three or four years. A reflection of this occurs in

Organizing Schools for Effective Education:

More recently, students in the field have noted that classing conceptions of behavior and group relationships

¹Ibid., pp. 168-200.

²Ibid., p. 172.

as either formal or informal is proving inadequate. They view as emerging a move towards conceptualizing these relationships and behavior patterns along a continuum. Formally mandated relationships and behavior are at one end. Pure friendship groups are at the other.¹

The authors purport that between these ends, or poles, lies a continuum of human relationships which are more or less related to the jobs to be done in the formal organization. Traditionally, there are basically three orientations distinguishable in the writings on informal organization: one, the informal organization is subversive to the formal organization; two, the informal organization is a healthy supplement to the formal organization; and three, the informal organization provides for the psychological welfare of the members of the formal organization. These orientations, under the common phrase, "informal organization" refer to different phenomena, according to Iannaccone.² Reiterating the new trends of thought, the major criticism of these different orientations is that they emphasize the dichotomy of the formal organization. Further evidence of the trend to view administrative structure as single organization rather than a dichotomy is found in the writing of

¹Griffiths, Clark, Wynn, Iannaccone, op. cit., p. 227. The authors acknowledge their source as: Robert Dubin, The World of Work, Englewood Cliffs, New Jersey: Prentice Hall, 1958, pp. 61-76.

²Laurence Iannaccone, "An Approach to the Informal Organization of the School," Behavioral Science and Educational Administration, op. cit., p. 225.

Carlson¹ in which he stresses the relationship of the organization to its environment.

Thus, concern with human elements and the interpersonal relationships in the workings of the administrative organization is the salient theme in current educational administration literature. Commensurate with this theme is the plea for less authoritarian control and more democratic participation, less centralization of power and more decentralization of authority.

In an effort to meet new needs and new demands the administration of public education has undergone and continue to undergo evolutionary changes. Among these is the movement toward decentralization, as leaders of foresight and ingenuity seek to keep the administrative structure of public education in tune with emergent social and cultural forces.²

This move for decentralization brings with it the hope for a close alliance between the place of responsibility and the point of actual operation, the hope for a freer flow of communication, both upward and downward, in the hierarchical system, the hope for more cooperative group activity, and the hope for the opportunity for staff participation in policy development and decision-making. In the past, the

¹Richard O. Carlson, "Environmental Constraints and Organizational Consequences: The Public School and Its Clients," Behavioral Science and Educational Administration, op. cit., pp. 262-276.

²Stimbert and Dykes, loc. cit., p. 174.

faculty has had little voice in major administrative decisions, but now they are demanding that they be heard. Professional negotiations and collective bargaining are established facts on today's scene.

The question now facing educational leadership is whether the present organizational structure and decision-making process can adjust to the change being thrust upon them by a rapidly maturing profession without a long period of fractricidal strife and controversy.¹

Inherent in all the literature is the belief that a realistic approach to the problem is one which seeks to reorganize the administrative structure in a manner which is acceptable in a democratic society, yet does not destroy power and authority. A concept on line and staff, representing delegated authority, is inevitable and necessary. If it were to be abolished educational administration would become "both chaotic and ineffectual."² The limitations of the line and staff organizations are being successfully overcome as reported by Skogsberg.³ Containing some features of the line and staff concept, the operational patterns now being developed in the school system discussed by Skogsberg are essentially those termed flat organizations. The

¹Archie R. Dykes, "Democracy, Teachers, and Educational Decision-Making," School and Society, XCII (April 4, 1964), p. 156.

²Campbell and Gregg, op. cit., p. 291.

³Skogsberg, op. cit.

essential elements are democracy and adaptability.

The trends indicate that as operational patterns shift from a hierarchical structure to one in which there is constant and effective interaction, the role of administrative leadership will become that of a mediator and will become increasingly coordinative and less directive in all of its functions.

Another trend as seen by Blocker, Plummer and Richardson is that "the organization will be faced with stronger and more persistent pressures from external sources - parents, business and industry, state and national agencies, and legislative bodies - to adapt more rapidly to changing social and economic needs."¹ These authors also note other trends which are related specifically to administration of the two-year college. One is a larger number of individuals training for administrative posts in two-year colleges, one of the stimuli being the development of the W. K. Kellogg Junior College Leadership Programs in ten major universities. Another trend is the professional encouragement of students to involve themselves in scholarly study and research in the area pertaining to the two-year college. And finally, in the various states there has been a consistent trend toward the coordination of higher education. A clearer perception of the role of the two-year

¹Blocker, et al., op. cit., p. 198.

college in the total state system has resulted, making it plain that the two-year institutions will play an increasingly important role in higher education in the years to come.¹

Summary

The literature dealing with the organizational and operational patterns of administration related specifically to the junior college is very sparse. The limited material available in this field is mostly of a recent date, and a large percentage of it is found in periodical publications. There is considerable literature pertaining to general areas of educational administration dealing with types, functions, theories, and principles of organization. The literature on government and public administration is quite extensive.

It was from the writers on government and public administration in the early twentieth century that educational administration received a great impetus. The efficiency experts and scientific management movement of the period had a definite influence on the formation of the administrative organizations in school systems along the line and staff concept. This type of operational structure, with varying degrees of alterations, has persisted almost without exception in educational administration down to the present day.

¹Ibid., p. 197.

The efficiency studies in business and industry and a growing interest in public administration again had an influence on educational administration in the period following World War II. This time the emphasis was on the development of an administrative theory. Various concepts of educational administration emerged which exhibited the impact of the social sciences as each of them was characterized by a concern for human relationships.

A natural outgrowth of the development of a theory of educational administration was the evolution of a multitude of approaches to the form or constructs of the organizational structure. There is a wealth of literature regarding every conceivable aspect of the formal and informal organization including administrative tasks and functions.

Concepts of educational administration have been under scrutiny during the last decade. The pressures for change demanded by our technological age are being felt keenly by those concerned with educational administration. The trend is to view the operational patterns and organizational structures in the larger framework of society. Attention is being given to both internal and external aspects of organizational structure with special emphasis on the significance of interactions between the formal and informal, and more particularly, between the organization and its social setting. The dominant theme in current literature on educational administration is the urgent need for reorganization of

operational patterns to provide for democratic procedures, less centralization of authority, more faculty participation in decision making, freer flow of communication.

CHAPTER III
ORGANIZATIONAL STRUCTURES IN MICHIGAN
COMMUNITY JUNIOR COLLEGES

The administrative structure as defined in Chapter I is the impersonal system which arranges administrative personnel in such a way that their coordinated efforts effect the accomplishment of determined goals through the assignment of specific duties and responsibilities. In Chapter III, the investigator has reported upon the organizational structures in Michigan Community Junior Colleges as they existed during the school year 1964-1965.

In Chapter III the investigator was concerned with line and staff structures, including the development and responsibility of each, the titles of all line officers and their respective duties, the academic structures involving departmental and divisional structures. Current general trends have been recognized and any problem areas that have been suggested by the administrators in the study have been included.

The following questions were answered:

1. What are the existing line and staff structures in Michigan Junior Colleges? How are they related to the type of district and to the changing concepts of administration?
2. What are the titles of line and staff officers in Michigan Junior Colleges? What is their relation with the type

and size of the college and the function of the position?

3. What have been the duties of line and staff officers and how have these been related to areas of administration?
4. What are the academic structures in Michigan junior colleges and what are the paramount factors in their administration?

Background Information

There are currently three types of districts in Michigan operating junior colleges: (1) public school district; (2) county community college district; and (3) community college district formed by two or more school districts or one or more contingent counties. The oldest and original district is the so-called K-12 school district. The junior college in Michigan was established as an outgrowth of the secondary school and was considered an extension of the high school. Each one of the early junior colleges was located in a high school building, used a joint faculty and was considered as the 13th and 14th grades.

The following colleges were typical of this pattern:

1. Grand Rapids Junior College was established in 1914 by the Board of Education of Grand Rapids upon the recommendation of the University of Michigan, and until 1925 was located at Central High School and the two institutions were under the same administration.

2. Highland Park opened in 1918 as a part of the public school system of Highland Park. It is one of the few colleges still operating within the high school building - probably for lack of adequate space elsewhere.

3. Bay City Junior College was established in 1922 and until 1961 operated in the same building and on the same campus with Bay City Central High School. In 1961, Bay City Junior College was absorbed by Delta College with a campus set apart from Bay City, Saginaw, and Midland.

4. Flint Community Junior College began its operations in 1923 and the college shared the faculty and the new buildings of Central High School. In 1931 the College moved to the Oak Grove Sanatorium on the same campus and still the faculty and buildings were shared with the high school. In 1955, the College moved across Gilkey Creek to a new 32 acre campus with new buildings set apart from the high school and faculty members were not shared.

5. Port Huron Junior College began in 1923 and college classes were first held in the high school building. In 1928, the College moved to the Maccabee Building where it remained until 1957. It was then moved into the old vacated high school building. It is now entirely divorced from the high school program.

6. Muskegon Community College was established in 1926 in the new Senior High School building. In 1934, the College moved downtown to the Hackley School Building where

it was separate from the high school.

7. Jackson Junior College was organized in 1928. The College occupied a building adjacent to Jackson High School and still remains there. However, plans are being developed at the present time to move to a new campus outside the city.

8. Henry Ford Community College was founded in 1938 as Fordson Junior College. In 1946, the name Dearborn Junior College was adopted for the school that had been annexed in 1944 to Dearborn. In 1952, the name was again changed to Henry Ford Community College. In 1956, the Ford Motor Company gave to the Dearborn Board of Education seventy-five acres of land on the former Henry Ford estate for use by the Henry Ford Community College.

9. Lake Michigan Community College was organized in 1946 as Benton Harbor Junior College. The high school building was its temporary home. In 1947, a new building was erected on the high school grounds and it became the home of the college until 1948 when the junior college moved to the Central Building away from the high school campus. This location was abandoned in 1959 for a new 20-acre campus in Ox Creek Valley. In 1963, the voters of Berrien County approved the establishment of a county community college which has absorbed the original Benton Harbor Junior College and is now called Lake Michigan College.

10. Northwestern Muskegon College was founded in 1951. Classes were temporarily held in the Airport Administration Building, but in 1955 they were moved to the new campus, a 75-acre wooded tract at the foot of Old Mission Peninsula.

11. Alpena Community College began in 1952 and the college was located in the new high school building. In 1958, the College was moved to a new 70-acre campus away from the high school.

12. Macomb Community College was established in 1954 as South Macomb Community College and as a part of the Van Dyke Public Schools. Classes were held at the new Lincoln High School building and still meets there. The College was incorporated into a County Community College in 1962 and will move to its new campus the Fall of 1965.

13. Gogebic Community College was formerly Ironwood College from 1931 to 1938 and it was part of the Ironwood Public School system. It is still located in the Luther L. Wright Building and it is still closely associated with the high school program with a combined faculty. This will change with the 1965-66 school year as this school will become a county community college.

14. Kellogg Community College began classes in 1956 as Battle Creek Community College with many classrooms being used jointly with Battle Creek High School. In 1959, the name was changed to Kellogg Community College and in

1960, the College was moved to a completely new campus separate from the high school.

It can be seen from the brief history of the junior colleges in Michigan that most of them grew out of the high school setup, but that most of them have now left the high school setting. Simultaneously with the leaving of the secondary setting, there was no longer a joint faculty serving both the high school and the junior college. The junior colleges have become separate units staffed by their own administration and faculty and are being patterned after higher education rather than after secondary education.

Legislation for the establishment of junior and community colleges in Michigan has been permissive. The following acts are taken from the General School Laws of the State of Michigan to point this out:

(1151) 390.901. Junior and community college programs.

Sec. 1. It is declared to be the policy of the state to further the development of approved junior and community colleges to supplement existing state supported colleges and universities in providing educational programs and facilities for the first two years of college study.

(1152) 390.902. Junior and community college programs:
distribution to public school districts.

Sec. 2. The public school districts entitled to any distribution hereunder shall include those public school districts which now maintain an approved junior college, community college, or university, and those public school districts which may hereafter secure the approval of the state superintendent of public instruction with the advice and counsel of the state board of education for the establishment of such a college.

(1155) 390.871. Community college: district establishment.

Sec. 1. One or more contiguous counties, after the county boards of education of the counties have secured the approval of the superintendent of public instruction with the advice and counsel of the state board of education, or two or more school districts which operate grades kindergarten through 12 within a county or contiguous counties, after the boards of education of the districts have secured the approval of the superintendent of public instruction with the advice and counsel of the state board of education, may, by a majority vote of the electors thereof voting thereon, join to form a community college district for the planning, promoting and/or acquiring, constructing, owning, developing, maintaining and operating within their limits a community college.

Since World War II there has been a steady growth of community colleges in Michigan. There has been a definite movement from public school community colleges to the community college district type of operation. There has been no new public school junior colleges established since 1952 when Alpena's Board of Education established a community college in their school district. It seems very unlikely that any new public school district operated junior colleges will be established in the future for the following two reasons: (1) the Community College District Act passed in 1955 which allows one or more contiguous counties or two or more school districts to form a community college district gives this establishment a broader tax base and a broader geographical area to serve than a local school district can, and (2) it is the recommendation of the Blue Ribbon Committee on Higher Education in Michigan that there shall be no new public school district junior colleges established in Michigan and that all community junior college districts in the future

be separate from a K-12 operation.¹

The number of junior colleges surveyed in this study indicate that eight, or 45 percent, have been colleges operated by public school districts; four, or 22 percent, of the colleges were operated as county community college districts; and six, or 33 percent, operated as regional community college districts serving more than one county or in the case of Schoolcraft, for example, serving more than one school district. A number of the public school districts were contemplating a change to larger district organization. One college, Lansing Community College, reported as a public school district although the school as of July 1, 1965, was moving to a county community college organization as Ingham Community College. Highland Park Community College, a public school junior college has indicated an interest to be a part of the Wayne County Community College if approved by the electors. On the other hand, Henry Ford Community College of Dearborn, a public school junior college, and Schoolcraft, a regional college, have indicated they do not want to be a part of the Wayne County Complex.

Table I indicates the colleges that were formerly public school district colleges and have moved to county or regional community colleges in recent years. Out of the original thirteen public school junior colleges in Michigan

¹Report of Study Committee I-C, Area Postsecondary Institutions - Community Colleges. Prepared by Michigan Citizens Committee on Higher Education, March 1965, p. I-C 15.

TABLE I

Public School District Junior Colleges Now
County or Regional Community Colleges

Formerly	College District Now
Bay City Junior College	Delta College
Jackson Junior College	Jackson County Comm. College
Battle Creek Jr. College	Kellogg Community College
Benton Harbor Jr. College	Lake Michigan Comm. College
Lansing Comm. College (effective 7/1/65)	Ingham County Comm. College
Muskegon Junior College	Muskegon Community College
Gogebic Junior College (effective 7/1/65)	Gogebic Community College
Alpena Community College	No change
Flint Comm. Jr. College	No change
Grand Rapids Jr. College	No change
Henry Ford Comm. College	No change
Highland Park College	No change
Port Huron Junior College	No change

there remain only six that have retained their public school district with seven colleges moving to a regional or county community college district. With the exception of Alpena Junior College, all other colleges newly organized since 1950 in Michigan have been organized not on a public school district but rather on a regional or county community college district basis.

Enrollments in Michigan junior colleges have varied from a low of approximately one hundred and twelve full-time students to a high of two thousand two hundred and sixty full-time students. The part-time enrollment ranks from a low of one hundred and fifty-six to a high of seven thousand and twenty-nine students.

Table II shows the mean and median enrollments for full and part-time students according to districts. The mean day enrollment for regional community college districts for full-time students as indicated has shown twelve hundred (1200) with a median of three hundred and eighty (380) for part-time students. The median for full-time students for regional districts was eight hundred and seventy-seven students (877) and a median of four hundred and twenty (420) for part-time students. The county community college districts show a mean of one thousand and ninety-three (1093) full-time students and a mean of one thousand six hundred and forty-seven (1647) for part-time students. The county community college districts show a median of one thousand

TABLE II

Mean and Median Enrollments of Full and Part-time
Students for the School Year 1964-1965

Type of District	No. of Colleges in Study	Mean Enrollment		Median Enrollment	
		Full- Time	Part- Time	Full- Time	Part- Time
Regional	6	1200	380	877	420
County	4	1093	1647	1012	1934
Public	8	1480	1727	1266	2084

and twelve (1012) full-time students and a median of one thousand nine hundred and thirty-four (1934) part-time students. The public school district community colleges show a mean of one thousand four hundred and eighty (1480) for full-time students and one thousand seven hundred and twenty-seven (1727) as a mean for part-time students. The median for full-time public school community college students is one thousand two hundred and sixty-six (1266) with the median being two thousand and eighty-four (2084) for part-time students.

Junior College Administrative Structures

The traditional lines of administrative communication in industry have been vertical passing through a more or less pyramidal type of organization where complete authority for the procedure originates at the top and sifts downward and very little, if any, group action or interaction has been allowed. Simpson states that horizontal organization has been a characteristic of organizations of all descriptions where there has been a need and desire for joint problem solving and coordinate work experience.¹

Because junior colleges, as well as other segments of education, developed administrative concepts from business, government, and the military, it would seem that Simpson's

¹Richard L. Simpson, "Vertical and Horizontal Communication in Formal Organizations," Administrative Science Quarterly, September, 1959.

description of communication has been followed somewhat by the junior college movement. As one explores the literature on line staff organizations in junior colleges, he soon finds that there is little information in this regard.

In 1950, Jesse Bogue¹ published an organizational chart that seemed appropriate at that time for a junior college of three thousand students. This chart is duplicated in Appendix E.

John Visser developed an administrative structure as a reorganization project at Grand Rapids Junior College, Grand Rapids, Michigan. This organizational chart is typical of a public school district junior college serving twenty-one hundred students, allowing for the addition of an assistant dean of student affairs and a director of placement, publications, and public relations as the enrollment increases.² This chart is duplicated in Appendix F.

Jesse Bogue's chart represents a four or five echelon structure depending on the administrative authority delegated to the minor staff officials; whereas Visser's chart represents a two or three echelon structure. This depends on how much influence is felt by the superintendent of that public school district.

¹Jesse Bogue, The Community College, New York: McGraw Hill Book Company, Inc., 1950, p. 286.

²John Visser, "An Experiment in Administrative Reorganization," The Junior College Journal, September, 1961, p. 50.

Blocker et al. comments on his two line staff charts as listed in his book, The Two-Year College: A Social Synthesis. A chart can show: (a) the span of control at various levels within the administrative hierarchy, (b) responsibility of officers to other officers, (c) responsibility of certain personnel to other personnel, (d) various coordinate (staff) assignments which are set up in relationship to administrative positions, (e) routes of communication, and (f) suggestions of commensurate authority which should accompany assigned responsibilities.¹

Appendix G shows a conventional line staff organization of a two-year college as Blocker envisions it. The responsibilities of each of the individuals on the five levels would typically be outlined in a faculty handbook and in the policy manual of the board of control.

Blocker states, that in theory at least, the academic dean, the dean of student personnel, and the business manager are responsible for three discrete areas or functions.² In practice, however, the success of the organization depends as much upon horizontal coordination and cooperation as it does upon vertical implementation of authority and responsibility. The primary functions of the college are implemented by its academic dean and the dean of student personnel. That

¹Blocker, et al., op. cit., p. 177.

²Blocker, et al., op. cit., p. 178.

is, the services provided by these divisions of the college have a direct educational impact upon students. All other segments of the formal organization are subordinate to these divisions in the organizational plan and should function to support the academic and personnel programs.

Appendix H is a recommended Line-Staff Organization for Community and Junior Colleges by Blocker et al. This line-staff chart has the advantage of placing the four major educational administrators on the same level. In all too many colleges the academic dean is placed above officers responsible for equally important aspects of the college program. This chart also points out that the director of community relations and the business manager would occupy a staff relationship with the administrative line officers of the college rather than be classified as line officers themselves. These two functions are not central to the basic educational service of the college; rather, they are supporting services necessary for the effective implementation of the educational program of the college.

The Development and Organization of Administrative Structures

Sears wrote that the problem of organization may be approached by one of three methods: (1) by a preconceived pattern or plan, frequently that used in a previous job, (2) by treating the new organization as a practical problem to be solved empirically in light of existing facts and

circumstances, or (3) by a theory of organization based on psychological, biological, and sociological foundations.¹

The question is raised as to what extent the Michigan Junior Colleges developed their organizational structures by study or by chance. The questions were asked of chief administrators of the eighteen junior colleges operating in Michigan in the school year 1964-1965. Seventeen responded while one administrator felt his institution was too small to participate in the study. The following questions were asked:

1. How long has your present administrative organizational structure been in effect?
2. For what reason(s) was a change made from your previous organizational structure?
3. Who was responsible for initiating or recommending the change in the institutional organizational structure?
4. What were the determining factors in deciding upon your organizational structure?
5. Is your present administrative organization evaluated on a regular basis?

The administrative structure and organization of Michigan junior colleges have been and are a constant concern of the junior college administrators of Michigan as evidenced by noting Table III and Table IV. Fifty-two

¹Jesse B. Sears, Public School Administration, New York: Ronald Press Co., 1947, p. 213.

TABLE III
Changes In Organizational Structures of
Michigan Junior Colleges

Length of Time	Community Colleges					
	Pub.School		County		Regional	
	N	%	N	%	N	%
Under two years	2	25	4	100	3	60
Two to five years	4	50	-	--	1	20
Over five years	2	25	-	--	1	20
Total	8		4		5	

TABLE IV

Reasons for Changes in Organizational Structure In
Michigan Junior Colleges

Reason for Change	Community Colleges					
	Pub.School		County		Regional	
	N	%	N	%	N	%
Administrative change	1	12½	1	25	1	20
Growth and expansion	4	50	1	25	-	--
Change of district status	-	--	2	50	2	40
North Central or agency recommen- dation	2	25	-	--	-	--
No change	1	12½	-	--	2	40
Total	8		4		5	

percent of the colleges had organizational changes as recent as two years ago. Twenty-nine percent experienced changes from two to five years ago while twenty-one percent moved at a slower pace with changes no more recent than five years ago. The four county community colleges had complete reorganization of administrative staffs in the last two years. This is the result of the newness of these organizations having either **been established** as brand new identities or where public school districts such as Jackson and Lake Michigan (formerly Benton Harbor) moved to a new college district. The public school districts have also shown a remarkable percentage of changes. Seventy-five percent of the schools have experienced administrative reorganization in the last five years or less. The regional colleges have experienced an eighty percent change in administrative assignments.

Fifty-one percent of the administrators mentioned that the reason for organizational change was due to a combination of growth, expansion, and change of district status. Two administrators reported change as a result of North Central Accrediting Agency recommendations or by a private survey firm such as Booz, Allen and Hamilton. Three colleges reported changes as a result of a change in the administrative head of the institution and that individual's own frame of reference.

The top administrator of the college, whether he is

called President, Dean, or Director, in every case except one, made the recommendation for changes in the administrative structure. The one exception was a very small junior college and the Director stated that the board of education made the change necessary. In all cases, one can assume the board of governors of the college districts have the legal and final authority for the decisions based on the top administrator's recommendation. Five of the colleges did report that administrative cabinets did give guidance to the chief administrator and four schools reported that it was a combination of chief administrator, administrative cabinets and some faculty participation.

Table V shows that forty-seven percent of the junior college administrators reported that their administrative cabinets and faculty were involved in extensive study as to organizational development while thirty-five percent reported that their organizational structure was patterned after other junior college organizations. Of the two colleges (10 percent) that reported other agencies, one was a recommendation by North Central to make changes and the other patterned their organization after a consulting firm produced its recommendation. One college reported the reason for change as unknown.

The question was asked of the chief administrators if the present organization was evaluated on a regular basis? Eighty-nine percent reported that their organizations were

TABLE V

Determining Factors in Developing Organizational
Structures in Michigan Junior Colleges

Determining Factors Developed By:	Community Colleges					
	Pub.School		County		Regional	
	N	%	N	%	N	%
Administrative Study	3	37½	2	50	3	60
Other Junior College Structures	2	25	2	50	2	40
Other Agencies	2	25	-	--	-	--
Unknown	1	12½	-	--	-	--
Totals	8		4		5	

subject to review by a combination of the chief administrator, cabinet and the board. Eleven percent reported that they were not subject to yearly evaluation.

When the chief administrators were asked whether they felt the present organizational structure satisfied the needs of the college, as he (the chief administrator) saw them, twelve reported they were satisfied while five administrators reported dissatisfaction. A chief complaint by the public school administrators was the lack of autonomy and dependence on the K-12 central administration. The business affairs office was criticized by three of the schools for their influence on the programs. Two of the schools reported dissatisfaction in that they felt that department chairmen should carry more responsibility. The administrators were asked whether department chairmen received extra remuneration or extra pay for their duties. Nine colleges reported they received both extra pay and released time to carry out their responsibilities, three reported released time only, one reported extra pay only, and three reported neither extra pay or released time were given to department chairmen.

The administrators were asked if the present organizational structure was inadequate, what changes would they suggest, and why. Twelve administrators (71 percent) reported their structures were adequate while five administrators (29 percent) reported the following: (1) would like rotation of department heads, and (2) add new positions such as Director or Dean of Instructional Services, and a Technical Dean

depending on the growth of the institutions.

In a related question as to any specific concern related to the organizational structure, it was found that the public school districts reported a financial problem of having no control over their budget or finances as a prime concern. The remaining ten colleges, made up of regional and county college districts, were concerned with problems of growth related to adding administrative positions but made no concrete recommendations as to when this should be done based on the size of the institutions.

Titles of the Top Administrative Echelons of
Michigan Junior Colleges

Chief Administrative Titles

In 1944, Koos reported on a survey conducted in one hundred and sixty-seven junior colleges which, he claimed, were three-fourths of the total junior colleges in the United States at that time.¹ The head of the college in ninety-eight of the colleges was referred to as dean; in thirty-five colleges as president; in ten colleges as director; in five colleges as principal; as superintendent in only five; and in one college as coordinator. By comparison, the Michigan junior college top administrator titles as reported in the 1965 Junior College Directory are as follows: seven, thirty-nine percent, are presidents;

¹Leonard V. Koos, "Junior College Administrators and Their Scope and Function," School Review, 52:143-150, March, 1944.

four, twenty-two percent, are directors; and seven, thirty-nine percent, are listed as deans. A further breakdown as to public school district junior college administrators shows the titles listed in the Junior College Directory as not being entirely correct for in all cases of the public school district junior colleges, the Superintendent of Schools is the top official with the titles listed in the Directory as being second echelon positions. Under the Superintendent of Schools for the public school districts no person is designated as president. Two of the schools list the top aide under the Superintendent as the director of the institution and the remaining six schools list the nominal head of the institution as dean. The regional junior colleges in Michigan list two as directors, two as presidents, and one as dean and in turn, the county junior college lists their top aide as president.

Instructional Administrative Titles

The Assistant Dean of Instruction has been the most popular title used by the junior colleges of Michigan. This title is most popular with the public school district junior colleges because, as previously reported, the nominal head of the public school district college was more often called dean and those under his supervision in most cases are called assistant deans and such is the case in the instructional area. Five colleges of this type reported that the instructional leader was called assistant dean, one was called

director. The four county districts report one academic vice president for instruction with a dean of instruction reporting to him and the remaining three listed their chief instructional leader as dean. The six regional colleges report four deans of instruction, one director, and one reporting the president as carrying on this function because of the small enrollment of the school at this time. The title of instruction appears in each title whether it is listed as vice president, director, dean, etc.

Student Personnel Titles

The title Dean of Student Personnel or Assistant Dean for Student Personnel was used in twelve, seventy-five percent, of the junior colleges. Two colleges, twelve and one-half percent, used the title director of student personnel, while two colleges, twelve and one-half percent, reported their enrollment too small for the position at this time. In all schools that reported the position of Dean of Student Personnel, it was noted that this title was superimposed over such titles dealing with guidance, activities, admissions, and registrar which today are considered, by most authorities, as student personnel functions. This evidence indicates that the dean of student personnel is considered a higher status position by college administrators in Michigan. Only one school reported the position of Admissions and Registrar as being equal to the student personnel position.

A great variety of titles have been found to exist in administrative capacities under the leadership of the Dean for Student Personnel in Michigan junior colleges. For example, the following are listed: registrar, admissions, director of counseling, director of activities, coordinators, counselors, dean of men and dean of women, assistant deans, and other various combinations.

Technical-vocational Administrative Titles

In the area of technical-vocation-terminal educational administration, practically every school had listed a different title for its administrator in this area, though here again, there were considerable variations in their respective job functions. For example, some of the following familiar titles were used: director of, coordinator of, dean of, or supervisor of.

Business Supervisory Titles

The function of business services showed less diversity of titles than any of the other administrative areas. The eight public school district colleges were all associated with a central administration and shared equally the title of assistant superintendent for business or director of business, as the case may be. The remaining combination of regional colleges and county colleges assigned the title of business manager with one county college designating this office as business affairs.

Auxiliary Administrative Titles

For the most part, auxiliary titles have been considered administrative, but more often than not, they serve as a subordinate function with other administrative assignments. Some of the auxiliary titles reported in this study were placement, financial aids, public or alumni relations, residence, health services, research, administrative assistant, library services, and campus development and community services. In the two areas of community service and institutional research, it is of significance to note that not one junior college listed both functions as a part of their administrative structures. The colleges either had one or the other and in the case of smaller schools neither. Six colleges listed a title of community services and only three listed a title corresponding to research.

The basic problem concerning administrative titles in Michigan is well expressed by Hall.¹

Those in the community college field must work to clear up titles, cause administrative responsibilities to be more clearly defined, and initiate action for their communities to re-examine the form of control and organization presently in effect in terms of the task. With attention to these matters the image of the community college

¹George L. Hall, "Confusion in the Control of the Junior College," The Junior College Journal, Volume 32 Number 8, April, 1962.

will evolve.

In Michigan junior colleges, the titles of president and superintendent are the only ones that have precise connotation. The title of dean, for example, could apply to the following situations: Dean of: the college, of students, instruction, men and women, vocational and terminal coordination, etc. Likewise, the title of director could refer to Director of: the college, student affairs, admissions, counseling, liberal arts, etc.

The status of these titles could have many meanings. As an illustration, the dean of instructional services in one college has comparable titles in other colleges such as associate dean, assistant dean, coordinator of instruction, administrative assistant in charge of instruction, assistant superintendent for instruction, and director of instruction.

Duties of the Chief Administrator

As a part of this study, a letter was sent to all administrators of the Michigan junior colleges asking them for information on the duties of their chief administrative positions. It is appropriate to mention that the forwarding of information related to the duties for auxiliary titles was left to the discretion of the chief administrator. All of the administrators forwarded only the duties of the top two or three administrative positions and chose not to list the auxiliary positions as they were, in almost every case,

subordinate to a higher division status. Seventeen administrators returned the information while one commented that the college was too small to be involved in such an extensive study.

Because of the great complexity and variation in titles and duties, the investigator took on the task of developing a composite of the duties of these positions: chief administrator, dean of instruction, dean of vocational-technical education, dean of community services and business services, and dean of student personnel. They are as follows:

Chief Administrator

General Responsibilities:

The Chief Administrator of the College is responsible to the Board of Trustees for the total operation of the College, including the recommendation of administrative policies, and for the administration of the college according to established purposes, regulations and policies.

Specific Duties:

1. Act as Executive Officer of the Board of Trustees and assume general responsibility for the organization and operation of the college.
2. Prepare and recommend for adoption by the Board of Trustees statements of the purposes

and objectives of the college and policies relating to its organization and operation.

3. Prepare and submit an annual budget and recommend necessary budget changes.
4. Recruit and recommend the appointment, reclassification or dismissal of staff members.
5. Make recommendations regarding maintenance and improvements in buildings and grounds, including new buildings and facilities as needed.
6. Approve purchase orders for materials or services not specified in the annual budget.
7. Stimulate and direct the introduction of new programs and the planning of college development.
8. Accept responsibility for development and recommendations of policies pertaining to personnel, including salary schedules.
9. Serve as final referral point for individual student, student group, and staff problems.
10. Report and recommend student-and

staff-formulated policies relating to matters of proper concern to them.

11. Assume responsibility for public information concerning the college.
12. Promote the cultural and diplomatic activities of the college, serving as host on appropriate occasions to individuals or groups, both within and outside the college.
13. Represent the college in dealings with other educational institutions, educational organizations, state agencies and legislative bodies.
14. Participate in local, state, regional, and national organizations devoted to improvement of education, and especially the community college.
15. Formulate and transmit reports required by governmental and educational authorities.
16. Development of institutional research and the evaluation of the success of the college.
17. Prepare and submit annual and special reports on the state of the college.
18. Exercise broad discretionary authority

within policies and procedures approved
by the Board of Trustees.

Dean of Instruction

General Responsibilities:

To assist the President and to act as administrative head of the College in his absence; to have direct responsibility for the instructional program, including the curriculum and the teaching staff.

Specific Duties:

1. Serve as a member of the Administrative Committee of the college and participate in the formulation of administrative policy. To act as chairman of the committee as the President may request.
2. Assist the President as needed in the general administration of the college.
3. Serve as the head of the college in the absence of the President.
4. Cooperate in the public relations program of the college.
5. Coordinate and administer the total instructional program of the college.
6. Serve as Dean of Arts, Science, and General Studies, and be directly responsible for all curricula in these areas.

7. In cooperation with the Dean of Vocational and Technical Education, promote and administer new programs, including programs for special and part-time students.
8. Facilitate the offering of academic extension courses by state universities to supplement the curriculum of the college.
9. Evaluate the instructional program of the college and promote activities directed toward its continuing improvement.
10. Evaluate the services of instructors and make recommendations concerning their retention, advancement, and in-service training.
11. Plan and supervise programs to orient new instructors and to develop and maintain faculty morale.
12. Cooperate with the Registrar, Dean of Vocational and Technical Education, and division or department chairmen in developing the academic schedule.
13. Assign or approve the assignment of instructors to classes, committees and

other duties.

14. Examine credentials and interview candidates for teaching positions and make recommendations to the President.
15. With others, promote alumni and community interest in the college.
16. Handle applications for approval of the college for veterans training.
17. Chair the committee responsible for assembling and publishing college catalog and other bulletins related to the instructional program.
18. Authorize expenditures from our annual budget and from internal funds.
19. Check on eligibility for graduation or certificates and make appropriate recommendations.
20. Report annually to the president on matters relating to instruction.

Dean of Vocational-Technical Education

General Responsibilities:

Supervise and administer all programs of an occupational nature, including area vocational-technical secondary and special training, retraining and upgrading curricula.

Specific Duties:

1. As a member of the Administrative Committee, participate in policy formulation for the college.
2. Have general responsibility for all technical, vocational and other occupational curricula of the college.
3. Have general responsibility for occupational programs administered by the area vocational secondary division.
4. In cooperation with the Dean of Instruction and Director of Continuing Education, plan and promote new programs of an occupational type.
5. Participate in community affairs, represent the college in appropriate civic organizations and otherwise participate in the public relations program of the college.
6. Negotiate with state and federal offices concerning reimbursable programs, see that reimbursement standards are met and that proper reports are submitted.
7. Examine credentials and interview candidates for teaching positions and make recommendations to the chief

administrator.

8. Evaluate the performance of instructors in the division and make recommendations regarding their retention, advancement, and in-service training.
9. Cooperate with the Dean of Instruction, Registrar, and department heads in developing the academic schedule.
10. With the Dean of Student Personnel, develop and supervise a guidance and placement service for students and prospective students in occupational fields.
11. Have primary responsibility for negotiations with secondary schools regarding the services of the area vocational school.
12. Coordinate departmental budget requests and work with the business manager in preparing the annual operating and the capital outlay budgets.

Dean of Student Personnel

General Responsibilities:

The Dean of Student Personnel is a line official and is

directly responsible to the Chief Administrator of the college. The duties and responsibilities are the supervision of all programs related to the student personnel program.

Specific Duties:

1. Be responsible to the Chief Administrator of the college for the planning, development, coordination, supervision, and evaluation of student services. The services shall include admissions, guidance, testing, placement, health, student activities, registrar's functions, veterans, loans and scholarships.
2. Supervise the work of the admissions officer, registrar, and office of student personnel services.
3. Be responsible for the establishment and maintenance of relations with secondary schools, colleges, and universities on matters of admission, articulation, and course approval.
4. Work closely with the chief administrator and the curriculum council in curriculum evaluation and in recommendations for new curriculums.

5. Supervise follow-up programs for students in business, industry, the professions, and in other colleges. Conduct continuing studies of dropouts.
6. In cooperation with members of his staff, and with the director of continuing and vocational education and his staff, shall initiate and be responsible for all college publications including the official catalog, official bulletins, newspaper, student handbook, directory, and literary magazines.
7. Organize the pattern of program planning and registration for students.
8. Accept such other responsibilities as may be delegated by the chief administrator of the college.

Director or Dean of Community Services

General Responsibilities:

The director or dean of community services is directly responsible to the chief administrator of the college and is responsible for interpreting the college to the

public and for recommending programs that will be of benefit to the public.

Specific Duties:

1. Relate the value and importance of education in general to the public.
2. Develop and maintain a clear and complete public understanding of the objectives, activities and benefits of the educational program of the college.
3. Advise college authorities of community needs and opinions in order that the college might better serve the community.
4. Help fit the community college into the total educational program of the area through continuous effort by personnel and staff contact.
5. Investigate the manpower needs of our area and attempt to relate them to the programs presently offered by the college.
6. Update and evaluate a speakers' bureau to maintain its effectiveness as speakers for community groups.
7. Provide the availability of concert series, lectures, drama and other

types of cultural entertainment in an effort to make the college the cultural center of the community.

8. Maintain an accurate alumni file with pertinent information concerning each graduate.
9. Maintain a college calendar of all college and college-related events.
10. Inform the public about the college operation through mass media communication.

Summary

The junior college in Michigan was an outgrowth of the secondary school and was considered an extension of the high school. The legislation for the formation of junior colleges in Michigan has been permissive and as a result, we now have three types of college districts: (1) public school districts, (2) regional districts, and (3) county districts. The trend is currently moving toward the larger college district having a wider geographical area to serve with a substantially higher tax base to support it. Seven out of thirteen original public school district junior colleges have since organized into the larger type district with the remaining colleges contemplating the advantages also. Governor Romney's Blue Ribbon report recommended that

no new K-12 college districts be formed.

There has been a marked increase in junior college enrollments and in the number of new institutions in Michigan. Current research indicates that this will continue at a record breaking pace. Junior college officials have been concerned how to handle this problem administratively. As one explores the literature he soon finds little written on the subject and accepts the fact that we in junior college education have developed administrative concepts from business, government, and the military. Jesse Bogue (1950), John Visser (1961), and Blocker (1965) have given us some developmental guidelines as to line staff relationships in junior colleges. Junior college officials in Michigan are concerned with the problem as more than one-half report that they made administrative changes within the last two years and almost all of them within the last five years were due to growth and expansion which could involve a distinct change of organization.

Administrative changes in Michigan junior colleges have been made principally by the chief administrator or administrative cabinet. Faculty have had little voice in the recommendation of changes made.

Writers in administration have been concerned with the titles and duties of administrators and it seems that Michigan is to be no exception to the rule. The same titles have appeared at various levels and in all areas of the

college program in Michigan. A title of dean has many connotations in the junior colleges of Michigan, for example. One writer feels that if we can clear up confusion of titles and duties of junior college administrators we would have a better image.

To help give a better or clearer picture of the duties and titles of the top administrators in Michigan junior colleges, a composite was made of these titles and duties based on information given to the writer by the chief administrator of the junior colleges.

CHAPTER IV
OPERATIONAL PATTERNS IN MICHIGAN PUBLIC
JUNIOR COLLEGES

Operational patterns have been defined in Chapter I as the interpersonal relationships within the administrative organization which exerts influence on the organization such as those which are seen in committee structure. The operational patterns presented in this chapter refer to the committees which are functioning in the current organizational setup of colleges for the purpose of making recommendations or decisions concerning various college problems. Examples of various committees are: faculty senate, curriculum, student personnel, counseling and guidance, library, and scholarship.

An analysis has been made of the various committees listed as responses on the questionnaires. The following questions were asked: (1) what operational committees are functioning under your present setup, (2) who is responsible for the appointment of staff on these committees, (3) are specific duties and functions outlined in writing for these committees, and (4) are there any lay community committees which assist the college in any matters?

The responses to the questionnaires, plus the printed material returned with them, have supplied the following data which indicate that committees are an integral part of

Michigan public junior colleges.

Administrative-Faculty Committees

Of the seventeen colleges which responded to the survey, all have committees functioning. However, one college, whose enrollment is quite small, has a committee of the whole which acts on all matters concerning the college. Therefore, the data on the different types of committees which follow concerns the remaining sixteen colleges in this study. There is a total of one hundred forty administrative-faculty committees in the sixteen colleges or an average of nine committees per college. There appears to be no relationship between the size of the college and the number of committees which it has. For example, one college, whose full-time enrollment is considerably under one thousand, has 12 committees functioning while another, whose full-time enrollment is well over one thousand, has only three committees functioning.

The titles of committees vary in terminology, but areas of service and functions performed do not show a great divergence. All of the committees group themselves into four basic categories: (1) administration, (2) instruction, (3) student personnel services, and (4) community services. Table VI indicates the way in which the 140 committees are divided among the four areas. Typical of the committees grouped in administration were: faculty senate, personnel policies, budget and finance, professional standards,

TABLE VI

Committees by Areas of Concern and Type of District in
Michigan Public Junior Colleges

Committee Categories	Public		County		Regional		Total	
	N	%	N	%	N	%	N	%
Administration	19	25	10	33.3	12	35.3	41	29.3
Instruction	16	21.1	8	26.7	8	23.6	32	22.8
Student Personnel Services	38	50	10	33.3	13	38.2	61	43.6
Community Services	3	3.9	2	6.7	1	2.9	6	4.3
Totals	76		30		34		140	

facilities, policy and procedure, commencement, and social-courtesy. It can be seen that 29.3 percent of the total committees deal with matters concerning administration.

Since there is often a broad scope in the nature of problems which committees attempt to solve, no line of demarcation can be drawn placing committees unalterably in one category. Curriculum committees, though undoubtedly related to administration, have been considered as having instruction as their primary function. Some other committees classified in the area of instruction are library, television, audio-visual, and vocational. The area of instruction constitutes 22.8 percent of the total of the committees.

Student personnel services seems to have the widest range of functions and to include more of a variety of titles than the three other areas. This 43.6 percent includes such committees as counseling and guidance, student affairs, admissions, activities, scholarship, health and welfare, safety, and financial aids.

Community services constitute only six percent of all of the committees and are summed up under publicity, alumni relations, and public relations.

In analyzing the data, it was noted that certain committees are common to quite a few of the colleges while others appeared only once, twice, or three times. The committees which occur with the most frequency are presented in Table VIII. It can be seen that there is no single committee

TABLE VII

Some Administrative-Faculty Committees of Michigan Public Junior Colleges and the Frequency With Which They Occur in the Different Types of Districts*

Total Number of Colleges (16)	Public (8)		County (4)		Regional (4)	
Committee	N	%	N	%	N	%
Curriculum (14)	8	100	3	75	3	75
Student personnel (14)	8	100	2	50	4	100
Faculty senate (13)	7	87.5	3	75	3	75
Scholarship (12)	7	87.5	3	75	2	50
Library (11)	6	75	4	100	1	25
Counseling and guidance (8)	6	75	0	--	2	50
Student activities (7)	6	75	1	25	0	--
Commencement (7)	4	50	1	25	2	50
Admissions (5)	4	50	0	--	1	25

*This table does not include two colleges as one has a committee of the whole for all matters and one college did not respond to the questionnaire

which is common to all of the colleges included in this study. As these committees are viewed from the standpoint of the type of college of which they are a part, it seems that the public junior colleges are more alike in their operational patterns than are the county or the regional. For example, one hundred percent of the public junior colleges have committees on curriculum and student personnel while only seventy-five percent of the county and regional schools have the same. A similar comparison shows that 87.5 percent of the public junior colleges have faculty senate and scholarship committees, while the faculty senate appears seventy-five percent of the time in the county and regional colleges and the scholarship committees occur seventy-five percent and fifty percent in the county and regional colleges respectively.

In determining who is responsible for the appointment of staff on the committees it was found that in four of the colleges, the president or dean alone was responsible. In two of the colleges this responsibility was held solely by the college administrative cabinet. In two others, the appointment of staff on the administrative-faculty committees is made by the college administrative cabinet and the faculty. In one college, the president/dean and the faculty are responsible, and in another, it is the president/dean and the college administrative cabinet who share the responsibility. In one college there is no certainty for this responsibility.

In the five remaining colleges, the responsibility for committee appointments is shared by the president/dean, the college administrative cabinet, and the faculty.

As the operational patterns of the junior colleges are in reality the result of committee action it seems important to learn if the duties and functions of these committees are outlined in writing. Eight schools responded that they do have the specific duties and functions of committees in writing. Six replied that they do not, and two colleges indicated that they have some written functions for committees but not for all.

A composite of the duties of the various committees has been made for those in which printed material was available. The following are representative of the functions performed by some of the more common committees:

Counseling and guidance

1. Recommending policy.
2. Developing a philosophy of guidance.
3. Staff planning.
4. Keeping informed on current practices.
5. Resolving problems between counselor and teacher.
6. Considering welfare of students.

Curriculum

1. Reviewing all curricular changes proposed by departments and divisions

of the college.

2. Making recommendations for curricular changes.
3. Evaluating existing curricular offerings.
4. Approving texts and materials.
5. Working on articulation problems.
6. Suggesting standards on grading.
7. Reviewing general education programs.

Library

1. Stimulate and draw attention to library problems.
2. Defining the philosophy of the junior college library.
3. Conducting studies and make recommendations.
4. Planning building needs.
5. Evaluating library collections.

Scholarship

1. Announcing available scholarships.
2. Evaluating applicants, records, tests, etc.
3. Awarding scholarships and notifying applicants.
4. Recommending academic probation standards.
5. Recommending policies concerning

academic standards, attendance,
and marking.

Admissions

1. Reviewing and recommending admissions standards and policies.
2. Reviewing and recommending procedures and forms.

Student activities

1. Promoting student activities.
2. Recommending policies and means of control.
3. Developing a philosophy.
4. Corrdinating all activities.
5. Sponsoring events.
6. Planning student convocations.
7. Formulating master schedules.
8. Evaluating activities program.

Commencement

1. Recommending graduation policies.
2. Arranging commencement program.
3. Procuring commencement speaker.
4. Preparing list of candidates for graduation.
5. Verifying graduation activities.

Student personnel

1. Recommending policies.

2. Organizing non-instructional services such as employment and tutoring.
3. Serving as a review committee for loans and housing.
4. Overseeing student publications.
5. Evaluating student activity program.

Faculty senate

1. Recommending policies and practices.
2. Clarifying and expressing faculty aspirations for the college.
3. Representing the faculty to the chief administrator and college governing board.
4. Providing a method of study and evaluation of existing policies.

Examination of committee functions reveals that all aspects of college life are touched upon by committee action. Still, there is little evidence that the colleges involved in this study have developed any integrated patterns of committee structure. One college is an exception to this statement. It reported a specific, well-defined pattern of committee structure based on stated principles.

The membership of all the committees discussed above has been that of administrators and faculty - thus, the term "administrative-faculty committees." However, they do not comprise the total picture of the college committee structure.

Lay Committees

Lay community committees must be considered in order to view the complete committee structure in the junior college situation. All of the seventeen colleges in this study reported the use of lay committees. In nearly all instances these lay committees serve in an advisory capacity for the technical and vocational areas of the curriculum. These cover a wide range of subjects including nursing, truck driving, dental assistants, apprentices, etc. In seven colleges these committees are ad hoc while in the remaining ten colleges they are standing committees.

There are other lay committees in addition to those for the various vocational and technical areas. For example, three colleges have citizens' advisory councils. Their scope is general and might cover any matter pertaining to the college. One college reported an alumni board and two reported that lay committees were active in organizing the colleges on a county basis. The number of lay committees per college ranged from one to twenty with an average of eight per college.

The general functions of the lay committees have been variously stated. The following list includes the primary ones that have been identified:

1. Recommending policies.
2. Acting as an advisory group on curricula and course outlines.

3. Aiding administrators and faculty
in identifying changing needs in
business and industry.
4. Assisting in placing students.
5. Assisting in procuring equipment.

It is clear that lay advisory committees serve a definite purpose and meet an important need in the public junior colleges of Michigan.

Summary

The committee structures and their concomitant interpersonal relationships which exist in the administrative organization constitute the operational patterns of Michigan public junior colleges. The various committees can generally be classified into four areas according to the services and functions performed: administration, instruction, student personnel services, and community services. It can be noted that the area of student personnel services utilizes a greater number of committees for its area of operation than any of the other three.

All of these areas are represented in all of the colleges in this study, but not all committees are common to all colleges. The five committees occurring with the most frequency are curriculum, student personnel, faculty senate, scholarship, and library. From a comparison of these committees as they exist in the different type districts, it seems that there is more uniformity of operational

patterns among the public colleges than in the county and regional districts.

The responsibility for the appointment of committee members is rather nebulous and prohibits precise classification. The obvious point is that in the majority of the colleges, the president/dean has the responsibility, sometimes singly and sometimes shared.

All of the colleges have lay community committees which serve in advisory capacities.

CHAPTER V

OPERATIONAL FACTORS IN ESTABLISHING ORGANIZATIONAL STRUCTURES AND OPERATIONAL PATTERNS IN MICHIGAN JUNIOR COLLEGES

Questions were asked of chief administrators to determine what factors, if any, have had a profound influence on the formulation of organizational structures and the methods of administrative procedure in Michigan junior colleges. To bring forth this information, the investigator explored the educational qualifications of administrators, their method of appointments, the administrative philosophy, and their policy formulation procedures.

Factors Concerned With Administration

The degree attainment by the chief administrators of the Michigan junior colleges were equally divided with eight chief administrators holding doctorates (five Ph.D., three D.Ed.) and eight holding a masters degree while one administrator holds a B.S. degree in business administration.

Table VIII indicates the teaching, administration, and non-educational experience of the chief administrators in Michigan junior colleges.

There seems to be a direct correlation with the development of the junior college movement stemming from the high school environment with the experience of the chief administrators of the junior colleges. Eighty-eight percent of the

TABLE VIII

Teaching, Administrative, and Non-Educational
Experience of Chief Administrators in Michigan
Junior Colleges

N=17

Experience	Number of Administrators	%
Junior college administration	15	88
Junior college teaching	12	70
High school administration	7	41
High school teaching	15	88
Elementary school administration	4	23
Elementary school teaching	3	17
Non-educational field	9	52
Four-year college teaching	4	23

administrators had high school teaching experience and forty-one percent had high school administration experience. Twenty-three percent also had elementary administration backgrounds and seventeen percent indicated elementary teaching experience. These data indicate that the administrators have a heavy background of experience in the K-12 division of education with thirteen reporting experience in this division and only three administrators indicating a lack of background in K-12 experience. It is also significant to point out that fifty-two percent had experience in non-education fields and that only four, or twenty-three percent, had experience at a four-year college.

A majority of the Michigan junior college administrators majored in History, English, or the Sciences. The minor areas of specialization were similar to the major areas (as reported in Table IX). It is noteworthy to report there were no administrators who had backgrounds in foreign languages or physical education. One administrator had an extensive background in civil engineering and another a background in business administration.

Eighty-two percent of the colleges have made administrative appointments in the last five years. One college reported ten administrative appointments (a new college); another reported eight; one reported five; three reported four; two reported two; and five reported just one appointment. These appointments indicated either a new college

organization or increased enrollments. (See Table X.) Screening techniques were used by ninety-five percent of the college districts in the aiding of the selection of administrators. Forty-one percent of the chief administrators indicated they received their appointment from within the district while fifty-nine percent indicated they were outside the district when they received their appointment.

When asked as to what were the prime resources for choosing new administrators, the administrators reported the following: one said they would select outside candidates only, three reported the opposite by saying they would select only those now in the district, and the remaining thirteen colleges said they would select candidates both from within and outside the district - wherever the best qualified were located. Sixteen of the schools reported that the college administrative cabinets were involved in the screening process and only five schools reported involvement by a faculty committee in the appointments of administrators. The final responsibility of recommending and administrative appointment to the board of trustees rested with the superintendent of the public school districts and with the president, dean, or director of the regional and county college districts.

Faculty Personnel Factors

The investigator was curious as to the involvement of faculty participation in administrative matters and the

TABLE IX

Major and Minor Areas of Subject Concentration in
Undergraduate Course Work of Michigan Junior
College Administrators

N=17

Rank	Major Concentration	No.	Rank	Minor Concentration	No.
1	History	8	1	History	5
2	English	4	2	English	4
3	Sociology	3	3	Math	3
4	Biology	2	4	Psychology	2
5	Chemistry	1	5	Biology	1
5	Accounting	1	5	Chemistry	1
5	Fine Arts	1	5	Economics	1
5	Engineering	1	5	Philosophy	1
5	Physics	1	5	Ind. Arts	1
5	Math	1	5	Sociology	1

TABLE X
Appointment of Chief Administrators
of Michigan Junior Colleges

N=17

Question	Yes		No	
	N	%	N	%
Were appointments made during the past five years?	14	82	3	18
Did your institution have screening techniques?	16	95	1	5
Was the chief administrator appointed from within?	7	41	10	59

degree to which the administration provided channels for the faculty to participate. The following questions were asked to indicate their involvement: (1) do faculty members or committees participate in the hiring of new faculty, developing salary schedules, or in the formulation of curricular offerings; (2) are there written procedures of policy for lodging grievance; (3) who is responsible for the formulation of the college policies; and (4) is there a procedure for requesting a change in policy?

Administrators from fourteen junior colleges stated that the teaching faculty members are involved in hiring the teaching staff. Three colleges reported that faculty are not involved in hiring practices. It is significant to note that the one public school that reported no faculty participation is rather small and that the one regional and one county college reporting are newly organized. All of the colleges reported that faculty are involved in developing salary recommendations and also recommending course offerings. Some administrators mentioned that not all faculty share in the screening policies but that department chairmen have this responsibility as faculty. During periods when the college is not in session, faculty again are not involved. For the most part, the administration usually screens out candidates for the faculty to interview. (See Table XI.)

When asked if there were written policies and procedures for the faculty to follow in order to lodge a

TABLE XI

Faculty Involvement in Personnel Policies
in Michigan Junior Colleges

Type of Participation	Public		Regional		County	
	Yes	No	Yes	No	Yes	No
Hiring of faculty	7	1	5	1	3	1
Developing salary schedules	8	0	6	0	4	0
Formulation of new course offerings	8	0	8	0	8	0

grievance pertaining to any policy, eleven reported that there were written policies and five reported that they had no printed policies, while one reported they had not adopted any as yet. Faculty senates or councils had been delegated the responsibility with grievances. Study committees of the faculty were reported in twenty-three percent of the cases. Administrators were involved in the grievance procedure eighteen percent of the time and of this percentage, there was only one administrator, representing six percent of the total, who felt the faculty member should deal directly with him.

Factors Involving Communication

The general school laws in Michigan state that the minutes of the board meetings must be made public. When the administrators were asked if the board minutes were made available they reported in all cases that they were made available **both** to the faculty and to the public. Five of the administrators, or twenty-nine percent, said that the board minutes were made available to all faculty members (all five were fairly small schools). Fourteen, or eighty-two percent, stated that copies of the minutes were available to department chairmen so that any interested faculty member could avail themselves of the information. All institutions reported that the board minutes were available in administrative offices upon request and that the public

could also receive or pick up copies of same at their request. (See Table XII.)

The question was asked as to what means of communication were followed by the administration with the faculty. All seventeen schools reported that three main sources were used exclusively by all of the colleges and they were: (1) faculty meetings, (2) faculty bulletins, and (3) meeting faculty individually.

Extensive use was made by the administration of mass communication media **such as radio**, television, local newspapers, and brochures. All of the colleges stated they use all of these media in some form in communicating with the public at large.

Factors Dealing With Policy

The governing boards of the Michigan junior colleges are officially responsible over final approval of all policies. As board members, or as a collective group, they could initiate policy and give it official sanction. It is assumed that this does happen and it is in turn assumed that not all policy is initiated by board members. The question was therefore asked as to who is responsible for the formulation of college policies. The sources of policy origin have been tabulated in Table XIII.

According to the chief administrators, eighteen percent of all recommendations concerned with policies originate with

TABLE XII

Availability of Junior College Board Minutes

	Yes	No
Board minutes made available to all faculty	5	12
Board minutes made available at department chairmen level	14	3
Board minutes made available to administrative offices	17	0
Board minutes duplicated for public to pick up, if requested	17	0

TABLE XIII

Origin of College Policies in
Michigan Junior Colleges

Source	N=8		N=5		N=4		N=17	
	Public		Regional		County		Total	
	N	%	N	%	N	%	N	%
College administrative cabinet	4	16	3	22	2	20	9	18
Administrative committee	2	8	1	7	1	10	4	8
College committee	-	-	1	7	-	-	1	2
Administrators	5	20	2	14	2	20	9	18
Faculty committee	7	28	3	22	3	30	13	27
Board members	7	28	4	28	2	20	13	27
Totals	25		14		10		49	

administrative committees, twenty-seven percent with faculty, twenty-seven percent by board members, eight percent by administrative committee, and two percent by a college committee. The college committee and the faculty committee add up to a total of twenty percent where faculty play a part in policy making. The administrative category made up of the college cabinet, administrative committee, and administrators total forty-four percent of the policy making process and the board members represent twenty-seven percent. The origin of college policies in Michigan junior colleges originate just under fifty percent by the administration, less than twenty-five percent by the faculty, with the board members themselves playing a part in policy making slightly over twenty-five percent of the time.

Summary

The educational experience background of chief junior college administrators is public school oriented, primarily high school experience and even on down to the elementary level. A small percentage did have some four-year college experience. Their academic backgrounds were predominantly History, English, Social Sciences and the science discipline. A goodly number had experiences outside of the educational field.

A majority of the administrators have been hired from outside the college district and almost all of the colleges used a screening process to select administrative candidates and a large majority of these appointments were made within

the last five years.

Administrators also indicated that faculty members for the most part were very much involved in the selection of the teaching staff, in developing salary schedules, and in developing the new course offerings for the institutions. To some extent, the faculty played a role in selecting administrators and in initiating policy. A majority of grievances were first handled by faculty groups with only one chief administrator asking that grievances come directly to him first.

Administrators felt that faculty were informed of board proceedings through the media of faculty meetings, bulletins, and by contacting individuals.

CHAPTER VI

CONCLUSIONS AND RECOMMENDATIONS

The purpose of this study was to analyze and compare administrative organizations and operational patterns of Michigan junior colleges in order to make recommendations for organizational improvement and to supply data as a basis for further study in aiding the community college movement in Michigan.

The following questions were answered:

1. What were the implications of the related literature to the study?
2. What are the existing organizational structures in Michigan junior colleges?
3. What are the existing operational patterns in Michigan junior colleges?
4. Is there a relationship between organizational structures to operational patterns?
5. What were the operative factors in establishing the organizational structures and operational patterns?

The history of **the** Michigan junior college movement finds its origin as an extension of the high school. Recently there has been a movement away from the public school **college** district to a regional (covering two or more school districts or two or more counties) or county type district.

Recommendations of citizen advisory groups such as Governor Romney's Blue Ribbon Committee are that no public school district junior colleges be established and that the now existing public school districts have their own board and be separate from the public districts. They also recommend that all of the junior colleges be a part of a so-called master plan covering and serving the various areas of Michigan.

Legislation for the establishment of junior college districts in Michigan has been permissive. As a result, there are now existing three types of college districts: (1) public school college districts, (2) regional college districts, and (3) county type college districts.

A majority of the community colleges have had administrative changes within the last five years and these have been the result of growth and development and a change of district status. Administrators reported that in a majority of the cases of changing organizational structure, it was the result of an administrative study or that the structure was patterned after other existing organizations in other junior colleges. In all cases, the chief administrator made recommendations to the board in reference to appointments or to an organization change.

A majority of the administrators were satisfied with their organizational structures with most of the public school chief administrators reporting dissatisfaction with

interference on the part of the central administration in budget and finance.

A junior college of a mean enrollment of two thousand full-time students has a full compliment of top echelon administrators who serve a comprehensive program in the following areas: (1) instruction, (2) student personnel, (3) community service, and (4) terminal and vocational education.

The titles of the administrators are in a confused state. The same titles have appeared in all levels of administration; the title "director" could imply the top position of the college or third echelon position of director of the evening program. The duties have not been commensurate with the titles and as a result, there has been much overlapping of responsibilities.

The search in related literature points out the need for administrative theory in establishing new or changing older structures. There has been some theory applied in establishing structures as indicated by the evidence. This would depend on how profound administrative committees delved into research and other data in recommending organizational changes.

The chief administrator in the public school junior college district is the superintendent and in no case did he allow the top official of the college, who is concerned with the everyday operation of the college, to have the title of

president. It can be assumed that the school superintendents see themselves in this role.

Academic organization was developed around department chairmen or division heads. The trend is toward division heads with department chairmen responsible to a single discipline reporting to a larger division of related knowledge.

The chief administrators of the colleges are well prepared, with a majority holding doctorates and some presently working on the degree. They have a strong background in the social sciences and have most of their experience at the high school level. A majority of these administrators received their appointment when they were serving outside the district.

A majority of the college districts had extensive screening procedures involving some faculty participation and selecting the best man available whether he was currently employed in the district or not.

The administrators felt that the faculty was well informed by using meetings and bulletins and the public was likewise informed through the mass media of radio, television, local newspapers, and brochures.

The administrators also stated that a majority of the colleges had written policies for grievances and that these grievances were channeled first through some faculty organization.

The source of initiating policy more often stems from

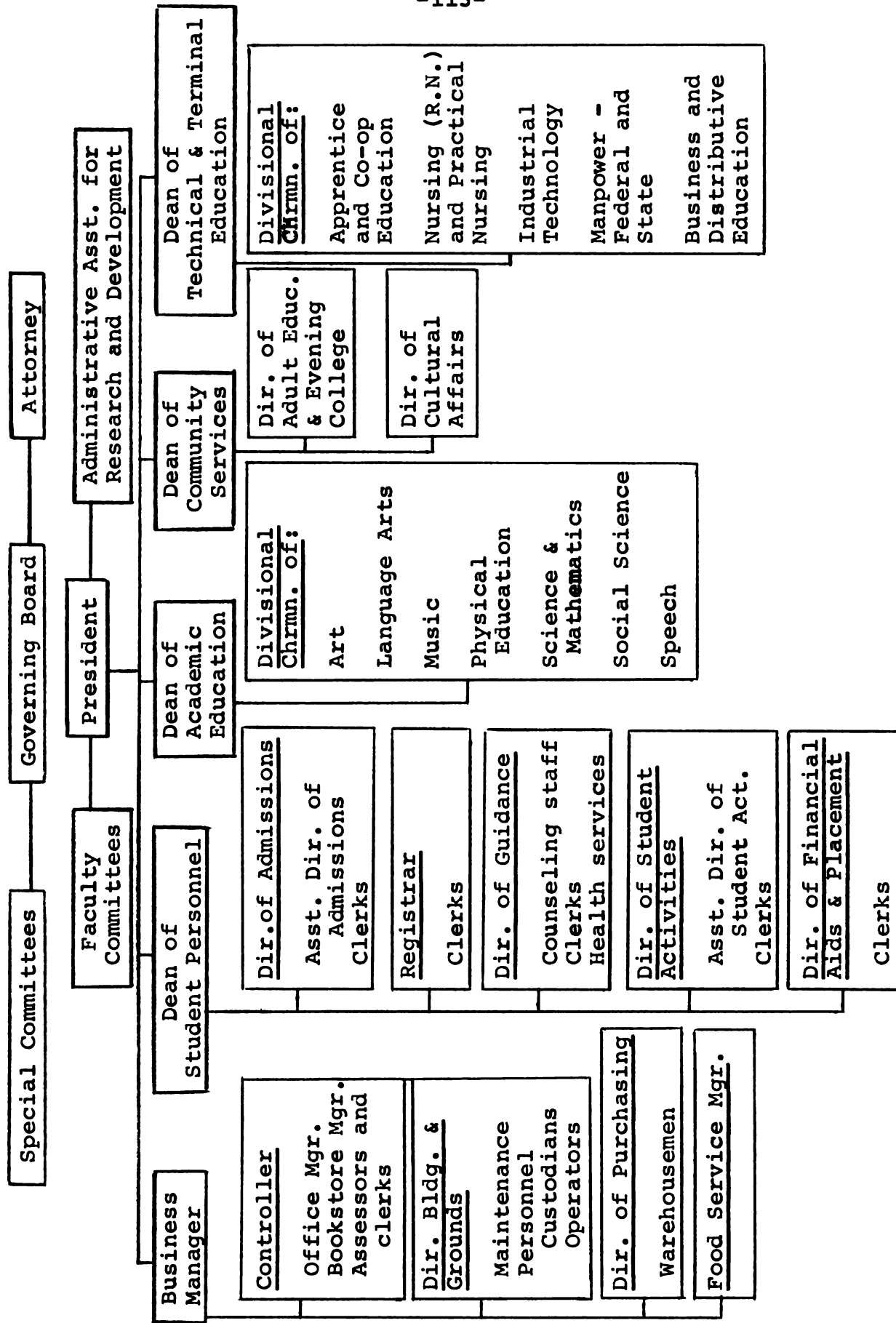
the administration, then the faculty, and finally the board members, in that order.

Recommendations

After much deliberation and a careful analysis of the data presented in this research study, the following recommendations are suggested:

1. That no new junior colleges be established as public school district K-12 junior colleges.
2. That the Blue Ribbon report concerning the number and types of junior colleges to serve Michigan be given top consideration.
3. That all public school district junior colleges report to their own board, and have their own budget and finances separate from the K-12 division board.
4. That there be an extensive application of administrative theory in organizing and re-organizing administrative structures.
5. That the Michigan Council of Community College Administrators undertake a study to establish guidelines for titles and duties of administrative officials.

6. That in comprehensive junior colleges the area of technical and vocational education be given equal status to the college transfer function, community services, and student personnel.
7. That job specifications be analyzed to prevent overlapping of duties and to prevent one administrator from functioning in other areas of administration.
8. That the Michigan Association of Junior Colleges undertake a program that could result in involving more faculty in the decision making process of the states junior colleges.
9. That faculty members be more involved with the lay committees of the colleges.
10. That a well coordinated system of committees have policy recommending authority.
11. That a recommended organizational structure be suggested for colleges of three thousand students. (The investigator has submitted such an organizational structure on the next page.)



Recommended Organizational Structure for Michigan Junior Colleges with a Full-Time Enrollment of Three Thousand Students

APPENDIX

**Blue Ribbon Report
Table 1**

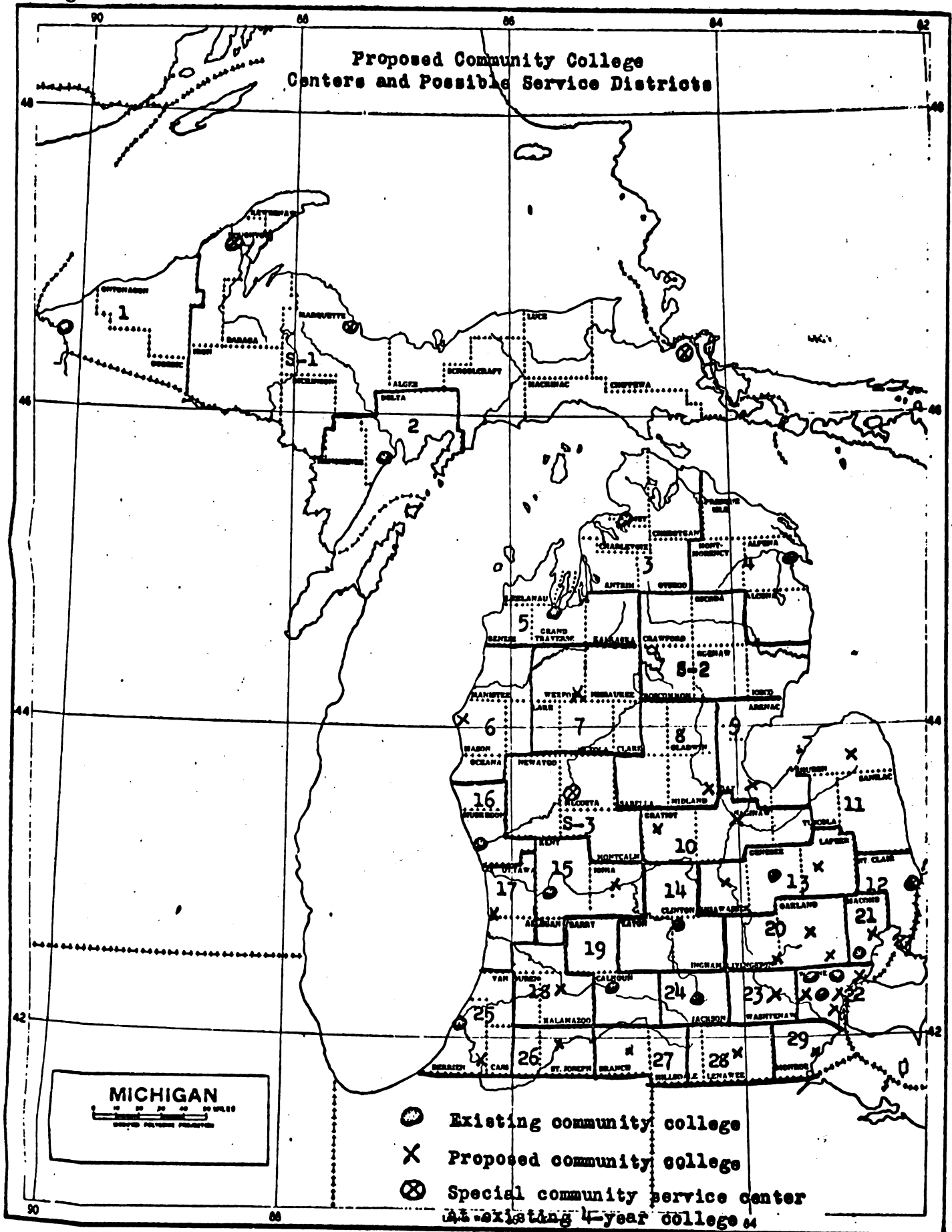
**Measures of Potential Enrollment
from within Proposed Community College Districts**

District	1963 Enroll- ment at Local Comm.Col.	Potential Enrollments					Number Students Support- able - 1963
		H.S.Grad. Method - 1963	Age 18-24 Method				
			1963	1965	1970	1975	
1	230	334	254	334	425	429	427
2	288	570	464	581	777	856	708
3	261	519	538	640	785	839	1,043
4	467	493	477	542	670	769	964
5	601	537	462	541	667	714	837
6	--	476	430	522	649	660	737
7	--	416	390	468	577	607	589
8	*341	939	1,161	1,202	1,396	1,613	2,124
9	*886	1,143	1,110	1,278	1,610	1,844	2,232
10	*1,263	2,319	2,170	2,486	3,204	3,730	4,242
11	--	912	654	798	994	1,083	1,396
12	1,333	985	919	1,091	1,380	1,519	2,223
13	4,454	3,858	3,874	4,370	5,815	7,074	8,177
14	1,965	2,644	3,206	3,161	3,509	4,150	4,652
15	2,541	3,588	3,569	3,937	5,051	6,000	6,486
16	--	1,402	1,358	1,601	2,074	2,396	2,479
17	--	1,194	1,105	1,234	1,560	1,811	1,938
18	--	1,621	2,126	2,204	2,620	3,001	3,643
19	1,266	1,386	2,485	1,642	2,059	2,311	2,567
20	--	6,429	5,531	6,685	9,422	11,364	11,710
21	2,365	3,206	2,867	3,383	5,057	6,855	7,189
22	--	21,091	20,145	23,017	30,325	35,485	44,979
23	--	1,277	2,255	1,867	1,712	2,066	3,391
24	1,352	1,034	1,055	1,208	1,548	1,786	1,932
25	1,181	1,726	1,755	2,028	2,605	2,850	3,189
26	--	466	429	499	630	681	864
27	--	580	618	695	805	834	827
28	--	850	808	915	1,109	1,174	1,275
29	--,	789	845	1,001	1,358	1,552	1,718
S-1	--	2,275	1,947	2,114	2,479	2,705	2,435
S-2	--	433	313	413	475	532	770
S-3	--	874	887	938	1,003	1,070	1,181
Changes under Alternative Plan**							
8D	2,432	3,182	3,025	2,504	4,633	5,468	6,775
11D	--	1,302	857	1,163	1,435	1,561	1,925
S-2D	--	606	543	616	714	795	1,209
S-3D	--	1,528	1,823	1,837	1,905	2,056	1,821

* Enrollment at Delta College apportioned to three proposed districts.

** These districts cover the same geographic area as Districts 8, 9, 10, 11, S-2, and S-3 above. All other districts would remain the same.

Fig. 1



**Proposed Community College Centers and Districts
for the State of Michigan
(See Figure 1)
(cont'd)**

<u>District</u>	<u>Counties Included</u>	<u>Community College(s) at -</u>
26	St. Joseph, E½ of Cass	Three Rivers
27	Branch, W3/4 of Hillsdale	Coldwater
28	Lenawee, E½ of Hillsdale	Adrian
29	Monroe	Monroe
8-1	Alger, Baraga, Chippewa, Dickinson, Houghton, Iron, Keeweenaw, Luce, Mackinac, Marquette, Schoolcraft	Special centers at Michigan Tech (Houghton and Sault Ste. Marie) and Northern Michigan (Marquette)
S-2	Crawford, Iosco, Ogemaw, Oscoda, Roscommon	West Branch
S-3	Mecosta, Newaygo, Montcalm	Special center at Ferris (Big Rapids)

**Proposed Community College Centers and Districts
for the State of Michigan**

**Alternative Plan: Retain Delta as Community College
(See Figure 2)*****

<u>District</u>	<u>Counties Included</u>	<u>Community College(s) at -</u>
8D	Arenac, Bay, Midland, Saginaw	University Center*
11D	Huron, Sanilac, Tuscola	Cass City area
S-2D	Crawford, Gladwin, Iosco, Ogemaw, Oscoda, Roscommon, E½ of Clare	West Branch
S-3D	Gratiot, Isabella, Mecosta, Montcalm, Newaygo	Alma, special center at Ferris (Big Rapids)

* Community college presently in existence.

** Parts of Allegan County are in Districts 15, 17, and 18. The part in District 15 is included within the boundaries of Dorr, Leighton, Hopkins, and Wayland Townships; the part in District 17 - Laketown, Fillmore, Overisel, Salem, Saugatuck, Manlius, Heath, Monterey, Ganges, Clyde, Casco, and Lee Townships; and the part in District 18 - Valley, Allegan, Watson, Martin, Cheshire, Trowbridge, Otsego, and Gunplain Townships.

*** These districts cover the same geographic area as Districts 8, 9, 10, 11, S-2, and S-3. All other districts would remain the same.



July 1, 1965

Dr. Robert E. Turner
President
Michigan Council of Community
College Administrators
Macomb County Community College
22240 Federal Avenue
Warren, Michigan

Dear Dr. Turner:

I am starting my doctoral dissertation entitled, "A Study of the Administration of Michigan Junior Colleges," and will be contacting the eighteen community colleges in Michigan that were in operation during the 1964-1965 school year.

This will be a profitable learning experience for me and I would appreciate any assistance you may give me in gaining the cooperation of these institutions. I will be asking their chief administrator to fill out a short questionnaire and also, to send me pertinent materials necessary for the completion of my dissertation. For the sake of validity it will be necessary that I receive an answer from all the invited institutions.

Thank you.

Sincerely,



Donald E. Stanbury
Assistant Dean for Student Personnel

pb

July 1, 1965

Dr. Charles Donnelly
President
Michigan Association of Junior and
Community Colleges
Flint Community Junior College
Flint, Michigan

Dear Dr. Donnelly:

I am requesting your assistance in what I feel is an important project; not only because it will be my dissertation entitled, "A Study of the Administration of Michigan Junior Colleges," but also because of the valuable information it will give me in seeing and understanding the overall community college picture.

There were eighteen Michigan community colleges in operation during the 1964-1965 school year and I will be contacting each of them asking for the completion of a short questionnaire and to send me materials that I feel will be relevant to the study.

Any assistance you can give me in order that I may have their fullest cooperation will be greatly appreciated.

Cordially,

Donald E. Stanbury

Donald E. Stanbury
Assistant Dean for Student Personnel

pb

July 16, 1965

Dean Paul H. Jones
Highland Park College
Glendale at Third
Highland Park, Michigan

Dear Paul:

This is to introduce Donald Stanbury who is the Assistant Dean for Student Personnel at Flint Community Junior College. He is currently embarking on a study involving his dissertation called "A Study of the Administration of Michigan Junior Colleges."

There were 18 operating community colleges during the 1964-1965 school year and your community college is one that will be included in this study. I am sure that Mr. Stanbury will soon be forwarding materials to you asking that you participate. Because there are only 18 colleges in this study, it is important for the sake of validity, that all 18 return the questionnaire and materials.

On behalf of Mr. Stanbury and the importance of the study, I hope that you will give your fullest cooperation. If you are unable to complete the short questionnaire, please have one of your assistants do it; he needs these materials by the end of July.

The results of the study will be forwarded to you upon request.

Sincerely,

Charles

Charles R. Donnelly
Dean

pb

APPENDIX C

July 17, 1965

Director Richard Whitmore
Kellogg Community College
450 North Avenue
Battle Creek, Michigan

Dear Sir:

As a part of my doctoral dissertation I am conducting a study entitled, "A Study of the Administration of Michigan Junior Colleges." Dr. Donnelly offered to write to you about my study and I hope I may impose on you to complete my short questionnaire by putting a check mark in the appropriate place or by writing in any comments you feel are necessary.

In order that I may have the appropriate data for the study, I would appreciate your sending me the following:

1. Current college catalog
2. Organization chart (or penciled diagram)
3. Duties of all administrators
4. List of committees and their respective functions

I have enclosed a stamped self-addressed envelope for your convenience. It was difficult to approximate the postage needed; therefore, I will be happy to reimburse you for any additional postage you have to spend.

Sincerely,

Donald E. Stanbury
Assistant Dean for Student Personnel

pb
Enclosures

"A Study of the Administration of Michigan Junior Colleges"

Donald E. Stanbury
Assistant Dean for Student Personnel
Flint Community Junior College

NAME OF SCHOOL: _____

NAME (Person filling out questionnaire): _____

TITLE: _____

Number of years in present position: _____

1964-1965 Fall Enrollment:	Full-time	_____	students
	Part-time	_____	students

I. Michigan Administrative Organizational Structure

A. Administrative

1. How long has your present administrative organizational structure been in effect?

☐ less than 1 year ☐ 2 years to 5 years
☐ 1 year to 2 years ☐ more than 5 years

2. For what reason(s) was a change made from your previous organizational structure?

3. Who was responsible for initiating or recommending the change in the institutional organizational structure?

☐ President/Dean
☐ College administrative cabinet
☐ College administrative cabinet and faculty
☐ Faculty
☐ Other (please explain) _____

4. What were the determining factors in deciding upon your present organizational structure?

☐ Based on studies made by:
☐ college administrative cabinet
☐ college administrative cabinet and faculty
☐ faculty
☐ other (please explain) _____

☐ Following other junior college organizational patterns
☐ Following upper division school patterns (i.e. four-year institutions)
☐ Other (please explain) _____

5. Is your present administrative organization evaluated on a regular basis?

☐ Yes ☐ No If yes, how often? _____
If yes, by whom? _____

B. Academic

1. If not self-explanatory in the line staff chart requested, what is the pattern of your present academic organization?

2. On what basis are department chairmen appointed?

☐ Number of faculty within a given subject area
☐ Subject areas
☐ Other (please explain) _____

3. Do department chairmen receive remuneration for the added responsibilities? If so, how?

☐ Extra pay ☐ Released teaching time
☐ Other (please explain) _____

C. General

1. Do you feel the present organizational structure satisfies the needs of the college as you interpret them?

☐ Yes ☐ No If not, why not? _____

2. If you feel the present organizational structure is inadequate, what changes would you suggest and why?

3. With the present organizational structure, do you feel there are specific areas of concern?

☐ Yes ☐ No If yes, where? _____

4. With the present operating structure are there areas where the responsibility for these functions overlap for two or more people?

☐ Yes ☐ No If yes, where? _____

II. Michigan Operational Pattern Structure

- A. What operational committees are functioning under your present setup?

☐ Curriculum
☐ Student Personnel
☐ Counseling and Guidance
☐ Faculty Senate
☐ Other (please explain) _____

- B. Who is responsible for the appointment of staff on these committees?

☐ President/Dean
☐ College administrative cabinet
☐ College administrative cabinet and faculty
☐ Faculty
☐ Combination of any of the above. If so, which?

☐ Other (please explain) _____

- C. Are specific duties and functions outlined in writing for these committees?

☐ Yes ☐ No

- D. Are there any lay community committees which assist the college in any matters?

☐ Yes ☐ No

If yes, what are they? _____

III. Organizational Structure and Operational Patterns

A. Who is responsible for the formulation of your college policies?

- ☐ College administrative cabinet
- ☐ Administrative committee
- ☐ College committee
- ☐ Administrators
- ☐ Faculty committee
- ☐ Board members
- ☐ Other (please explain) _____

B. What procedure would the college faculty follow in order to initiate or request a change in policy?

C. What means of communication are followed by the administration with the

1. Faculty: ☐ faculty meetings
☐ faculty bulletin
☐ other (please explain) _____

2. Public: ☐ radio and/or television
☐ newspaper
☐ brochures
☐ other (please explain) _____

D. Are Board minutes available to:

1. Faculty: ☐ Yes ☐ No

2. Public: ☐ Yes ☐ No

E. Are there written policies and procedures for the faculty to follow in order to lodge a grievance pertaining to any policy, rule, etc.

☐ Yes ☐ No

F. Do faculty members or committees participate in:

1. Hiring new faculty ☐ Yes ☐ No

2. Salary schedules ☐ Yes ☐ No

3. Formulation of new course offerings ☐ Yes ☐ No

IV. Factors Involved in Organizational Structure and Operational Patterns

A. Personal Information

1. Have you held previous positions in the following:
- | | Yes | No | No. of Years |
|-------------------------------|-----|-----|--------------|
| a. Junior college admin. | ___ | ___ | ___ |
| b. Junior college teaching | ___ | ___ | ___ |
| c. High school administration | ___ | ___ | ___ |
| d. High school teaching | ___ | ___ | ___ |
| e. Elementary administration | ___ | ___ | ___ |
| f. Elementary teaching | ___ | ___ | ___ |
| g. Non-educational field | ___ | ___ | ___ |

2. What was your immediate previous position?

For how many years? _____

3. What degrees do you have?

4. What was your college

a. Major _____
b. Minor _____

B. Administration

1. Have there been any new administrative positions established within the last five years?

___ Yes ___ No If yes, what were they? _____

2. Have administrative vacancies occurred within the last five years?

___ Yes ___ No If yes, how many? _____

3. Where are the prime resources for choosing these replacements?

___ Administrators within present organization
___ Qualified personnel within school system
___ Qualified personnel outside school system
___ Other (please explain)

4. Who is involved in selecting qualified applicants for these positions?

☐ College administrative cabinet
☐ College faculty committee
☐ School Board administrative offices
☐ School Board
☐ Outside agency
☐ Other (please explain) _____

5. Whose responsibility is it to make the recommendation for hiring an administrator?

☐ Superintendent of school system
☐ College President/Dean
☐ College administrative cabinet
☐ Other (please explain) _____

C. General

1. If a conflict occurs between an administrator and a faculty member, how is it resolved?

☐ Personal decision on the part of the President/Dean
☐ Administrative group decision
☐ Faculty committee recommendation
☐ Other (please explain) _____

2. When a new curriculum is presented for adoption, how is the decision reached to accept or not accept it?

☐ Personal decision on the part of the President/Dean
☐ Administrative group decision
☐ Faculty committee recommendation
☐ Other (please explain) _____

3. Is a procedure established for policy recommendations?

☐ Yes ☐ No
If yes, please explain _____

APPENDIX D

August 5, 1965

Dean Philip J. Gannon
Lansing Community College
419 North Capitol Avenue
Lansing, Michigan

Dear Dean Gannon:

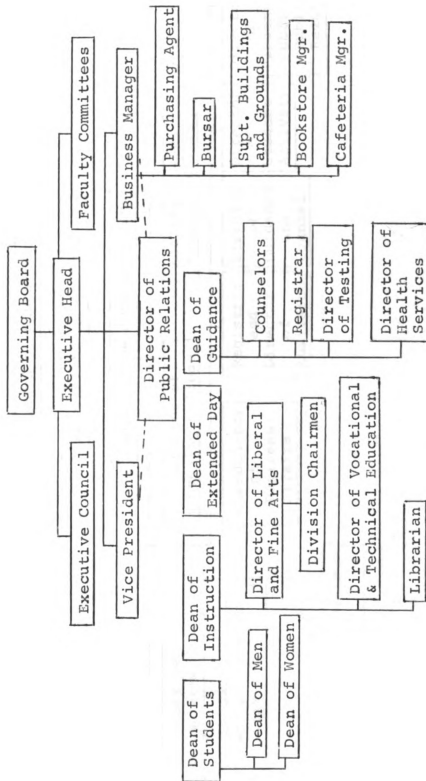
I want to thank you for completing your questionnaire and sending the materials I need from your institution. Your cooperation and promptness will assist me in completing my study this summer.

Sincerely,

Donald E. Stanbury
Assistant Dean for Student Personnel

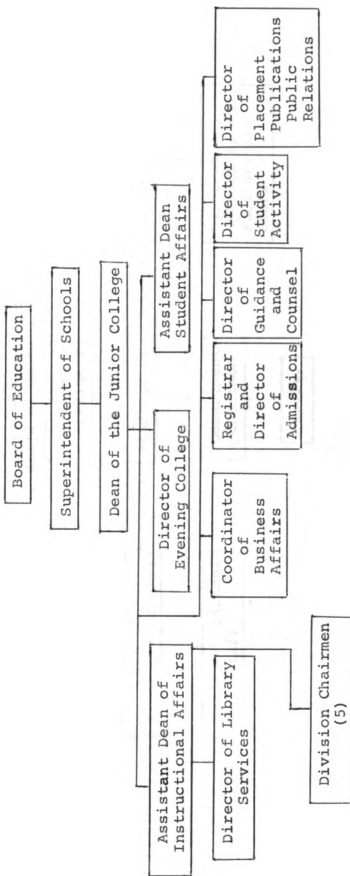
SW

APPENDIX E



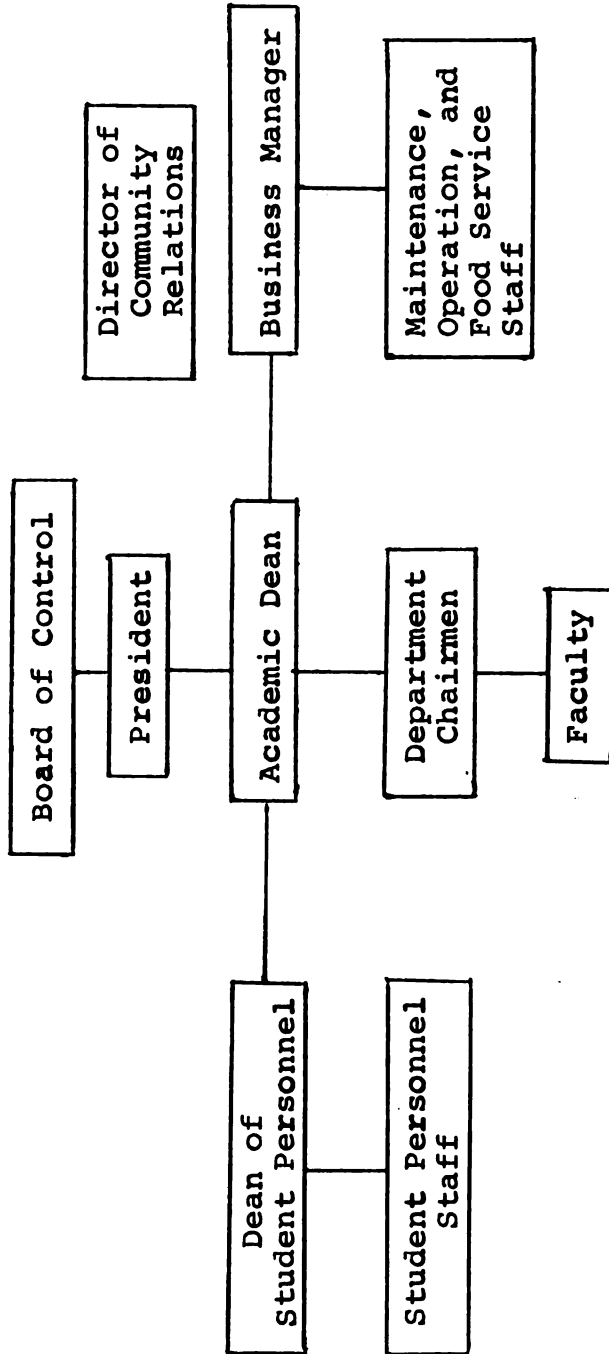
Structure of Typical Junior College in 1950 as shown by
Jesse Bogue in The Community College

APPENDIX F



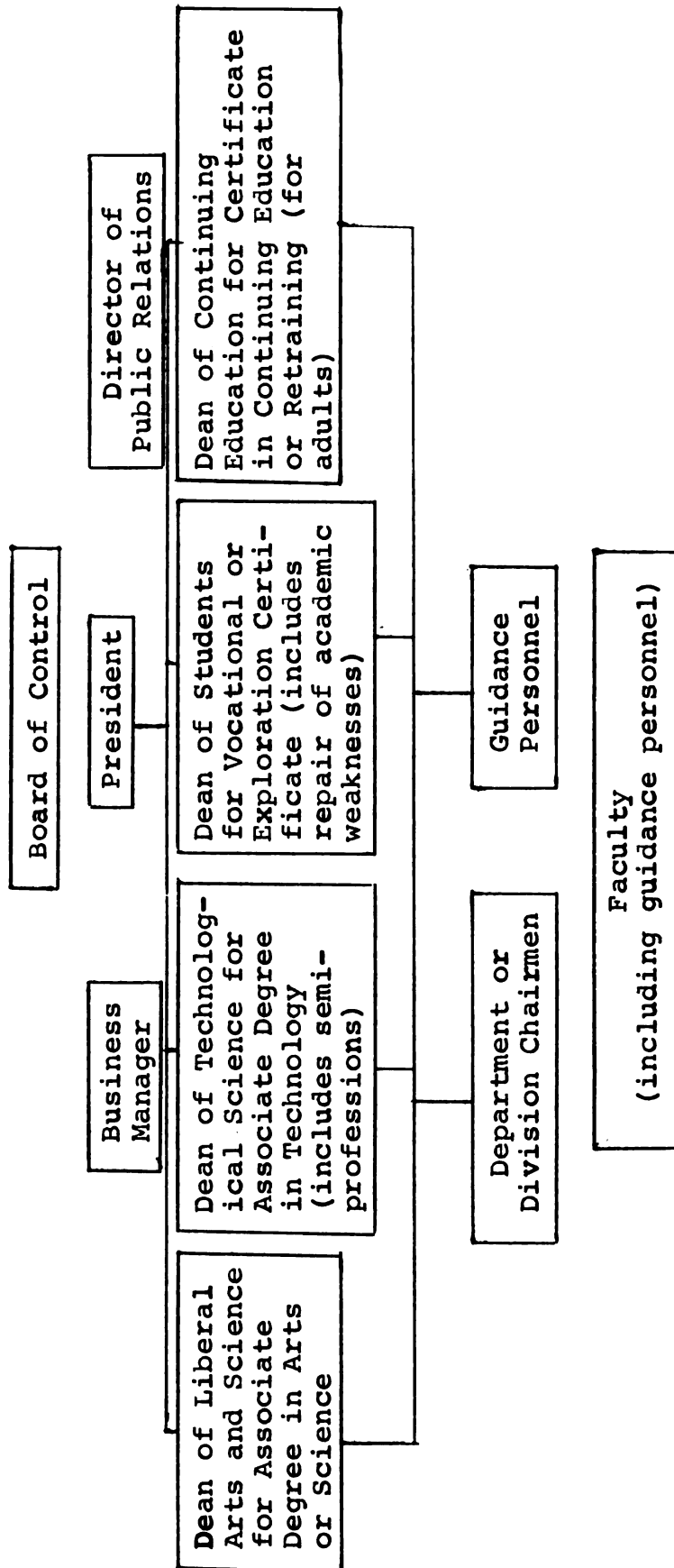
Structure of Reorganized Grand Rapids Junior College
in 1958-1959 by John Visser

APPENDIX G



Conventional Line-Staff Organization of
Two-Year Colleges

APPENDIX H



Recommended Line-Staff Organization for Community
and Junior Colleges

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